



CITY OF SPRINGFIELD & LANE COUNTY JOINT PLANNING COMMISSION AGENDA



LOCATION: Online via ZOOM* & In-Person at:
Jesse Maine room at Springfield City Hall
225 5th St, Springfield, OR 97477

AGENDA: 6 PM Work Session/7 PM Public Hearing

DATE: Tuesday April 2nd, 2024

The commissioners will meet using virtual meeting technology. NO RSVP is required to attend in person at the Jesse Maine Room of Springfield City Hall. The City of Springfield complies with state and federal laws and regulations relating to discrimination, including the Americans with Disabilities Act of 1990 (ADA). The Jesse Maine Room is ADA accessible.

6:00 PM	
Joint Work Session	Willamalane 2023 Park and Recreation Comprehensive Plan <i>Springfield Staff: Monica Sather</i> <i>Lane County Staff: Jared Bauder</i>

7:00 PM	
Joint Public Hearing	Willamalane 2023 Park and Recreation Comprehensive Plan <i>Springfield Staff: Monica Sather</i> <i>Lane County Staff: Jared Bauder</i>

Join from a PC, Mac, iPad, iPhone, or Android device via ZOOM:

<https://us06web.zoom.us/j/89356378650>

Join by Phone

Dial (US): +1 971 247 1195 +1 833 548 0276 toll free	Meeting ID: 893 5637 8650
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Lane County Planning Commission Members: Chair: Jeffery Choate, Vice Chair: Stephen Snider, Stephen Dignam, Bruce Hadley, Michelle Hankes, Eliza Kashinsky, Markus Lay, Jonnie Peacock, and Christian Wihtol

City of Springfield Planning Commission Members: Chair: Isaac Rhoads-Dey, Vice Chair: Andrew Buck, Matt Salazar, Steven Schmunk, Alan Stout, Seth Thompson, and Bruce Webber

PUBLIC HEARING ORDER OF PRESENTATION

- 1 – Explanation of procedural requirements
- 2 – Open the hearing
- 3 – Staff report
- 4 – Testimony from interested parties
- 5 – Clarifying questions from Commissioners
- 6 – Close or continue the hearing
- 7 – If the hearing is closed, close or hold open the Planning Commission record
- 8 – Deliberations

Note: Any public comments submitted after the Planning Commissions close the record will be provided to the elected officials as part of their joint public hearing currently scheduled for June 10, 2024.



Planning Commission Agenda

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Administrative Specialist:
Sarah Weaver 541.726.3653
City Attorney's Office:
Kristina Kraaz 541.744.4061

City Hall
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Springfield, Oregon 97477
541.726.3610

Planning Commissioners:

Isaac Rhoads-Dey, Chair
Andrew Buck, Vice-Chair
Matt Salazar
Seth Thompson
Steven Schmunk
Alan Stout
Bruce Webber

Join Zoom Meeting or Attend in Person

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Or One tap mobile:

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Or Telephone:

833 548 0276 US Toll Free

Webinar ID: 893 5637 8650

All proceedings before the Planning Commission are recorded.
To view agenda packet materials or view a recording after the meeting, go to

SpringfieldOregonSpeaks.org

April 2nd, 2024

7:30 p.m. (approx.) Public Hearing

(to follow Joint Public Hearing with Lane County)

Jesse Maine Room (City Hall) & via Zoom

Jesse Maine Room is ADA accessible.

CALL TO ORDER

ATTENDANCE

Chair Rhoads-Dey _____, Vice Chair Buck _____, Salazar _____,
Thompson _____, Schmunk _____, Stout _____, and Webber _____.

PLEDGE OF ALLEGIENCE

APPROVAL OF THE MINUTES

- March 19th, 2024

BUSINESS FROM THE AUDIENCE

PUBLIC HEARING

- 1) Public Hearing: Housing in Non-Residential Areas - Code Amendments**
Staff: Haley Campbell, Senior Planner
25 Minutes

REPORT ON COUNCIL ACTION

BUSINESS FROM THE PLANNING COMMISSION

BUSINESS FROM THE DEVELOPMENT AND PUBLIC WORKS DEPARTMENT

ADJOURNMENT

Draft Planning Commission Minutes – March 19th, 2024

Springfield Planning Commission

Draft Minutes for Tuesday, March 19th, 2024

Work Session 6:00 pm

Meeting held in Jesse Main Room (City Hall) and via Zoom

Planning Commissioners Present: Chair Rhoads-Dey, Salazar, Stout, Thompson, Webber, and Schmunk

Excused Absence – Andrew Buck

Staff: Sandy Belson, Comprehensive Planning Manager; Sarah Weaver, Planning Commission Assistant; Kristina Kraaz, Assistant City Attorney; Haley Campbell, Senior Planner; Chelsea Hartman, Senior Planner

Chair Rhoads-Dey called the Work Session to order at 6:00 p.m.

Item(s):

- **Housing in Non-Residential Areas: Code Amendments**
Staff: Haley Campbell, Senior Planner
50 Minutes

Haley Campbell / Staff: gave a presentation on the proposed amendments to the Springfield Development Code for Sections 4.7.370 Income-Qualified Housing on Property Owned by Religious Nonprofits, 4.7.405 Income-Qualified Housing, and various other sections and requested that the Commissioners provide input on the draft code amendments.

Commissioner Rhoads-Dey: wanted to know more about the repercussions of not adding additional restrictions on the density and height standards for the first option for income-qualified housing.

Haley Campbell / Staff: confirmed that the first option would not apply any new or different density or height standards. This would leave the code more flexible by not adding additional restrictions. The other two options would provide the community more clarity about what the allowable standards are.

Commissioner Schmunk: wanted to know, if the City allowed to build higher apartments, would it require more City services like Fire to gain access to infrastructure that may not be sufficient for taller / larger structures.

Haley Campbell / Staff: confirmed that the Building and Development Code already require access to infrastructure e.g. Fire, Stormwater, Sewer, to meet code and safety standards.

Draft Planning Commission Minutes – March 19th, 2024

Sandy Belson / Staff: mentioned that there are various other options to accommodate the Building Code such as adding a sprinkler system or assuring that the water pressure is high enough, which in this case is a SUB (Springfield Utility Board) issue.

Commissioner Stout: Is it possible for income-qualified housing to include commercial on the ground floor and apartments above it? Also, could market value housing be intermixed with the income-qualified housing?

Haley Campbell / Staff: Ground floor commercial is not a restriction at all. Income-qualified housing requires potential renters to meet the 60% to 80% of area median income. HB 3395 addresses more market rate housing and the code amendments being discussed deal more exclusively with income-qualified housing. The HB 3395 housing option is targeted at 80% to 120% of area median income. This allows for more market options and is less restrictive.

Commissioner Schmunk: The newest series of House Bill are making new requirements. Why is this topic being addressed by the Legislature at this time.

Haley Campbell / Staff: Since the Pandemic, commercial properties and businesses have been closing and leaving properties vacant. These House Bills are trying to create opportunities to allow for residential use in commercial areas, which would alleviate the State's housing crisis.

Sandy Belson / Staff: Each of the House Bills were proposed by different legislators and are not uniform in their language and implementation strategies, which makes it confusing for municipalities to implement. They are all written with the intent to alleviate the housing crisis by providing options to expand the housing inventory.

Springfield Planning Commission **Draft Minutes for Tuesday, March 19th, 2024** **Regular Session 7:00 p.m. (approx.)**

Chair Rhoads-Dey called the Committee for Citizen Involvement to order at 7:00 p.m.

Planning Commissioners Present: Chair Rhoads-Dey, Salazar, Stout, Thompson, Webber, and Schmunk

Excused Absence: Andrew Buck

ADJUSTMENTS TO THE AGENDA – None

PLEDGE OF ALLIAGENCE – Led by Chair Rhoads-Dey

APPROVAL OF THE MINUTES

Draft Planning Commission Minutes – March 19th, 2024

- February 21st, 2024 - Approved

BUSINESS FROM THE AUDIENCE - None

REPORT OF COUNCIL ACTION

- Commissioner Thompson reported on the Council Meeting held on February 26th.
- Commissioner Schmunk reported on the March 11th Council Meeting.

BUSINESS FROM THE PLANNING COMMISSION - None

BUSINESS FROM THE DEVELOPMENT AND PUBLIC WORKS DEPARTMENT

Sandy Belson / Staff: The next few months will be busy with two meetings a month. The next meeting on April 2nd will have a Joint meeting with Lane County Planning Commission at the beginning and a Public Hearing with just the Springfield Planning Commission directly after it.

Tomorrow the City will be launching a campaign on the Street Bond initiative. The election is scheduled for May 21st.

ADJOURNMENT – 7:05 p.m.

AGENDA ITEM SUMMARY

Meeting Date: 4/2/2024
Meeting Type: Work Session/Reg. Mtg
Staff Contact/Dept.: Monica Sather/DPW
Staff Phone No: 541-736-1038
Estimated Time: 45 minutes/25 minutes
Council Goals: Promote and Enhance our Hometown Feel while Focusing on Livability and Environmental Quality

**SPRINGFIELD AND LANE COUNTY
PLANNING COMMISSIONS**

ITEM TITLE:	WILLAMALANE 2023 PARK AND RECREATION COMPREHENSIVE PLAN
ACTION REQUESTED:	Hold a joint public hearing with the Lane County Planning Commission regarding proposed amendments to adopt Willamalane Park and Recreation District's ("Willamalane's") 2023 Park and Recreation Comprehensive Plan ("2023 Plan") as the Recreation Element of the Springfield Comprehensive Plan and to amend the Eugene-Springfield Metropolitan Area General Plan ("Metro Plan"). After close of the hearing and deliberations, the Springfield and Lane County Planning Commissions will adopt recommendations to the City Council and Board of County Commissioners, respectively, whether to approve the 2023 Plan and corresponding amendments.
ISSUE STATEMENT:	Willamalane is the designated provider of park and recreation services for the Springfield area. While Willamalane operates as a special-purpose district, the 2023 Plan fulfills broader comprehensive planning requirements for Oregon Statewide Land Use Planning Goal 8: Recreational Needs.
ATTACHMENTS:	ATT1– Proposed Planning Commission Order and Recommendation <ul style="list-style-type: none">• Exhibit A – 2023 Park and Recreation Comprehensive Plan and Appendices• Exhibit B – Proposed Metro Plan Amendments• Exhibit C – Staff Report and Recommendation ATT2 – Application
DISCUSSION:	<p>The Springfield and Lane County Planning Commissions previously held meetings to provide input on the update of Willamalane's Comprehensive Plan, most recently in November 2022. Willamalane updates its Comprehensive Plan every 10 years, and each Plan has a 20-year planning horizon. The 2023 Plan outlines estimated timing for a variety of projects (acquisition, expansion, design, and/or construction of parkland, buildings, trails, etc.). Substantial content in the 2023 Plan describes the approach to determining the projects and how partnerships and funding can accomplish them.</p> <p>Willamalane's land use application to adopt the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and to amend text of the Metro Plan follows a Type 4 legislative amendment process. Lane County will separately consider a proposed amendment to the Lane Code related to the 2023 Plan.</p> <p>The Springfield and Lane County Planning Commissions will review the proposed amendments at a joint public hearing on April 2, 2024. If needed, the Commissions could continue the public hearing or keep the record open to allow for additional public comment. Otherwise, staff recommends that the Commissions close the public hearing and written record to deliberate. Staff evaluated the proposed amendments against the approval criteria in Section 5.14.135 of the Springfield Development Code. The staff report contains findings that provide a substantive base for the Planning Commissions to recommend City Council and County Board approval of the proposed amendments. The City Council and County Board are scheduled to hold a joint work session and public hearing to review the recommendation on June 10, 2024.</p>

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

**ADOPTING WILLAMALANE PARK AND RECREATION DISTRICT’S]
2023 PARK AND RECREATION COMPREHENSIVE PLAN]
AS THE RECREATION ELEMENT OF THE SPRINGFIELD COMPREHENSIVE] Case No. 811-23-000285-TYP4
PLAN, REMOVING AND REPLACING THE 2012 PARK AND RECREATION]
COMPREHENSIVE PLAN, AND ADOPTING TYPE II TEXT AMENDMENTS]
TO THE EUGENE-SPRINGFIELD METROPOLITAIN AREA GENERAL PLAN]**

NATURE OF THE PROPOSAL

Request that the Springfield Planning Commission forward a recommendation of approval to the Springfield City Council regarding adoption of:

- Willamalane Park and Recreation District’s 2023 Park and Recreation Comprehensive Plan as the Recreation Element of the Springfield Comprehensive Plan (Exhibit A to this Order) to remove and replace the 2012 Park and Recreation Comprehensive Plan, which was adopted as a refinement to the Eugene-Springfield Metropolitan Area General Plan (Metro Plan)
- Type II text amendments to the Metro Plan (Exhibit B to this Order) clarifying the applicability of Willamalane Park and Recreation District’s 2023 Park and Recreation Comprehensive Plan as part of the Springfield Comprehensive Plan

Notice was sent to the Department of Land Conservation and Development on February 27, 2024, not less than 35 days prior to the first evidentiary hearing in compliance with OAR 660-018-0020.

Timely and sufficient notice of the public hearing was provided on March 7, 2024, pursuant to Springfield Development Code 5.1.615.

On April 2, 2024, the Springfield Planning Commission held a duly noticed joint public hearing with the Lane County Planning Commission on the proposed amendments. The public hearing was conducted in accordance with Springfield Development Code 5.1.610 applicable to Type 4 legislative procedures. After review of the staff report, evidence in the record, and public testimony, the Planning Commission determined that the amendments meet the approval criteria.

CONCLUSION

On the basis of the Staff Report and Findings of Fact attached hereto as Exhibit C to this Order, and evidence in the record, the proposed addition of Willamalane Park and Recreation District’s 2023 Park and Recreation Comprehensive Plan (Exhibit A) to the Springfield Comprehensive Plan as the Springfield Comprehensive Plan’s Recreation Element, removal of the 2012 Park and Recreation Comprehensive Plan as a refinement to Metro Plan, and corresponding text amendments to the Metro Plan (Exhibit B) meet the approval criteria of Springfield Development Code 5.14.135.

ORDER/RECOMMENDATION

It is ORDERED by the Springfield Planning Commission that a RECOMMENDATION for **approval** of Springfield case number 811-23-000285-TYP4 be forwarded to the Springfield City Council for consideration at an upcoming public hearing.

Planning Commission Chairperson

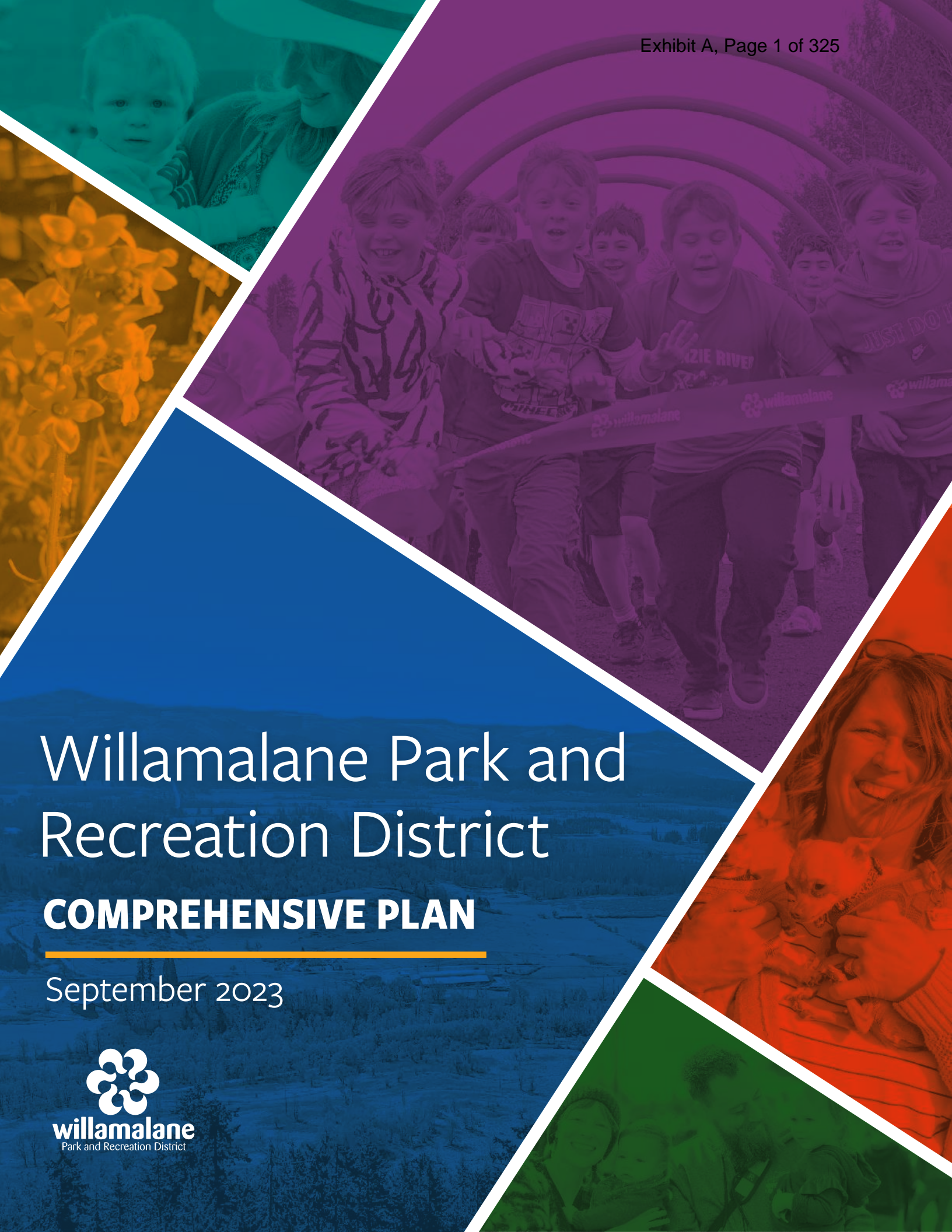
Date

ATTEST
AYES:
NOES:
ABSENT:
ABSTAIN:

Willamalane Park and Recreation District

COMPREHENSIVE PLAN

September 2023



RESOLUTION
No. 23-24.01

RESOLUTION

**TO ADOPT THE WILLAMALANE PARK AND RECREATION
20 YEAR COMPREHENSIVE PLAN**

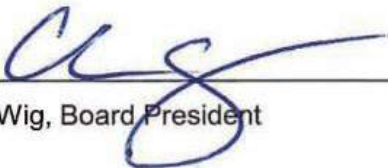
WHEREAS, the Willamalane Park and Recreation District (Willamalane) has updated its 20-year Park and Recreation Comprehensive Plan to guide future parks, natural areas, recreation facilities, programs and services for Springfield and its urbanizable area; and

WHEREAS, Willamalane has concluded the planning process for the 20-year Park and Recreation Comprehensive Plan including, but not limited to, an extensive public input process from the general public as well as from partner governing agencies;

WHEREAS, all Park and Recreation Comprehensive Plans previously adopted by Willamalane Park and Recreation District are replaced and superseded by the Park and Recreation Comprehensive Plan dated September 13, 2023;

NOW, THEREFORE, be it known that the Willamalane Park and Recreation District Board of Directors hereby adopts the Park and Recreation Comprehensive Plan dated September 13, 2023.

WILLAMALANE PARK AND RECREATION DISTRICT

By: 
Chris Wig, Board President

ATTEST

By: 
Michael Wargo, Executive Director/Secretary

Acknowledgments

Board of Directors

- Denise Bean, *Previous Director*
- Gregory James, *Director*
- Renee Jones, *Vice President*
- Dr. Johnny Lake, *Previous Director*
- Kiersten Muenchinger, *Director*
- Brook Reinhard, *Director*
- Chris Wig, *President*

WILLAMALANE PROJECT ADVISORY TEAM

- Eric Adams, *Planning, Parks and Facilities Director*
- Kristina Boe, *Senior Planner, Comprehensive Plan Project Manager*
- MK Britton, *Administrative Assistant for Planning, Parks and Facilities*
- Simon Daws, *Landscape Architect*
- Chuck Dinsfriend, *Information Technology Manager*
- Tracy Kribs, *Special Events and Operations Program Manager*
- Brandon Lemcke, *Aquatics Program Manager*
- Fraser MacDonald, *Natural Resource Planner*
- Jase Newton, *Recreation Services Director*
- Betty Nielsen, *Chief Financial Officer*
- Jo Schutte, *Operations Analyst*
- Skylar Shane, *Financial Analyst*
- Melissa Taxara, *Human Resources Director*
- Michael Wargo, *Executive Director*
- Kenny Weigandt, *Community Engagement Director*
- Kris Wright, *Diversity, Equity and Inclusion Supervisor*

Exhibit A, Page 3 of 325



PREPARED BY

BerryDunn

RRC Associates

Sera Architects

**OTHER PARTNERS AND
CONTRIBUTORS**

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Commission, Lane County

Bridgette Bottinelli, *Planning &
Development Intern, Willamalane Park
and Recreation District*

City of Springfield Staff

City Council and Planning Commission,
City of Springfield

Lane County Staff

Springfield Alliance for Equity and
Respect (SAfER, a program of Community
Alliance of Lane County)

Stephanie Tabibian, *Shoshone-Paiute,
Indigenous Planning Consultant*



Thank you to the thousands of people
in the community who contributed
ideas, considerations, and time
throughout the planning process.

We dedicate this plan to you!

TABLE OF CONTENTS

1 Executive Summary 8

Background.....9
 The Purpose of This Plan9
 Changes in District Residents’ Profile9
 Changes in Park Inventory9
 Changes in Staffing and Leadership 10
 Planning Process Summary 10
 Engaging the Community 11
 Park Access Summary.....11
 Goals and Strategies 13
 District Accomplishments Since 2012.....14

2 Developing the Comprehensive Plan 15

Planning With a Team Approach – One Project, One Team 17
 Critical Success Factors 17
 Mission.....18
 Vision18
 Values18
 Willamalane District Profile and History.....19
 Related Planning Efforts and Integration20

3 Community Profile22

Willamalane Demographics and Key Trends23
 Demographics23
 Trends Analysis..... 26

4 Community Engagement 29

Outreach Strategy—Identifying Needs and Desires30
 Public Input into the Comprehensive Plan30
 Stakeholders and Focus Groups32
 A Summary of Input Received During General Stakeholder and Focus Group Interviews and Meetings33
 A Summary of Input Received During Topic-Specific Focus Groups33
 Needs Assessment Community Survey Summary 38
 Pop-Up Intercept Events41
 Digital Outreach 42
 Internal Staff Engagement 42
 Operations and Maintenance Staff SWOT Analysis 43

5 Park System Standards and Guidelines 44

Parks and Facilities Inventory and Assessment... 45
 Parks Assessment Overview 45
 Parks Summary Table..... 47
 Park Classifications and Park Standards.....48
 Park Level of Service Standards for Park Classifications 51
 Natural Areas52
 Undeveloped Land53
 Indoor Facility Summary Table53

6 Level of Service Assessment 56

Level of Service Assessment:
 How Are We Doing? 57
 Component Scoring.....57
 Park Scoring 59
 Walkable (½ mile) Access to Recreation 60
 Pedestrian Barriers.....61
 Walkability Gap Analysis 63
 Neighborhood Gap Analysis 63
 Overall Qualitative Observations.....66
 Additional Analysis.....66
 Capacity Analysis.....69



7 Trails and Pathways Assessment.....72

Access.....73
 Public Engagement—Trails Use and Desires 77
 Previous Trail Planning Efforts..... 77
 Level of Service Comparisons..... 77
 Trail Users 78
 Project Prioritization 79
 Evaluative Criteria for Project Prioritization.....80
 Key Findings.....80

8 Delivery of Services 81

Key Findings: Organizational and Financial Analysis 82
 Key Findings: Recreation Assessment..... 83
 Key Findings: Maintenance and Operations Assessment.....84
 Key Findings: Natural Resource.....85
 Key Findings: Communication 85
 Key Findings: Diversity, Equity, Inclusion, and a Sense of Belonging (DEI).....86

9 Moving the District Forward 90

Key Findings91
 Comprehensive Plan Goals 95
 Strategies and Actions.....96
 2023 Comprehensive Plan Projects with Operating and Capital Costs.....109
 Map of 2023 Proposed Park Improvements 110
 Financial Strategy..... 116
 Operational Costs..... 118
 Funding Opportunities 118
 Moving Forward 121

10 Implementing the Park and Recreation Comprehensive Plan 122



List of Figures

Figure 1: The Key Elements of the Planning Process.....	10	Figure 18: Digital Outreach Statistics.....	42
Figure 2: Public Input Into the Comprehensive Plan.....	11	Figure 19: Photos Taken During Inventory Site Visits.....	45
Figure 3: Walkable (¼ - ½ mile) Park Access Equity.....	12	Figure 20: Example Page from the Inventory Atlas.....	46
Figure 4: Percentage of Population by Service Level.....	12	Figure 21: Willamalane System Map.....	55
Figure 5: Percentage of Springfield Population with Walkable Access to Trails.....	12	Figure 22: Playgrounds Example Photos.....	58
Figure 6: Key Elements of the Planning Process	16	Figure 23: Walkability Barriers “Cut-Off” Service Areas Where Applicable.....	61
Figure 7: Willamalane Park and Recreation District Service Area.....	19	Figure 24: Walkable Access to Outdoor Recreation Opportunities.....	62
Figure 8: Historic and Projected Population Growth in the Springfield UGB.....	23	Figure 25: High-Value Walk Area.....	62
Figure 9: Age Distribution Trends 2010-2027....	24	Figure 26: Percentage of Population with Walkable Access to Outdoor Recreation.....	63
Figure 10: Lane County Health Rankings Overview.....	26	Figure 27: Percentage of Population with Neighborhood Access to Outdoor Recreation.....	63
Figure 11: Adult Participation in Fitness Activities.....	27	Figure 28: Walkable Service Area Analysis.....	64
Figure 12: Adult Participation in Outdoor Recreation Activities.....	27	Figure 29: District Neighborhood Drivable (One-mile) Access to Outdoor Recreation.....	65
Figure 13: Top 10 Activities for Oregon Residents in 2017.....	28	Figure 30: Regional Trails, Rivers to Ridges, 2023.....	74
Figure 14: Public Outreach for the Comprehensive Plan.....	30	Figure 31: Willamalane Trail System.....	75
Figure 15: Community Engagement Schedule..	30	Figure 32: Springfield Areas Within One-Half Mile Service Area to Trail Access Point.....	76
Figure 16: Latinx Service Priorities.....	35	Figure 33: Communication Effectiveness.....	86
Figure 17: Study Areas Identified in the Needs Assessment Survey.....	39	Figure 34: Preferred Communication Methods by Age of the Invite Sample.....	87
		Figure 35: Priority Walkable Access Area Map..	110
		Figure 36: Map of 2023 Proposed Park Improvements.....	114
		Figure 37: Map of 2023 Proposed Path and Trail Improvements.....	115

List of Tables

Table 1: Race and Ethnicity in the Springfield UGB.....	25	Table 10: Indoor Facility Summary Table.....	54
Table 2: Types of Disabilities in the City of Springfield UGB.....	25	Table 11: District Component Score Breakdown vs National Dataset.....	57
Table 3: Topic Specific Focus Groups.....	33	Table 12: Example Scoring for the Playground Component Assessment.....	58
Table 4: Teen Written Survey Most Repeated Responses.....	34	Table 13: Community Park Scores.....	59
Table 5: Natural Areas Focus Group Input.....	36	Table 14: Neighborhood Park Scores.....	59
Table 6: Most Important Facilities and Services to Springfield Households.....	40	Table 15: Pocket Park Scores.....	59
Table 7: Most Important Future Program Needs to Springfield Households.....	41	Table 16: Sports Park Scores.....	60
Table 8: Most Important Future Priorities to Springfield Households.....	41	Table 17: Special Use Facility Scores.....	60
Table 9a: Priorities from Intercept Engagement Events.....	42	Table 18: GRASP® Comparative Data (Oregon Agencies).....	68
Table 9b: Summary of Components and GIS Acres for Each Park.....	47	Table 19: District Component Capacities Ratios....	70
Table 9c: Park Classifications and Proposed Standards.....	51	Table 20: Outdoor Park and Recreation Facilities – Median Population Served Per Facility.....	71
		Table 21: Willamalane Miles of Trails.....	73
		Table 22: Current and Preferred Communication Methods.....	86
		Table 23: Willamalane Trails and Pathways Walkable Access and Equity.....	109



1



Executive Summary

The Executive Summary for the Willamalane 2023 Park and Recreation Comprehensive Plan is intended to introduce and summarize key portions of the plan. To gain a full understanding of the plan, methodology, and data, each section and noted appendices should be reviewed.

WILLAMALANE PARK AND RECREATION DISTRICT

Background

The Willamalane Park and Recreation District operates as an autonomous special district in the city of Springfield, Oregon and owns and operates parks and facilities under the guidance of an elected Board of Directors. The operation of the district is overseen by an Executive Director who, along with senior leadership, delivers an award-winning and nationally accredited parks and recreation program. Willamalane has provided a high level of service since 1944 and is proud to be the first special district providing parks and recreation services in the state of Oregon. Willamalane is a two time recipient of the National Recreation and Park Association Gold Medal (1986 and 2016), identifying it as the best park and recreation agency in the country serving a population between 30,001 and 75,000. The district also achieved national accreditation (CAPRA) from the National Recreation and Parks Association in 2022.

The Purpose of This Plan

This park and recreation comprehensive plan is an update to Willamalane's 2012 Park and Recreation Comprehensive Plan.

In the past 10 years, Willamalane staff worked diligently to implement the 2012 plan's strategies and actions. Highlights of these efforts include:

- Improvements to 16 parks and facilities
- Built four new neighborhood parks and made renovations at eight parks
- Constructed over 14 miles of trails
- Provided access to over 700 additional acres of natural area
- Conducted upgrades at three facilities
- Constructed seven new restroom facilities
- Expanded recreation and programming across the district

This plan, along with other local and regional planning documents, provides a roadmap for the district to operate over the next 10 years and beyond.

Since 2012, the Springfield community has changed significantly. In January 2022, the district hired BerryDunn, a nationally known management consulting



firm specializing in parks, recreation, and libraries, to work with the community to update the plan. The consultant team immediately began to determine how the district and the community it serves has changed since its last planning effort.

Changes in District Residents' Profile

- The population grew from 67,738 in 2010 to 70,337 in 2020.
- The age of community members is getting older. The median age increased from 34.6 years in 2010 to 38.4 years in 2020.
- The people living within the Urban Growth Boundary (UGB) have become more diverse. In 2010, the Latinx community made up 11.32% of the Springfield (UGB), and the percent is currently 14.84%, and is projected to be 16.95% by 2026 .

Changes in Park Inventory

- The district has doubled its available park space since 2012, adding 851 acres. Much of this growth took place at the Thurston Hills Natural Area, increasing available natural areas to 920 acres. As a result, the district expanded its operations by creating a natural resources department which is currently staffed by two employees.
- The district increased the overall inventory of parks from 37 to 45.

Changes in Staffing and Leadership

Willamalane has seen significant change in staff and leadership since 2012. Staffing levels also decreased from 186 full-time equivalent (FTE) positions in 2020 to 171 FTE in 2023.

Planning Process Summary

The process to create and update this plan included oversight by a project team that met periodically during the 18-month planning process to advise the consultants on direction and content for the plan. The project team included Willamalane staff, leadership, and project managers from BerryDunn. The project team guidance was informed through regular meetings with a district-wide staff advisory committee, monthly progress reviews provided to Willamalane’s Board of Directors, and regular meetings with project partners including the City of Springfield and Lane County.

The consultant team working on the project included RRC Associates, a national survey research firm, and SERA Architects, a landscape architecture firm. Willamalane also contracted with local community partners to help facilitate community conversations during the community outreach process. This collaborative approach helped to create a plan that blends the local knowledge of staff, community members, and consultant expertise.

Engaging the Community

The foundation for the planning process was the extensive community engagement led and facilitated by both the consultants and Willamalane staff.



Development of this plan included the following tasks:



Document collection and review



Demographics and trends analysis



Community engagement



Organizational, financial, and recreation program analysis



Maintenance and operations analysis



Park and facility inventory



Level of service analysis



Potential funding opportunities assessment



Recommendations-goals, strategies, and actions

Figure 1: The Key Elements of the Planning Process

In total, the community engagement process incorporated the opinions, needs, and desires of approximately 3,800 community members. The focus of the process was outlined in an engagement plan at the outset of the project. Five areas of input were emphasized, including stakeholder interviews and focus groups, a needs assessment survey, digital outreach, pop-up surveys at community events, and staff engagement. Findings from these engagement opportunities were posted on a dedicated project landing page hosted on Willamalane’s website and presented to the community at two town hall events. A series of updates were also provided to the district’s Board of Directors, the Springfield Planning Commission and City Council, and the Lane County Planning Commission and Board of Commissioners.

Eight focused discussions were held specifically for individuals from historically underrepresented groups, such as individuals with disabilities and members of the Latinx and American Indian/Alaska Native communities. An emphasis was also placed on including youth and teens in the planning process. Most notably, this process included focus groups that took place at local middle and high schools. In addition to in-person activations, Willamalane executed a series of digital marketing strategies which reached a broader audience in the region. We were able to understand older adult communities’ interests by engaging with them at focused events, and cross-tabulation of survey results. We also focused some of the engagement events (tabling, a town hall meeting, signage, and posting printed material) at the Willamalane Adult Activity Center, which serves a primarily older adult population.

Outcomes from the engagement efforts helped to create recommendations and action items for the comprehensive plan. A detailed summary of the engagement received is available in Appendix 1.



Park Access Summary

Access to park spaces within a 10-minute walk or one-half mile to each residence is a district goal. Currently, 80 percent of district residents meet this goal with varying levels of service; however, virtually all district residents live within one mile of a park. Gap areas are illustrated in [Figure 3](#) and discussed at greater length in [Section 6](#) the plan. The areas in red and peach color have the greatest needs.



Figure 2: Public Input Into the Comprehensive Plan

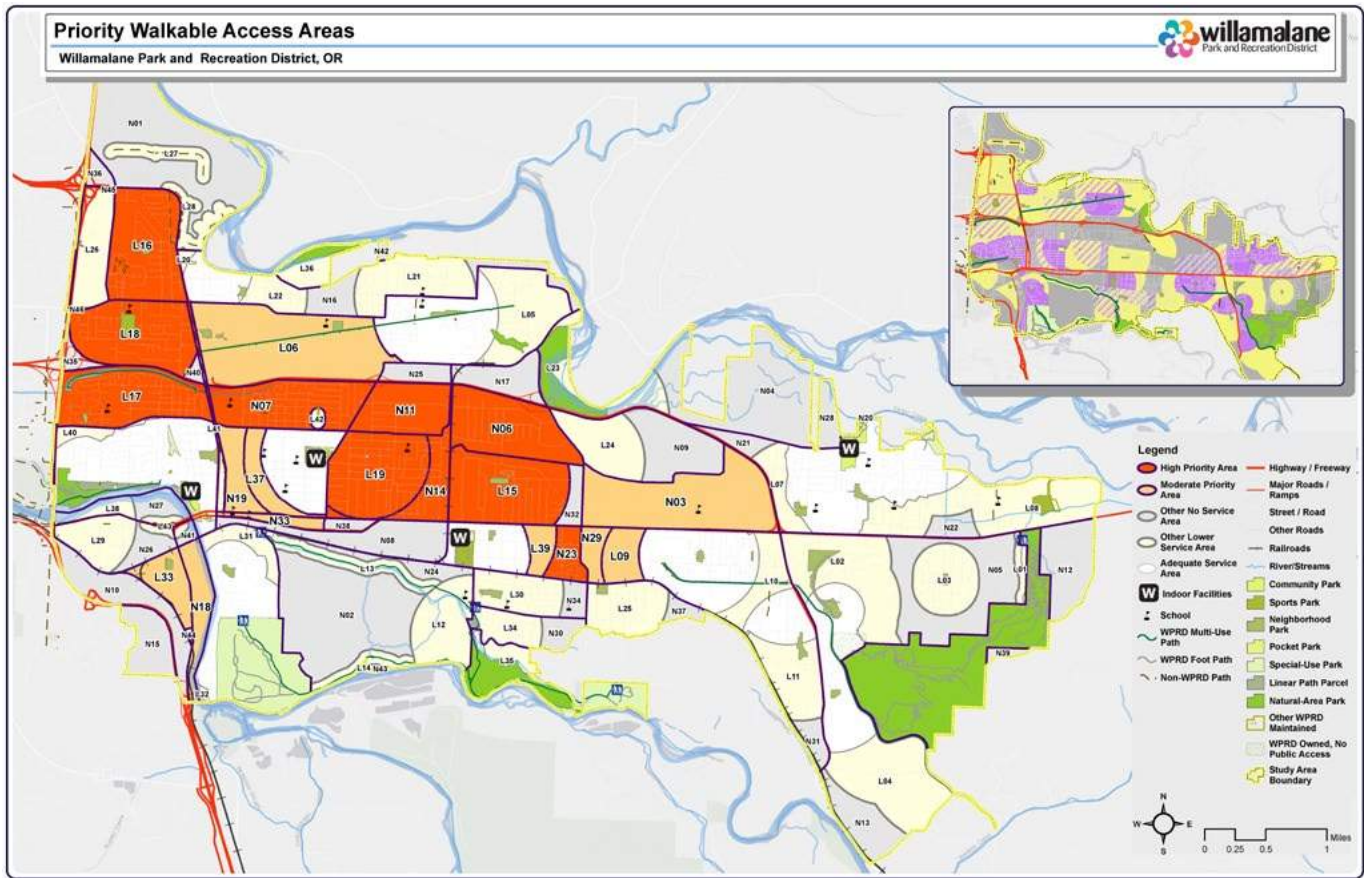
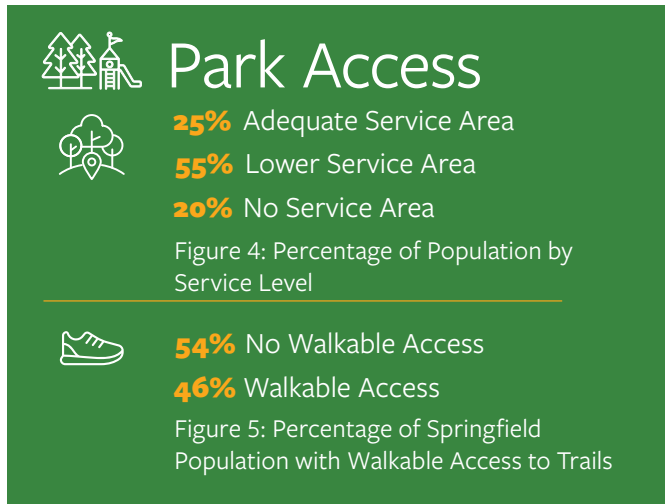


Figure 3: Walkable (¼ - ½ mile) Park Access Equity

A majority of residents have access to parks, see Figure 4 and 5 below. It is also important to consider walkable access to trails. In the district, a majority of residents lack walkable access to trails. The trails assessment and findings are discussed in [Section 7](#).



Goals and Strategies

The results of the engagement process, the needs assessment survey, and other qualitative and quantitative research identified many key issues and findings that were considered when developing goals, strategies, and actions for this plan. The key issues are provided with greater detail in [Section 9](#). Seven goals were identified during the planning process, each with multiple strategies:

Goal 1: Continue to operate the district at a nationally accredited (CAPRA) standard.

STRATEGIES

1.1	Review and update plans, policies, and procedures to align with the changing needs of the community.
1.2	Strive for effective and transparent communication.
1.3	Prioritize Willamalane resources to best serve community members of all abilities.
1.4	Integrate diversity, equity, inclusion (DEI) in every facet of district services.
1.5	Prioritize workplace culture.
1.6	Strengthen employee recruitment and retention.

Goal 2: Provide a safe and equitable system of parks and natural areas.

STRATEGIES

2.1	Improve existing parks to enhance the district’s current level of service.
2.2	Expand acreage and recreation offerings to accommodate population growth and provide parks and recreation opportunities in underserved areas.
2.3	Improve and enhance the district’s sustainability initiatives.

Goal 3: Provide an easily accessed and connected system of paths and trails.

STRATEGIES

3.1	Improve connectivity and access to existing paths and trails.
3.2	Provide a desirable experience for trail users.

Goal 4: Provide access to high-quality and affordable recreation facilities.

STRATEGIES

4.1	Add or expand facilities to best meet user demand in the district.
-----	--



Goal 5: Strive for a high standard of care for the maintenance of parks, natural areas, trails, and facilities across the district.

STRATEGIES

5.1	Maintain a high standard of care for parks and open spaces.
5.2	Proactively manage existing natural areas.
5.3	Proactively manage and update trails and pathways in the district.
5.4	Manage facilities to create a safe and enjoyable user experience.

Goal 6: Offer recreation programs and services that respond to the community’s needs and encourage healthy lifestyles.

STRATEGIES

6.1	Maximize participation in recreation activities across the district.
6.2	Expand and adapt programs in response to the changing needs and desires of the community.

Goal 7: Be a responsible steward of district resources and partnerships.

STRATEGIES

7.1	Develop a long-term funding strategy for capital improvements for new facilities and upgrades.
-----	--

District Accomplishments Since 2012

Since 2012, the district has accomplished many of the recommendations in the previous plan.

These include expansions to the parks, trails, and natural areas in the district as well as:

- Passing and fulfilling the obligations of a bond, which provided great opportunities to increase the parks level of service and recreational opportunities (2012)
- Winning the National Park and Recreation Association’s National Gold Medal Award for Excellence in the Field of Park & Recreation Management (2016)
- Celebrating its 75th Anniversary with the community (2019)
- Achieving national accreditation through the Commission for Accreditation of Park and Recreation Agencies (CAPRA) (2022)
- Doubling its available park space since 2012, adding 851 acres
- Increasing available natural areas to 920 acres
- Increasing the overall inventory of parks from 37 to 45

2



Developing the Comprehensive Plan

The creation of the 2023 Park and Recreation Comprehensive Plan was supported by a team of Willamalane staff, partners, community members, and consultants

The team of consultants supporting this project applied the local knowledge and input from staff, appointed and elected district leadership, City of Springfield and Lane County officials, and many stakeholders and community members. Consultant expertise and national best practices were considered throughout the planning process.

THE KEY ELEMENTS OF THE PLANNING PROCESS ARE ILLUSTRATED IN FIGURE 6 AND INCLUDE:

- Document collection and review
- Demographics and trends analysis
- Community engagement
- Organizational, financial, and recreation program analysis
- Maintenance and operations analysis
- Park and facility inventory
- Level of service analysis
- Potential funding opportunities assessment
- Recommendations – goals, strategies, actions, and a capital improvement plan



Planning Process



Information Gathering

NEEDS ASSESSMENT

- Staff
- Stakeholders
- Public Meetings
- Focus Groups
- Interviews
- Surveys
- Online Engagement

INVENTORY

- All Assets
- All Program Locations
- Other Providers

LEVEL OF SERVICE ANALYSIS

- GIS Component-Based Mapping
- Quality, Quantity, Functionality

COMMUNITY PROFILE

- Historical & Planning Context
- Demographics

TRENDS



Findings and Visioning

PRESENTATION/FEEDBACK SESSIONS

- Staff
- Stakeholders
- Decision Makers
- What We Have Discovered
- Key Issues Matrix
- Key Ideas and Themes

ANALYSIS

- Programming
- Operations
- Maintenance
- Marketing & Communications
- Financial Resources



Draft Recommendations

SUMMARY FINDINGS STRATEGIES

- Long-Term Vision
- Short-Term Action

IMPLICATIONS

- Financial
- Operational
- Maintenance

RECOMMENDATIONS

IMPLEMENTATION ACTION PLAN

- Tasks
- Timing
- Costs

REVIEW & REVISIONS



Final Plan

REVIEW

- Staff
- Public
- Decision Makers
- Partners

DISTRIBUTE/POST

Figure 6: Key Elements of the Planning Process

Planning With a Team Approach – One Project, One Team

Throughout the project, the consultants and the district’s project team worked closely together to achieve the best results. This allowed backgrounds, shared ideas, collaboration, and local knowledge to contribute to the best possible outcomes.

Effective communication was key to the planning effort and included weekly project management check-in meetings, monthly district comprehensive plan project advisory committee meetings, and regular updates to the district’s Board of Directors. The project was overseen by a project team consisting of project staff and Willamalane leadership.

Critical Success Factors

To guide the planning effort, and to objectively evaluate the success of the process, district leadership identified eight critical success factors at the outset of the planning effort:

1. Adopt a 20-year comprehensive plan that builds on existing planning documents, including: the 2012 Park and Recreation Comprehensive Plan, the 2021 DEI Strategic Action Plan, the Community Engagement Strategy, Strategic Priorities, and other relevant planning documents.

2. Comply with Oregon statewide land use planning goals 1, 5, 8, 12, and 15.
3. Complete a comprehensive needs assessment of the community.
4. Identify current conditions in Willamalane parks, recreation programs, and services.
5. Determine a phased and prioritized capital improvement program and best management practices for operations.
6. Develop a funding strategy for capital and operational needs.
7. Plan with a focus on understanding and striving to meet the needs of marginalized communities within the district.
8. Prepare a clear, concise final document ready for adoption by the Willamalane Board of Directors, Springfield City Council, and Lane County Board of Commissioners.

District Mission, Vision, and Values

Much of the comprehensive park and recreation plan is based upon Willamalane’s mission and vision. In spring of 2023, the Willamalane Board of Directors reviewed and affirmed the following mission statement and vision statement, informed by its core values:





MISSION

To deliver exceptional parks and recreation to enrich the lives of everyone we serve.



VISION

A healthy, active community where everyone belongs.

VALUES



BELONGING

We create a community where everyone connects, grows together, and works towards common goals.



ACCESSIBILITY

We provide equitable access to recreational opportunities, regardless of ability, income, or background.



HEALTHY LIFESTYLE

We deliver inclusive and accessible programs, facilities, and parks that promote healthy living.



ACCOUNTABILITY

We hold ourselves to the highest ethical standards and build trust and respect in all interactions.



STEWARDSHIP

We preserve and protect our natural and cultural resources for future generations to enjoy.



INNOVATION

We strive to continuously improve our offerings with innovative and sustainable practices.

Related Planning Efforts and Integration

An integral part of the planning process was to create a plan consistent with other local planning documents and in compliance with Goal 8 of Oregon’s Statewide Land Use Planning Goals. The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) serves as the overarching policy document for the parks planning in the metro region. Per the Metro Plan, Willamalane identifies existing conditions, analyzes current and future needs based on these conditions, and prepares its Comprehensive Plan to address these needs separately for land within its park boundary. At a more local level, Willamalane’s Comprehensive Plan is the Recreation Element of Springfield’s city-wide Comprehensive Plan. The project team worked with partner jurisdictions to assure general review of and support for the plan throughout the planning process.

Many local, regional, and district planning documents and some specific plans for parks and natural areas were reviewed to provide context for this planning effort. Extensive background document review was also accomplished to support specific parts of the plan (such as the Willamalane Park and Recreation District Comprehensive Plan and materials related to the district’s recent accreditation process). A full summary of these important documents is provided in Appendix 2.



The 2012 Park and Recreation Comprehensive Plan

The 2012 Willamalane Comprehensive Plan focused on the district’s 14 core values and 11 goals. The following six strategies were identified around the most important district needs:

- Parks and natural areas
- Community recreation and support facilities
- Rehabilitation
- Park and facility operations
- Recreation programs and services
- Department management and communication

The plan resulted in a district capital improvement plan that identified \$39 million in capital projects from 2012 – 2021 and an additional \$29 million between 2022 and 2031. An additional \$34 million in unfunded projects was also documented. Capital project funding was identified from existing fund balances, System Development Charges, grants and donations, and a general obligation bond.

Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP) 2019 –2023

The SCORP is Oregon’s five-year planning tool for outdoor recreation and guides the use of Land and Water Conservation Fund (LWCF) monies, which are federal funds distributed to the State of Oregon. Careful attention was paid to this document to ensure that trends and priorities from that effort are accounted for in the comprehensive plan. The SCORP looks at participation across a series of state and county locations, as well as numerous age, ethnic, economic, and other demographic groups. The plan is based on a statewide survey and helps to set priorities for local, regional, and statewide funding. The report identifies the following statewide issues that should be considered by the district for prioritizing actions:

- An aging population
- An increasingly diverse population
- A lack of youth engagement in outdoor recreation
- An underserved low-income population
- The health benefits of physical activity



Below are activities and priorities that portray important participation in outdoor recreation activities in Lane County and across Oregon based on the 2019 – 2023 SCORP survey data.

- Walking on local streets, sidewalks, local trails, and paths are very important in Lane County
- Clean restrooms are a priority across Oregon
- Farmers markets, outdoor sports, and concerts are important activities across Oregon
- Families with children across the state of Oregon prioritize walking on local streets, sidewalks, local trails and paths and taking children to use playgrounds

Community Needs Assessment – 2017

The district published the results of their last community needs assessment in 2017, allowing comparisons to the 2012 assessment conducted during the last comprehensive plan update. The Community Needs Assessment from 2017 is in Appendix 2.

Willamalane Strategic Priorities, Recommendations, and Findings – 2018

The district set strategic priorities, identified value statements, created a structure, and identified teams for implementing five strategic priorities as shown in Appendix 2.

Willamalane Operational Objectives – 2022

The district identified five operational objectives to be completed by June 30, 2022. The district successfully completed work on all five objectives in 2022. These are provided in Appendix 2.

The Rivers to Ridges Metropolitan Regional Parks and Open Space Study – 2003

The Rivers to Ridges Partnership currently includes 19 regional organizations working collaboratively to advance the protection, restoration, and effective management of park and open space resources in the southern Willamette Valley. The study was being updated throughout the comprehensive planning process and the project team was actively involved in the update process to assure the findings from each plan support each other. See Appendix 2.

3



Community Profile

The community profile was developed to illustrate household and economic data in the area to help residents understand the historical and projected changes that may impact the community. This section provides insight into the potential market for parks, trails, and services by highlighting where and how the community is likely to change.

WILLAMALANE DEMOGRAPHICS AND KEY TRENDS

Demographics

The Willamalane Park and Recreation District demographic profile was developed to provide an analysis of household and economic data in the area, helping residents to understand the historical and projected changes that may impact the community. The demographics analysis provides insight into the potential market for community parks, trails, and recreation programs and services by highlighting where and how the community is likely to change. More detail on Willamalane’s demographic profile can be found in Appendix 3.

Sources

The primary sources of data for the demographic assessment include the 2020 Census and forecasting was provided by the Portland State University’s Population Research Center (PRC). Information for the health, wellness, and disability status section came from the American Community Survey (ACS) and Robert Wood Johnson Community Health Foundation.

Area of Study

Willamalane utilized Springfield’s urban growth boundary (UGB) as the geographic boundary for the demographic

The UGB population was estimated at 70,337 in 2020.



analysis. In addition, comparisons to Springfield’s city limits were analyzed to provide additional context.

The boundary of the UGB encompasses approximately 24.1 square miles, and Springfield’s city limits covers an estimated 15.74 square miles. See [Figure 7](#).

Population

From 62,298 in 2000, the population within the Springfield UGB has continued to grow steadily over the past two decades. In 2020, the population was estimated at 70,337. The PRC projects that the population within the UGB will increase to over 75,159 by 2035. See [Figure 8](#).

Household Information

Analysis of the household characteristics within the Springfield UGB indicates that the area has a lower median income and a lower average home value than the state of Oregon. The following facts demonstrate the key highlights regarding household information compared to the state:

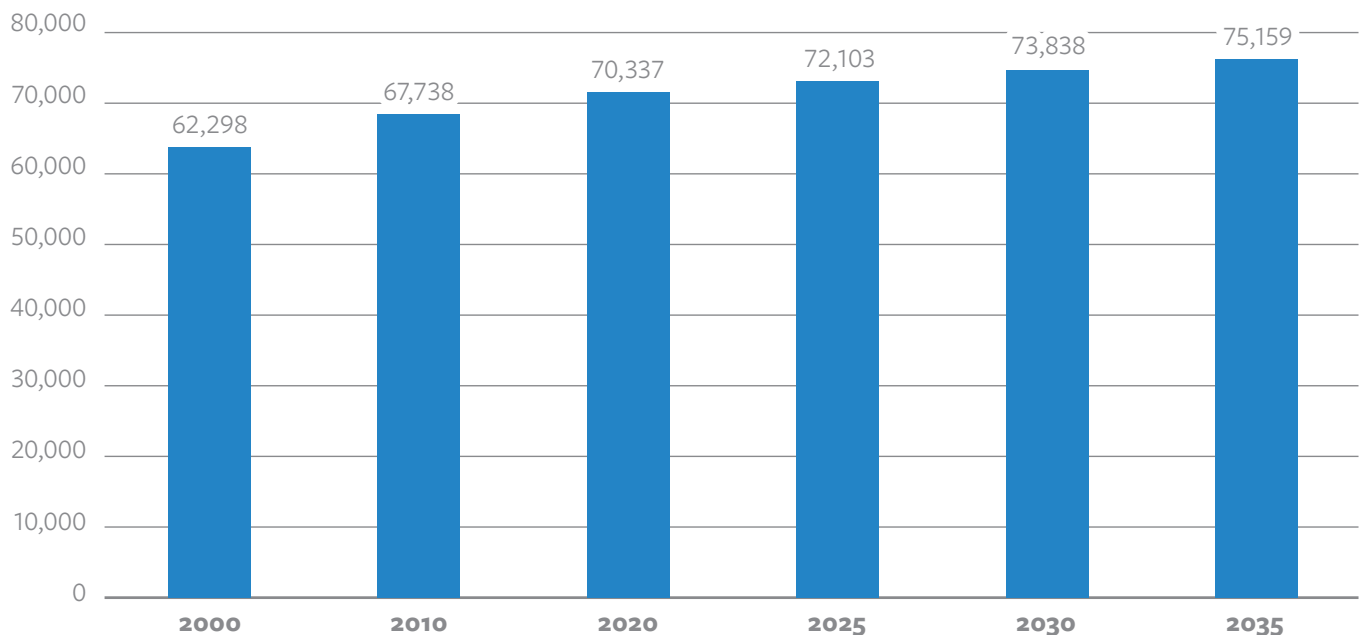



Figure 8: Historic and Projected Population Growth in the Springfield UGB

- The median household income was \$50,481, which is over \$15,000 less than the median household income of \$65,472 for the state of Oregon (Esri, 2021).
- The average home value was \$311,024, which is less than the home value average of \$441,837 in the state of Oregon (Esri, 2021).
- Over 18.3% of households of Springfield were below the poverty level in 2020 compared to 12.4% in the state of Oregon (ACS, 2020).
- The average household size in the Springfield UGB (2.48) was similar to the state of Oregon (2.47) (ACS, 2020).
- Children in the Springfield Public Schools system had a 61.5% participation rate in the free and reduced lunch program as reported in 2018, which is the third highest rate of the 12 school districts in Lane County.

The median age in 2022 was 38.4 years old.



Age

The median age in the Springfield UGB was 38.4 years old in 2021. This is slightly younger than the median ages in the state of Oregon (40.3) and the United States (38.8) (Esri, 2021). The age group projections are in Figure 9. As shown in Figure 9, Springfield’s population is getting older.

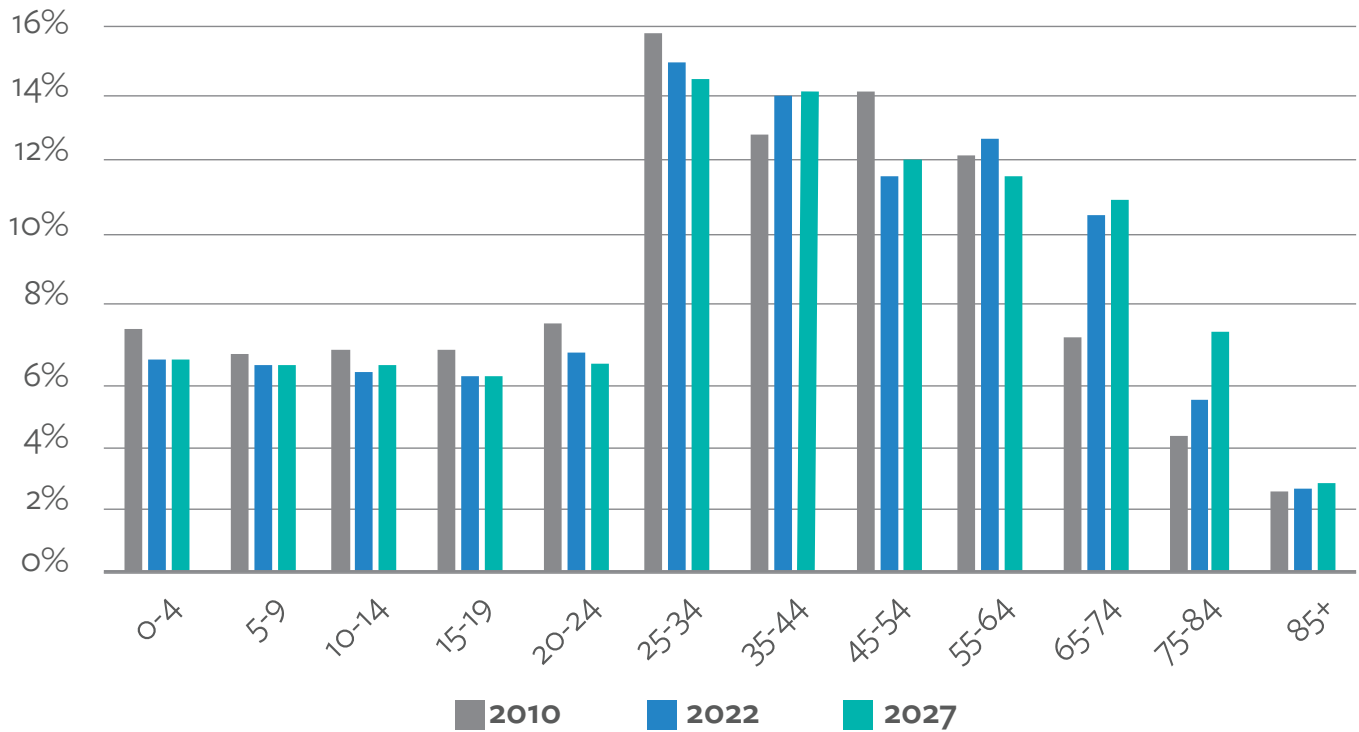


Figure 9: Age Distribution Trends 2010-2027
 Source: 2021 Esri Business Analyst

Race and Diversity

The UGB population is becoming more diverse over time. While still mostly white (82.91%), the number of people of Latinx origin (irrespective of race) has increased from 11.32% in 2010 to 14.84% in 2021 and is projected to reach 16.95% by 2026. See Table 1.

Population Group	2010	2021	2026 Projection
White	86.55%	82.91%	81.04%
Hispanic	11.32%	14.84%	16.95%
Other Race	4.85%	6.36%	7.22%
Two or More Races	4.63%	5.78%	6.34%
American Indian/ Alaska Native	1.39%	1.65%	1.76%
Asian	1.26%	1.68%	1.87%
Black/African American	1.01%	1.29%	1.42%
Pacific Islander	0.31%	0.34%	0.35%

Table 1: Race and Ethnicity in the Springfield UGB
Source: Esri Business Analyst, 2021

People with Disabilities

According to the ACS, 19.1% of Springfield UGB’s population experienced living with some sort of hearing, vision, cognitive, ambulatory, self-care, and/ or independent living disability in 2021. This is higher than the state of Oregon at 14.3% and reaffirms the importance of inclusive programming and Americans with Disabilities Act (ADA) transition plans for parks and facilities. See Table 2 below for a breakout of disability by percentage in the Springfield UGB. The highest percentage of individuals with disabilities in Lane County are American Indian/Alaska Natives (21.6%), white (17.6%), two or more races (15.6%), and Latinx (11.1%).²

Ambulatory difficulty	9.1%
Cognitive difficulty	8.9%
Independent living difficulty	8.4%
Hearing difficulty	5.7%
Vision difficulty	3.4%
Self-care difficulty	3.3%

Table 2: Types of Disabilities in the City of Springfield UGB



² Lane County Health Equity Report, 2020.

Health and Wellness

Understanding the status of a community’s health can help inform policies related to recreation and fitness. The Robert Wood Johnson Foundation’s County Health Rankings and Roadmaps provide annual insight on the general health of national, state, and county populations. Lane County, home to the city of Springfield, ranked in the higher-middle range of counties in Oregon (higher 50%–75%) in 2021. Figure 10 below provides additional information regarding the county’s health data as it may relate to parks, recreation, and community services (Robert Wood Johnson Foundation, 2021).



Trends Analysis

Introduction

This analysis details the recreational trends and interests that were identified in both regional and national research. The following sections summarize an overview of participation in recreational activities within the Springfield UGB.

Estimated Recreation Participation

This section showcases participation in fitness activities and outdoor recreation for adults 25 and older in the Springfield UGB compared to the state of Oregon. Activity participation and consumer behavior are based on a specific methodology and survey data to make up what Esri terms “Market Potential Index.” See Appendix 5 for additional trends data in the areas of:

- Outdoor Recreation
- Outdoor Fitness Trails
- Trails and Health
- Dog Parks
- Generational Changes
- Pickleball
- Disc Golf

Regarding fitness activities, walking for exercise was the most popular, with over 26.5% of Springfield adults participating. Swimming followed as the second most popular, with almost 18% of adults participating. Finally, weightlifting was another popular activity, with 12.3% participation. Participation trends are shown for fitness and outdoor recreation in *Figures 11 and 12*.

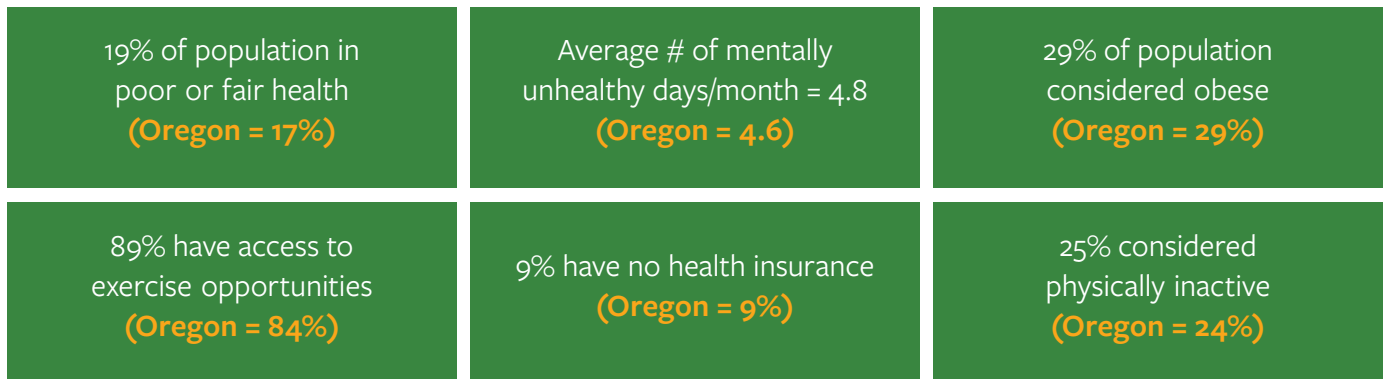


Figure 10: Lane County Health Rankings Overview
Source: Robert Wood Johnson Foundation’s County Health Rankings and Roadmaps

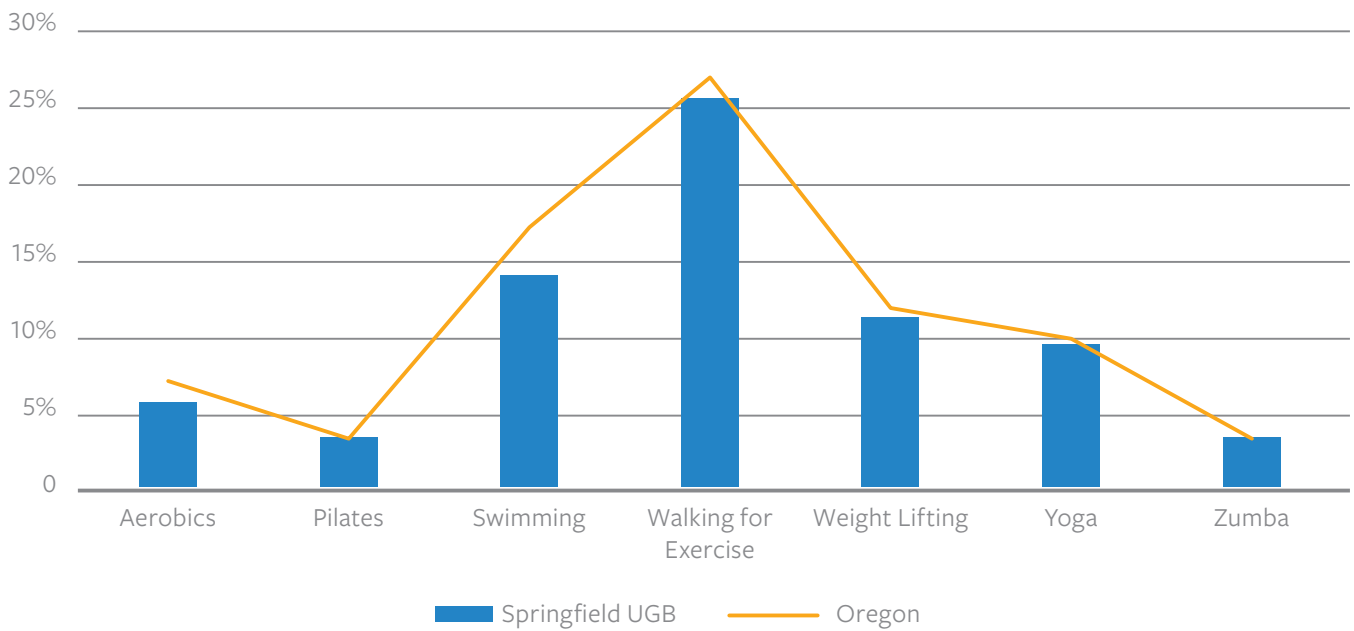


Figure 11: Adult Participation in Fitness Activities
Source: Esri Business Analyst

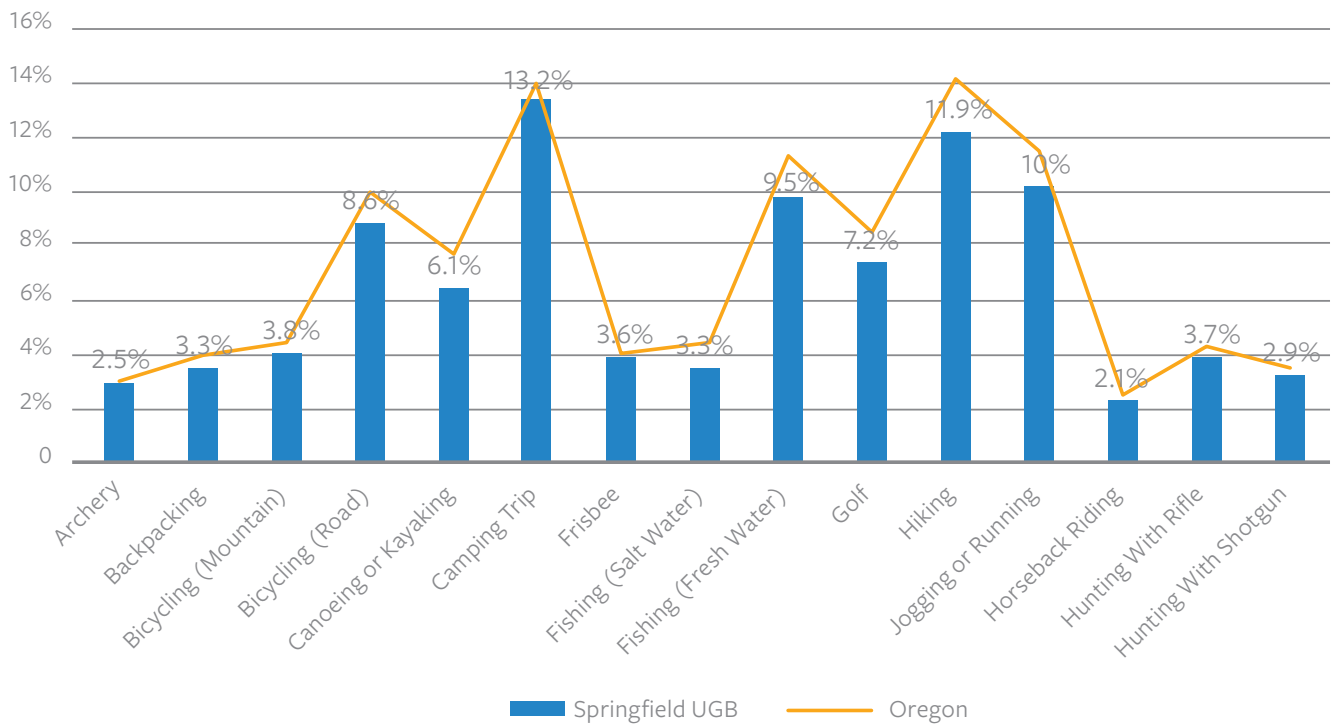


Figure 12: Adult Participation in Outdoor Recreation Activities
Source: Esri Business Analyst

The most popular outdoor recreation activities in 2021 were overnight camping, hiking/jogging, and freshwater fishing. The Oregon SCORP (2019 – 2023) reflected similar participation trends, as noted in [Figure 13](#). Walking on

local streets, sidewalks, and trails was the top activity. Following this were sightseeing, relaxing, beach activities, day hiking, and outdoor concerts (see [Figure 13](#)).

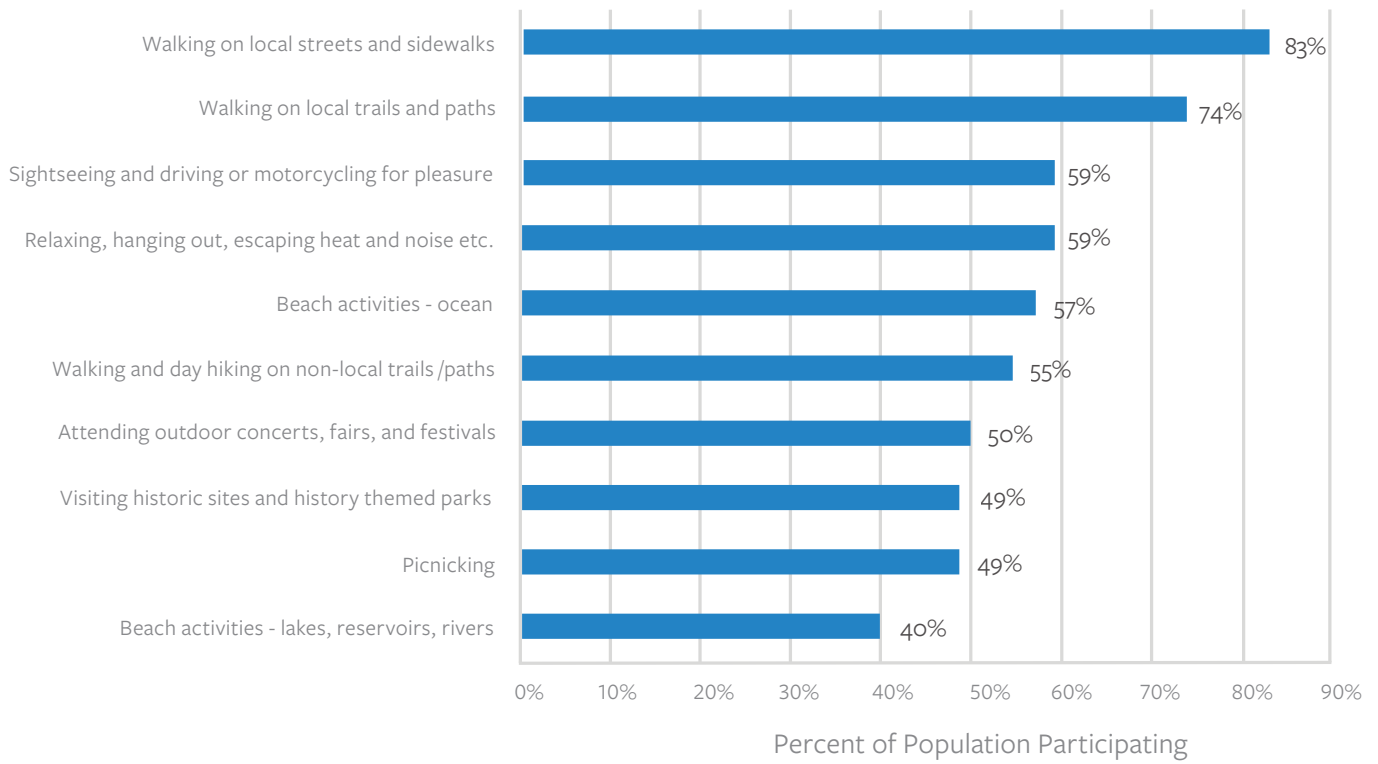


Figure 13: Top 10 Activities for Oregon Residents in 2017
Source: Oregon SCORP



4



Community Engagement

Over the course of the planning process, more than 3,800 community members provided input, with a majority of responses coming from the needs assessment survey and intercept events. Overall, 32,285 district residents either received targeted social media posts or email notifications (passive engagement) or provided some form of input (active engagement).

This section discusses the various public engagement strategies implemented during the planning process. As feedback was received, it was reviewed and confirmed through public town hall meetings, work sessions with the Willamalane Board of Directors, discussions with partners, Springfield Planning Commission, Springfield City Council, the Lane County Planning Commission, and the Lane County Board of Commissioners. See Appendix 1 for a summary of the community input received.

Outreach Strategy—Identifying Needs and Desires

This park and recreation comprehensive plan was built upon a well-established practice of active engagement with district community members, stakeholders and both users and non-users of parks and trails, programs, and facilities. To help ensure compliance with Oregon’s statewide land use planning Goal 1 (Citizen Involvement), a formal Community Engagement Plan was presented to the Springfield Committee for Citizen Involvement near the outset of the project. This plan is provided in Appendix 6. The tasks and schedule presented in the engagement plan focused first on identifying needs and then on confirming those needs as priorities. A timeline is shown in Figure 15.

Public Input into the Comprehensive Plan



Figure 14: Public Outreach for the Comprehensive Plan

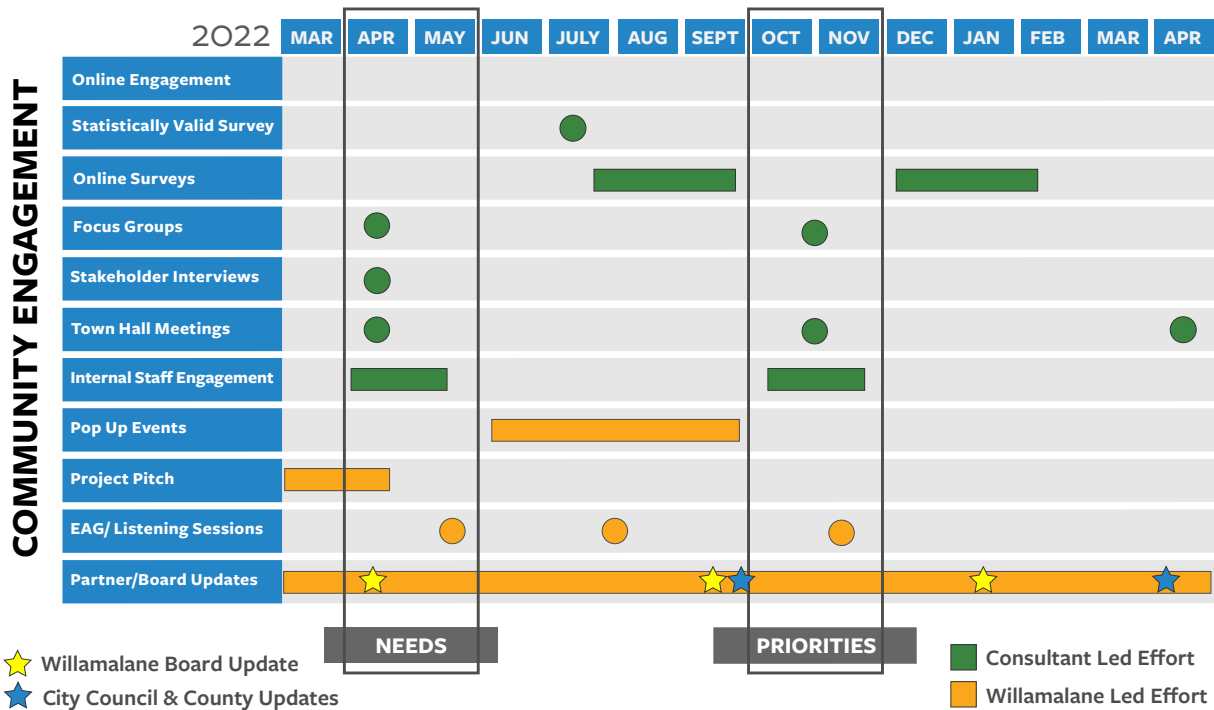


Figure 15: Community Engagement Schedule

An important goal was to complete a comprehensive assessment incorporating the opinions, needs, and desires of all district members in a transparent, credible, and inclusive way. Priorities were set to attract input from individuals and groups that may have been disproportionately less involved in past engagement opportunities. To meet this goal, the project team initiated a series of engagement opportunities along with both random invitation and open-link surveys.

The community engagement strategies selected for this plan support the following five goals in order to inform the overall comprehensive planning process:

GOAL 1: Promote project awareness throughout the planning process

- Find opportunities to engage early with various groups in the community.
- Provide as many opportunities as possible for community members to engage.
- Follow up and promote additional involvement with those that engage.
- Build relationships with participants and provide information about programs, events, and services Willamalane offers.

GOAL 2: Gain a deeper understanding of who Willamalane serves

- Who does Willamalane currently serve? Who is not being served?
- What are the demographics of users/non-users (age, race/ethnicity, families, renters/homeowners, gender, and socioeconomic status)?
- What demographic groups use Willamalane’s facilities the most/least?
- What programs, parks, trails, activities, and events are accessed the most/least?
- How does the community learn about programs, events and services offered by Willamalane?
- How satisfied is the community with Willamalane’s offerings?
- What are common hardships that make accessing park and recreation services challenging (physical/cognitive limitations, socioeconomic limitations, language barrier, schedule, feeling of safety or belonging, etc.)?



GOAL 3: Learn about gaps, barriers, needs, and preferences within the park district

- What does Willamalane do well? What can Willamalane do better?
- What improvements or changes would increase use of Willamalane parks, facilities, and programs?
- What new park opportunities should be considered?
- What new recreation opportunities should be considered?
- What is Springfield lacking?

GOAL 4: Understand the community’s priorities for the future of park and recreation

- What are the most desired park/facility improvements?
- What are the most desired recreational opportunities?
- What types of park and facility improvement projects would the community fund?

GOAL 5: Gain support of final plan recommendations

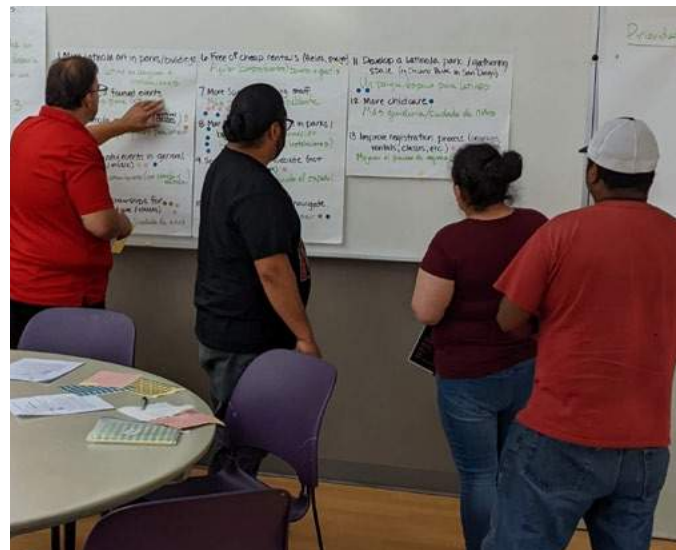
Stakeholders and Focus Groups

Many of the focus groups included typical users or non-users of Willamalane’s programs and parks, representing a variety of backgrounds and interests. These focus groups were held to gain a general perspective of district strengths and weaknesses and help inform creation of the survey tool. Other focus groups were held to help ensure participation was inclusive of groups that may not participate through typical engagement opportunities. These topic-specific focus groups were hosted for teens, the Latinx community, individuals with disabilities, natural areas advocates, trails advocates, and the American Indian/Alaska Native community.

These outreach efforts resulted in:

- Community stakeholders and focus group participants – **41 participants**
- Teen focus groups – **111 participants**
- American Indians/Alaska Natives – **22 participants**
- Inclusion and individuals with disabilities advocates (in English and Spanish)– **21 participants**
- Latinx specific focus group – **22 participants**
- Natural areas specific focus group – **12 participants**
- Trails – **6 participants**

The opinions of older adult were received at many engagement events, tabling, and the survey.



A Summary of Input Received During General Stakeholder and Focus Group Interviews and Meetings

An abundance of district strengths were identified by the stakeholders who participated in these efforts. Among many key comments, the district’s structure as a special district, its sustainable funding streams, and partnerships and support from the community were repeatedly mentioned by participants. Stakeholders also highlighted the relationship and significant support the district receives from Springfield Public Schools. The iPASS program that provides access to district and regional recreation opportunities was identified as an important district strength.

According to participants, areas of potential improvement include a need for more varied class and activity times, additional restrooms in parks, parking at the Adult Activity Center and additional aquatic programs and events. Relatedly, a barrier to participation included district’s lack of outreach to community members who may not be currently using parks and facilities. During the meetings, the following additional amenities and programs were identified:

Park components – outdoor basketball courts, pump tracks, splash pads, dog stations, family friendly restrooms, pickleball, and more.

Recreation classes and activities - pickleball classes, activities specific for adults ages 21-50, additional swimming lessons and environmental education/outdoor programs.

Additional special events in parks – movies, concerts and cultural festivals were also highlighted.



Many additional community priorities areas were identified and are shown in Appendix 1. A few key focus areas for the district were identified:

Focus Areas

- Increase footprint to help ensure accommodation of development and growth.
- Continue to grow the district and offer great programs and facilities to youth while providing health awareness to increase inclusivity.
- Continue to grow partnerships with Springfield Public Schools.
- Focus on safety measures.
- Continue to be a fiscally responsible organization.
- Remain engaged with the public and underserved populations.
- Help ensure that DEI is addressed at all levels.

A Summary of Input Received During Topic-Specific Focus Groups

These important focus groups brought stakeholders into the process that may not have participated otherwise. These discussions are only one way these groups were engaged with during the planning process. During the meetings, participants expressed desire for additional amenities and programs such as:

Teens	Trails
Latinx	Accessibility and Inclusion
Natural Areas	American Indian/ Alaska Native (AI/AN)

Table 3: Topic Specific Focus Groups



Teen-Focused Discussion

During the comprehensive plan update scoping and planning process, the project’s advisory committee identified teens as a user group they felt may not be reached through typical forms of public engagement like surveys and focus groups.

PROCESS

A total of 111 students in four classes (two middle school and two high school classes) volunteered to participate in this effort. Students in each class were given a presentation and then asked a series of questions for discussion in large or small groups facilitated by Willamalane staff. The session closed with a paper survey.

KEY THEMES

A few of the key themes emerging from the feedback are presented here:

- Teens are generally familiar with Willamalane and satisfied with their experiences at Willamalane parks and programs.

- Students are most familiar with bigger, destination-type recreation facilities in addition to the parks closest to their neighborhoods.
- Students are busy, and many teens who play sports are reaching more competitive levels. Parks and recreation provide an opportunity to engage in physical activity in a less competitive, more social environment.
- Students rely on social media as a primary way of receiving information. Another communication method they recommended using to promote teen centered opportunities is school announcements (especially at the start of the year).

The students (111) completed a needs assessment and satisfaction survey, and their responses to some of the key questions are presented in Appendix 1. A few examples are included in Table 4.

Most Used Parks, Trails, and Facilities by Teens	Most Popular Teen Participatory Activities	Teen Desires for Additional Activities
<ul style="list-style-type: none"> • Splash at Lively Park (wave pool) • Bob Keefer Center for Sports and Recreation • Dorris Ranch • Thurston Hills Natural Area 	<ul style="list-style-type: none"> • Hiking • Swimming • Weightlifting • Video games 	<ul style="list-style-type: none"> • Roller skating in its own facility • Movie nights • PE games (Badminton, Spikeball™, corn hole, etc.)

Table 4: Teen Written Survey Most Repeated Responses

Latinx Community Discussion

PROCESS

Willamalane worked with local partners to host an event to help inform needs, desires, and priorities of Latinx community members. The event included a brief presentation about Willamalane’s mission and values, what Willamalane provides in the community, and some background on how the feedback will be used. Willamalane also introduced its DEI Strategic Action Plan and DEI supervisor as a future point of contact for collaboration and questions.

Approximately 22 attendees were divided into three groups. Each small group had a translator available. See Appendix 1 for the full summary of the process and findings.

KEY THEMES

Four priorities were identified that speak to the most desired improvements Willamalane could make to better serve the Latinx community:

- Hiring more bilingual staff
- Providing more stipends/scholarships for programs
- Providing more Latinx focused programming
- Providing more bilingual information in parks and buildings
- Participants provided input into how Willamalane could provide better service to the Latinx community. The full list is shown in Appendix 1.

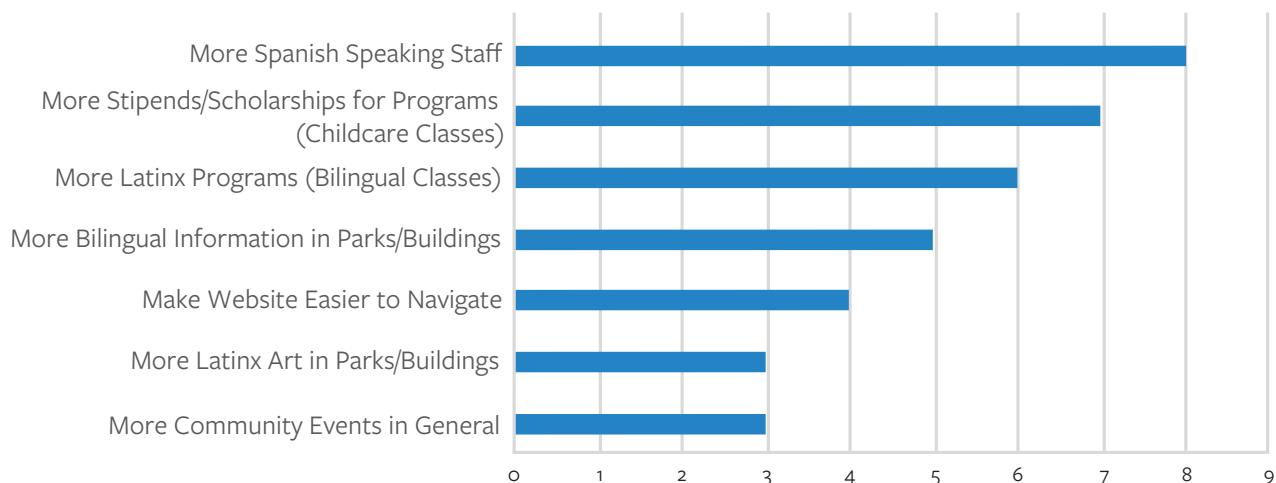


Figure 16: Latinx Service Priorities

Natural Area Specific Focus Group

PROCESS

Including input specific to natural areas was important for the comprehensive plan update because at the time of the 2012 update, Willamalane only managed 186 acres of natural area and employed no dedicated natural resource staff. Ten years later, Willamalane manages nearly 1,000 acres of natural area and has two full-time staff dedicated to planning and managing these areas. Participants in this conversation included representatives from 13 different agencies that have experience working with the district in various ways and/or doing similar work in the region.

KEY THEMES

Table 5 is a synthesized list of key topics and themes identified during the natural areas focus group meeting. See Appendix 1 for a full summary of process and findings.

Trails Specific Focus Group

PROCESS

Walking for pleasure and exercise and hiking on both paths and trails were top priorities identified during the initial engagement process and the needs assessment survey. As a result, a trails-specific focus group was

facilitated to best understand trail needs both in the district and in the region. Individuals attending had backgrounds and represented:

- Back Country Horsemen of Oregon equestrians
- Local hiking and climbing club
- City of Springfield, Bicycle, and Pedestrian Advisory Committee
- Rivers to Ridges Partnership
- City of Springfield transportation planners
- Lane County senior transportation planner

KEY THEMES

Key issues identified during the focus group meeting are included in Appendix 1. Overall themes of feedback related to:

- A need for additional trails and trailheads
- Physical gaps in the existing trails network/regions in Springfield are underserved by the trail network
- Desired user experiences and amenities

NATURAL AREAS FOCUS GROUP INPUT

EDUCATIONAL OPPORTUNITIES	PRIORITY PROJECTS	ACQUISITION OPPORTUNITIES
<ul style="list-style-type: none"> » Nature hikes and tours » Interpretive panels » Increase public awareness of efforts » Local flora/fauna, sensitive areas, and cultural aspects of natural resource work 	<ul style="list-style-type: none"> » Focuses: urban stormwater, riparian and floodplain areas, urban forest, oak habitat » More viewpoints » Locations: Island Park Slough, Cedar Creek, Maple Slough 	<ul style="list-style-type: none"> » Regional partner-owned land » Land to promote trail/habitat connectivity (especially along rivers) » McKenzie River access
PARTNERSHIPS	MANAGEMENT STRATEGIES	APPROACH
<ul style="list-style-type: none"> » Maintain and continually expand partnerships » Expand for: fuel reduction work, land acquisition, and floodplain restoration 	<ul style="list-style-type: none"> » Cross-train staff » Implement prescribed burns » Be systematic and proactive » Prioritize heavy impact areas 	<ul style="list-style-type: none"> » Increase staff and capacity » Incorporate social justice » Acquire strategically/be proactive » Hire grant writer

Table 5: Natural Areas Focus Group Input

**Accessibility and Inclusion
 Specific Focus Group**

PROCESS

Given the high percentage of individuals with disabilities in the Springfield UGB, a targeted focus group was held to add perspectives offered by individuals or advocates for individuals with disabilities. A separate Spanish speaking group was facilitated in partnership with the Families Connected/Familias en Conexión program at The Arc Lane County. This program provides support to English and Spanish speaking families who are raising a child with a disability.

KEY THEMES

- Continue to provide accommodations to youth with disabilities through both specialized and integrated recreation programs and classes.
- Work with community partners (i.e., The ARC of Lane County, City of Eugene) to provide and promote additional indoor options for youth, especially during winter months.
- Continue to address mobility needs, including those individuals who are visually challenged.
- Continue to offer scholarships and other means to help ensure an equitable fee structure for individuals with disabilities and their families.

- Inclusion services (program participation) should be free for both participants and support workers.
- Continue to improve accessibility in parks, specifically playgrounds, and consider adding fencing and accessible restrooms.
- Provide interpretive signage on trails or at trailheads and online to reflect the anticipated trail experience (easy, intermediate, difficult), to indicate conditions (such as rough terrain or steep slopes) and identify potential barriers.
- Consider the addition of hex boards in playgrounds with communication tools.

See Appendix 1 for a full summary.

American Indian/Alaska Native (AI/AN)

Given the history of forced removal of the Kalapuya Indigenous peoples from the area, and the influence Willamalane and the City of Springfield have on local and regional land management, Willamalane and the City jointly hosted a dialogue to better understand residents’ needs and values and to gain awareness of the priorities of self-identified American Indian/Alaska Native residents living within Springfield and the surrounding areas.



PROCESS

Willamalane and the City of Springfield collaborated with an Indigenous planning consultant to host a public dialogue for AI/AN residents to share feedback and perspectives around agency awareness, values, and priorities. The planning consultant applied elder teachings while co-facilitating the session with indigenous community representatives.

The event included 22 AI/AN participants, affiliated with 13 tribal nations. The full summary of the dialogue and all findings are included in Appendix 1.

KEY THEMES

Some of the main themes from this conversation are presented below.

- A dire need for community space or a community center
- Intergenerational programming - it is important to include all generations (babies to elders) in programming for this community
- Accurate representation – raise awareness regarding accurate Kalapuya history and for current Indigenous people
- Protection and planting of native plant species
- Continued relationships between agencies and the community – town hall meetings, discussion forums, regular community meetings

- Communication/outreach specifically for Native programming
- Priority for Native language and signage in the public realm
- Access – to space, water/rivers, harvesting of traditional plants, affordable services, leadership roles
- Representation through AI/AN liaison role employed by agencies to engage with Native communities

Needs Assessment Community Survey Summary

The needs assessment survey was conducted to both understand the needs, desires, and gaps in district recreation and parks delivery and to confirm findings from stakeholder and focus group meetings. Willamalane’s promotion of the survey included attending 22 community events. A total of 262 invitation survey responses were received, which suggests statistical validity with a 6% margin of error. While the goal was to achieve a 5% margin of error, the high number of open-link surveys received and the similarity between the invitations and open-link response suggests results that are accountable and accurate. See the full needs assessment survey summary report in Appendix 4.

The high number of open-link responses – 1,336 – allowed the data to be analyzed in a variety of ways. Over 600 comments were received. A summarized list is presented in Appendix 4.

METHODOLOGY
Statistically Valid Survey
(Invitation Survey)

Paper surveys were mailed to a systematic random sample of addresses in Willamalane Park and Recreation District with the option to complete through online protected website (one response per household).

Open Link Survey

Later, the online survey was made available for all Willamalane Park and Recreation District stakeholders, including non county residents (e.g. commuters, residents of nearby communities).



1,598
TOTAL SURVEYS

4,502 Surveys Mailed

4,406 Surveys Delivered

262 Invitation Surveys Completed

1,336 Open Link Surveys Completed
 (+/- 6% Margin of Error)

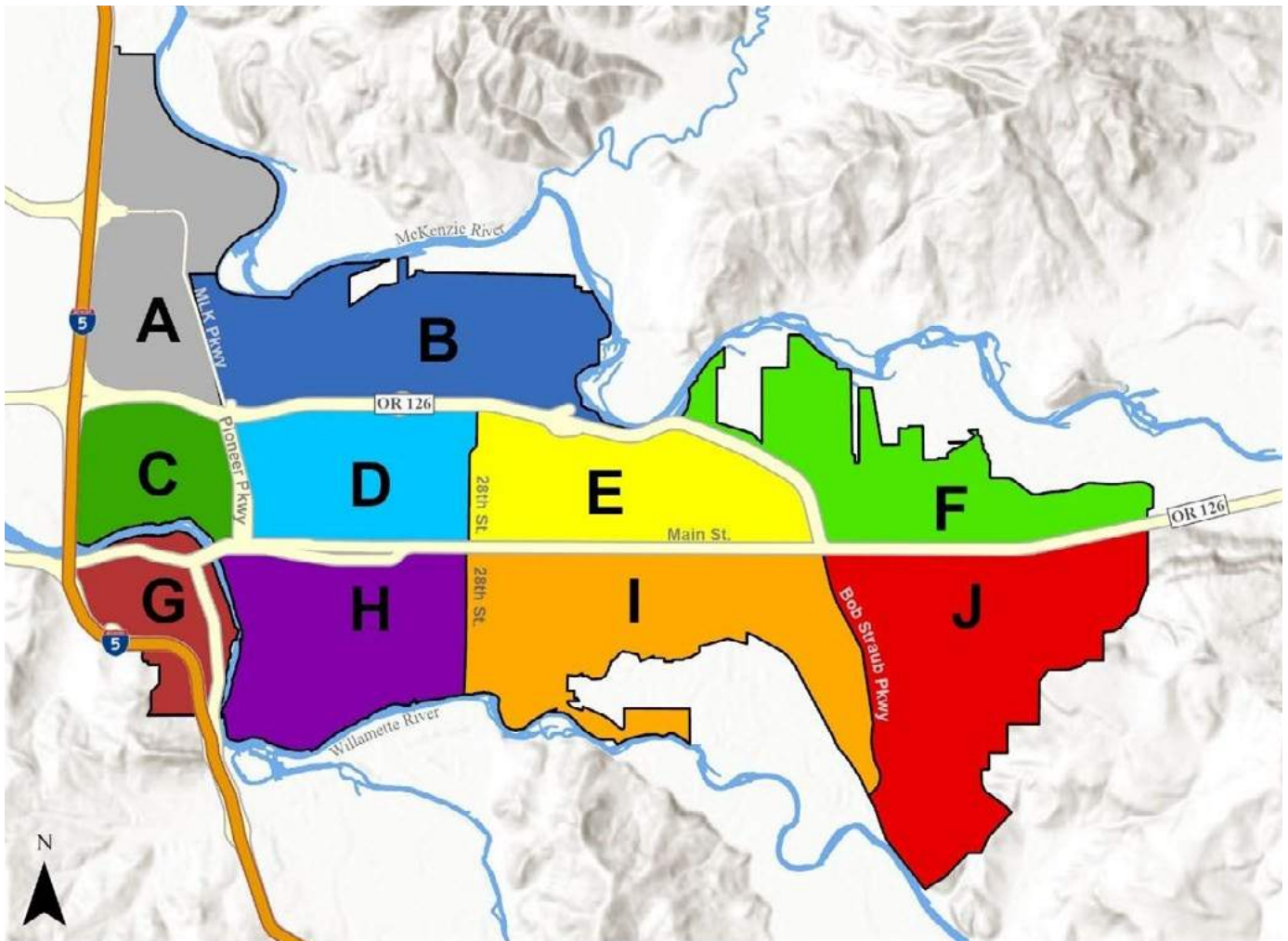


Figure 17: Study Areas Identified in the Needs Assessment Survey

Results of the survey are referenced throughout the plan. The data was weighted to help ensure adequate representation of the community.

The survey focused on usage of parks and recreation programs, satisfaction, priorities, communication, needs and desires, and was forward-looking—exploring future facilities, amenities, and programmatic opportunities for improvement. The survey also provided opportunities to cross-tabulate results by many demographic categories including by geographic area, per the map in Figure 17.

Key Findings from the Survey

Figure 18, provides a quick overview of digital outreach statistics for the survey.

Other findings from the survey are shown in Tables 6, 7, and 8 below, and were integrated into the development of recommendations and actions for the comprehensive plan. Importance of facilities and services, importance of program needs, and overall priorities are presented here and in Appendix 4.

Key Findings

Two samples were collected in the survey effort, the statistically valid invite sample and the open-link sample, which had a strong response. Together they provide an excellent source of input on topics addressed through each survey. Survey results are presented in formats that compare responses from each sample, along with an overall response. In general, responses from the open-link survey are similar to the invite, a positive finding that it indicates a more general consensus across the two samples.

Respondents show higher levels of familiarity with the parks, recreation facilities, and services provided by Willamalane. The average rating for the invite sample was 3.6 out of 5 with 5 being “very familiar” and an average of 4 out of 5 for the open-link. Trails/paths maintained by Willamalane, natural areas/open spaces and parks and playgrounds are the most frequently used amenities by respondents in both samples.

Improving awareness of Willamalane’s facilities and services, especially in areas A and F, would increase usage, particularly among Latinx households with disabilities.

Overall, respondents generally feel very welcome in Willamalane parks and facilities. The average was 4.3 for the invite sample and 4.4 for the open link on a scale of 1 to 5, with 5 being “very welcome.”

The top priority for amenities and facilities was identified to be park safety and maintenance. Top priorities for the trail system includes soft-surface hiking trails and scenic settings, connectivity between existing trails and accessible walking trails.

Natural areas/open spaces, community centers and basketball courts needs are meeting the needs of the community well. Needs for restrooms in parks, pickleball courts, and outdoor fitness stations in parks are not being met.

Approximately 89% of invite respondents have children between the ages of 12 and 17 at home. Among those

with 12 to 17 year old children at home, 96% responded saying more trails and bike paths are needed.

Among invite respondents, 69% prefer direct mail for communication and 64% prefer e-mail communication. Currently, 63% of respondents received communication through direct mail. Communication effectiveness related to parks, recreation facilities, and services is rated to be at least 3 out of 5 by 74% of invite respondents.

About 69% of the invite respondents responded they will probably or definitely support a bond referendum for specific projects. In total for both samples, over half of respondents support fees for new development of parks and recreation facilities, while 45% of invite respondents do not support increased property taxes.

Other findings from the survey are shown in Tables 6, 7, and 8 below, and were integrated into the development of recommendations and actions for the comprehensive plan. Importance of facilities and services, importance of program needs, and overall priorities are presented here and in Appendix 4.

Top 10 Most Important Facilities and Services to Springfield Households	
Facility/Service	Percent Rating 4 or 5
Park safety and maintenance	90%
Natural areas/open space	87%
Trails in parks and/or trail systems	85%
Restrooms in parks	84%
Indoor swimming pool	58%
Off-leash areas in parks for dogs	55%
Community centers	42%
Outdoor fitness stations in parks	34%
Pickleball courts	26%
Basketball courts	26%

Table 6: Most Important Facilities and Services to Springfield Households

Most Important Future Priorities to Springfield Households	
Most important future priorities	Percent ranking 1st, 2nd, or 3rd most important
Trails and bike paths	35%
Outdoor swimming pool	25%
Park safety and maintenance	22%
Better maintenance of existing parks and facilities	18%
Outdoor splash pad for water play	16%
Additional restrooms in parks	16%
Additional dog parks/facilities	14%
Open-air covered multi-use space	14%
Community farmers market	13%

Table 7: Most Important Future Program Needs to Springfield Households

Most Important Future Program Needs to Springfield Households	
Program and Service	Percent Rating 4 or 5
Community farmers market	64%
Inclusive programs for individuals with disabilities	64%
Enrichment classes and activities	63%
More community special events	60%
Programs for adults 18-50	60%
Food access programs (meals on wheels, etc.)	57%
Programs for adults 50+	52%
Additional youth sports opportunities	52%

Table 8: Most Important Future Priorities to Springfield Households

Pop-Up Intercept Events

Willamalane created staffed pop-up event tables and attended 22 community events over the summer. Staff invited event attendees to play a voting game where each community member received five tokens and placed them in their choice of nine voting boxes (categories listed below). The voting game helped people understand the types of projects Willamalane is considering and collected feedback from various demographics about the community’s broad priorities for park, facility, and recreation improvements. Participants were also encouraged to take the public survey available online. See a summary of pop-up intercept events in Appendix 7.

Willamalane attended a broad range of events in effort to attract as diverse of an audience as possible. Events included focuses on families, children, older adults, Latinx heritage, Asian American/Pacific Islander heritage, and the LGBTQIA+ community.



In total, 1,766 people cast their votes at these events. The vote breakdown is on the right:

Those who voted for “Other” shared their ideas with a staff member who recorded them. Some ideas that were shared multiple times included:

- Dog parks
- Indoor or shaded playgrounds
- Disc golf courses
- Additional summer camp opportunities
- Splash pads
- Video game programs
- Therapeutic saltwater pool

Outdoor Pool and/or Water Play	27.5%
Expand Trail System	13.9%
Improve Existing Playgrounds	13%
Childcare Opportunities	11.3%
Field/Court Options in Parks	7.5%
Outdoor Recreation Equipment Rentals	7.3%
Fitness Classes	7.1%
Recreation Classes	7%
Other	5%

Table 9a: Priorities from Intercept Engagement Events

Digital Outreach

Digital outreach efforts lasted the entirety of the engagement process and included communication to community members through the Willamalane.org/future website, email blasts and use of social media. For a summary of the digital outreach effort, see Appendix 7.

Internal Staff Engagement

To best understand issues pertinent to the comprehensive plan, district leadership and staff were interviewed as part of a “Strengths, Weaknesses, Opportunities, and Threats” (SWOT) analysis. Results were used to craft questions for the needs assessment survey and gain a greater perspective on key issues affecting the district.

Staff involvement at each of the events was as follows:

- Staff SWOT – 141
- Aquatics staff focus group – 38
- Operations and maintenance staff focus group –



Figure 18: Digital Outreach Statistics

Aquatics Staff Input

Thirty-eight aquatics staff, (full- and part-time) met in October 2022. A full summary of the input received is presented in Appendix 1. Staff identified higher wages, the need for additional staff, the need for lifeguard recruitment and retention efforts, and more consistent operation hours as priorities for improvement.

Operations and Maintenance Staff Input

Twenty-five staff members were asked a series of questions in November 2022 and results were used to inform the maintenance assessment. Some of the top priorities include:

- » Increase staff to support growing system, especially in natural resources.
- » Acquire more space (storage, shop, office, parking). Current Park Services facility is beyond capacity.

Operations and Maintenance Staff Input

- » Address challenges associated with increase in unhoused community members, vandalism, and management of restrooms.
- » Desire to be proactive in management vs reactive.
- » Consider needs for increased staffing and associated maintenance costs with growth in district assets.
- » Dedicate funding for large-cost maintenance needs (e.g. playground replacement).

- » Prioritize low maintenance designs.
- » Upgrade equipment to work efficiently.
- » Include parks staff in design and planning efforts.

District Staff and Leadership SWOT Analysis

The analysis identified strengths, weaknesses, threats, and opportunities through both a written survey form and in-person interviews. The following two sets of results were received, reflected in Tables 9 and 10.

Operations and Maintenance Staff SWOT Analysis

<p>MOST REPORTED STRENGTHS</p> <ul style="list-style-type: none"> <input type="checkbox"/> Amenities and facilities <input type="checkbox"/> Resiliency (adaptability to change) <input type="checkbox"/> Staff communication <input type="checkbox"/> Parks <input type="checkbox"/> Staff retention rate <input type="checkbox"/> Seasonal community events <input type="checkbox"/> Workplace culture <input type="checkbox"/> Commitment to DEI <input type="checkbox"/> Funding base (property tax provided to district) <input type="checkbox"/> Community support <input type="checkbox"/> Dedicated and competent staff <input type="checkbox"/> Teamwork <input type="checkbox"/> Attentive leadership 	<p>MOST REPORTED WEAKNESSES</p> <ul style="list-style-type: none"> <input type="checkbox"/> Programs (ages: 20–50) <input type="checkbox"/> Staff salaries <input type="checkbox"/> Vehicle replacement program <input type="checkbox"/> Staying within mission <input type="checkbox"/> Adding amenities without maintenance budget <input type="checkbox"/> Reactive maintenance (be more strategic) <input type="checkbox"/> Corrective action (patrons) <input type="checkbox"/> Fee structure (increasing of fees) <input type="checkbox"/> Visual appearance of parks <input type="checkbox"/> ADA updates to facilities and parks <input type="checkbox"/> Not enough staff for the workload <input type="checkbox"/> Insufficient programming space <input type="checkbox"/> Internal communication
<p>MOST REPORTED OPPORTUNITIES</p> <ul style="list-style-type: none"> <input type="checkbox"/> Partnerships/sponsorships <input type="checkbox"/> Grow volunteer programming <input type="checkbox"/> Utilization of “Friends of” groups <input type="checkbox"/> Expand river access <input type="checkbox"/> Prioritizing underserved populations <input type="checkbox"/> Hiring a procurement manager <input type="checkbox"/> Employee engagement <input type="checkbox"/> Outdoor tennis/pickleball courts <input type="checkbox"/> Expand disc golf <input type="checkbox"/> Park projects that increase capacity <input type="checkbox"/> Partnerships and cultural opportunities <input type="checkbox"/> A new community center and indoor aquatic facility 	<p>MOST REPORTED THREATS</p> <ul style="list-style-type: none"> <input type="checkbox"/> Lack of frontline staff <input type="checkbox"/> Mid-management working outside of scope <input type="checkbox"/> Lack of police response (safety and security) <input type="checkbox"/> Need pay study to assist with recruitment <input type="checkbox"/> Maintaining assets with growth <input type="checkbox"/> Eugene fees being less than Willamalane’s <input type="checkbox"/> Inaccurate media <input type="checkbox"/> School district (need for updated MOU) <input type="checkbox"/> Climate change <input type="checkbox"/> Funding (not sustainable) <input type="checkbox"/> Retaining employees <input type="checkbox"/> COVID-19 pandemic

5



Park System Standards and Guidelines

Park system standards, as defined in an inventory created to evaluate the district's resources, are integral to ensuring positive end-user experiences for the community. This inventory and standards system helps by informing what kinds of amenities and resources are needed to provide all residents with equitable access to a high quality park system.

Parks and Facilities Inventory and Assessment

Inventory – What Do We Have?

In April 2022, a mobile audit tool, GRASP® (Geo-Referenced Amenities Standards Process), explained in Appendix 8 was applied to each park and facility to count and score the function and quality of:

- **Components (or improvements)** – things you go to a park to use, such as playgrounds, tennis courts, and picnic shelters
- **Comfort and Convenience Modifiers (or amenities)** – things that enhance comfort and convenience, such as shade, drinking fountains, and restrooms

A quality value (between 0–3) was assigned to each park site, component, and modifier, allowing the comparison of sites and analysis of the overall level of service (LOS) provided by the Willamalane park system. Photos depict various examples and conditions from those visits. See Figure 19.

Parks Assessment Overview

Team members created a scorecard and GIS Inventory Map for each park as shown in Appendix 8. Also in Appendix 8, find additional discussion on GRASP® and the scores for each park. The scorecard shows a variety of important information. See Figure 20 for a map page sample.

Each map shows the park boundary as a green polygon and component locations as a green diamond. The Inventory Atlas is provided as a supplemental document to the comprehensive plan and includes all parks and facilities (See Appendix 8).



Figure 19: Photos Taken During Inventory Site Visits

Quartz Park



- ◆ Components
- Locations
- ~ WPRD Multi-Use Path
- ~ Non-WPRD Multi-Use Path
- ⊕ Indoor Facilities
- ⊕ WPRD District Boundary
- ~ WPRD Foot Path
- ~ On-Street Popular Bike Route



Figure 20: Example Quartz Park Map Page from the Inventory Atlas

Parks Summary Table

Table 9b includes an alphabetical listing of all parks and shows the total number of identified components and the park acreage. See Appendix 8 for a more detailed parks matrix.

Classification	Park/Location	Total Components	GIS Acres
Community Park	Island Park	12	16.0
	Lively (Jack B.) Park	11	31.2
	Willamalane Park	18	17.2
Sports Park	Bob Artz Memorial Park	6	11.3
	Guy Lee Park	6	13.6
	Les Schwab Sports Park*	11	19.1
Neighborhood Park	Arrow Park	6	5.8
	Bluebelle Park	4	2.9
	Douglas Gardens Park	6	5.6
	Fort (William S.) Memorial Park	7	5.2
	Gamebird Park	5	2.9
	James Park	3	3.0
	Jasper Meadows Park	5	5.9
	Jesse Maine Memorial Park	4	2.3
	Meadow Park	16	7.6
	Menlo Park	3	1.4
	Pacific Park	3	4.6
	Page Park	3	4.2
	Pride Park	3	2.3
	Quartz Park	4	2.7
	Rob Adams Park	5	32.0
	Royal Delle Park	4	2.6
	Thurston Park	5	5.6
	Neighborhood Park	Tyson Park	5
Volunteer Park		4	4.5
Willamette Heights Park		4	4.2
Pocket Park	Marylhurst Park	2	0.3
	Robin Park	4	0.8
Special-Use Park	Clearwater Park	7	70.7
	Dorris Ranch	9	299.0
	Kelly Butte Overlook	2	5.8
	Ruff (Wallace M. Jr.) Memorial Park	6	16.8
	Mill Race Park	6	0.5
Natural Area Park	Eastgate Woodlands of the Whilamut Natural Area	8	40.8
	Georgia Pacific Natural Area	7	119.7
	Harvest Landing	2	22.7
	Moe Mountain Natural Area	1	11.0
	Thurston Hills Natural Area	4	666.4
	Weyerhaeuser McKenzie Natural Area	4	59.2
Linear Park	By-Gully Path	3	2.88
	EWEB Path	-	6.37
	Middle Fork Path	-	3.47
	Mill Race Path	-	4.94
	West D St. Greenway	6	23.58
	Weyerhaeuser Haul Road	4	42.98

Table 9b: Summary of Components and GIS Acres for Each Park

*Does not include indoor components. See indoor facility summary for indoor components total.

Park Classifications and Park Standards

Since the 2012 Comprehensive Plan was adopted, many important elements of the park system have changed. Some changes have been dramatic, such as the addition of the Thurston Hills Natural Area and several multi-use pathways, which greatly impact the level of service

in terms of the acres of open space Willamalane provides. Through review of park classifications and options for meeting future demand for parks, the district also identified a need for a smaller pocket park classification to address unmet needs within neighborhoods going forward.

Pocket Parks

Pocket parks are very small, have limited components and amenities, and are located in neighborhoods. They typically exist in more densely developed areas of town, do not have restrooms or parking and are generally located on very compact sites.

Service Area Radius	Current Range	Proposed average size for new parks
¼-½ mile	0.3-0.8 acres	Less than 1 acre

EXAMPLES OF COMPONENTS AND COMFORT AMENITIES:

- Small playground
- Water fountain
- Plantings
- Monuments or art installations
- Sport court
- Limited seating

Neighborhood Parks

Neighborhood parks are located within biking and walking distance of residential areas, and are generally designed for informal activities. Neighborhood parks provides access to basic recreation opportunities for nearby residents of all ages.

Service Area Radius	Current Range	Proposed average size for new parks
¼-½ mile	1-32 acres	Min. 3 acres-20 acres

EXAMPLES OF COMPONENTS AND COMFORT AMENITIES:

- Children’s play areas
- Court sports facilities
- Picnic tables and benches
- Neighborhood gardens
- Lighting
- Drinking fountains
- Informal play areas
- Paths
- Portable restrooms, when needed
- Natural areas



Community Parks

Community parks are larger parks that provide active and passive recreation opportunities for all district residents and accommodate large group activities. These parks provide a variety of accessible recreation opportunities for all age groups and provide environmental education opportunities.

Service Area Radius	Current Range	Proposed average size for new parks
2 miles	16–31 acres	15–30 acres

EXAMPLES OF COMPONENTS AND COMFORT AMENITIES:

- Children’s play areas
- Competitive sports fields
- Community recreation facilities
- Soft-surface or loop pathways
- Court sports facilities
- Skateboarding facilities
- Off-street parking
- Restrooms
- Public art/fountains
- Single and group picnic areas
- Paths
- Lighting
- Natural areas
- Interpretive facilities
- Water access
- Amphitheaters
- Festival space
- Community gardens
- Unprogrammed open space



Natural Area Parks

These parks are managed for both recreational use and natural values. They provide opportunities for nature-based recreation, such as wildlife viewing, hiking, jogging, bicycling, and nature photography. These parks provide opportunities for experiencing nature close to home and protect valuable natural resources and wildlife. They are of sufficient size to protect resource and accommodate passive recreation.

Current Range	Proposed average size for new parks
11–666 acres	Undefined

EXAMPLES OF COMPONENTS AND COMFORT AMENITIES:

- Trailhead amenities
- Multipurpose paved trails
- Soft-surface trails
- Boardwalks
- Benches
- Overlooks
- Off-street parking
- Interpretive facilities
- Wildlife blinds
- Water access

Linear Parks

A linear park provides public access to trail and multiuse path-oriented activities, which may include walking, running, biking, skating, etc., and preserves open space. Trails and pathways may also provide connection to neighborhood recreation facilities where adequate space is available. They are of sufficient size to accommodate trail-related activities and green space.

EXAMPLES OF COMPONENTS AND COMFORT AMENITIES:

- Multipurpose paved trails
- Multiple access points
- Benches
- Limited children’s play areas
- Soft-surface trails
- Water access



Special Use Parks

People are drawn to these parks and they are managed for their unique features or uses. Special use parks provide a variety of accessible recreation opportunities for all age groups with experiences that are not commonly available at other parks in the community.

Current Range
0.4–300 acres

Proposed average size for new parks
Undefined

EXAMPLES OF COMPONENTS AND COMFORT AMENITIES:

- Interpretive facilities
- Water access
- Arboretums
- Viewpoints
- Off-street parking
- Neighborhood park facilities
- Natural areas
- Picnic facilities

Sports Parks

These parks primarily contain competitive sports facilities and may include both indoor and outdoor facilities.

Service Area Radius
2 miles

Current Range
11–19 acres

Proposed average size for new parks

15–30 acres
or size sufficient to place rectangle and diamond fields on site

EXAMPLES OF COMPONENTS AND COMFORT AMENITIES:

- Diamond ballfields
- Rectangle ballfields
- Lights
- Parking
- Restrooms
- Irrigated turf
- Playground
- Storage facility

Park Level of Service Standards for Park Classifications

Overall, Willamalane’s LOS is meeting community member’s needs; however, changes in the district, along with stakeholder and survey input, suggest a necessary change in park LOS standards (See Appendix 8) and are

recommended in Table 9c. The table also includes park acres and trail miles needed by 2035 to meet the new proposed standards.

Park Type ^A	Average Standards for Comparable Communities ^B (acres/1,000 residents)	WPRD Existing Parks	WPRD Acres	WPRD 2022 Level of Service (acres/1,000)	WPRD Proposed Standards (acres/1,000 residents)	Additional Acres Needed to Meet Proposed Standard	
						Current Population	Projected 2035 Population
	2023 Data	2022	2022	2022	2022	2020	2035
Formula	–	–	A	B = ((A/2022 population) x 1,000)	C	70,337 D = ((Current Population/1,000) x C) - A	75,159 E = Projected Population/1,000 x C) - A
Pocket Park	0.02	2	1.1	0.001	0.05	2.42	2.66
Neighborhood Parks	1.5	20	109.25	1.54	2.00	31.42	41.07
Community Parks	2.0	3	64.44	0.91	1.50	41.07	48.30
Sports Parks	--	3	44.02	0.62	1.00	26.32	31.14
Other Parkland	9.5	17	1411.79	19.98	21.00	65.29	166.55
Natural-Area Parks	9.09	6	919.92	13.02	–	–	–
Special-Use Parks	0.36	5	392.80	5.56	–	–	–
Linear Parks	–	6	99.07	0.14	–	–	–
TOTAL		45	1629.50	21.80	25.55	166.51	289.71

A See Park Classifications and Definitions
B Bend, Salem, Corvallis, Albany, Roseburg, Olympia

Table 9c: Park Classifications and Proposed Standards

Although widely used, the standard industry technique of measuring the LOS based on a total population of the service area and the total number of acres by park type results in a very simplistic view of service standards. It provides a valuable perspective; however, level of service standards need to be supplemented with additional analysis that looks at the experiences available, the

quality of components, and with public desires in order to paint a more complete picture of the district’s needs. The component-based evaluation system, as used in the GRASP analysis explained above, takes into consideration the quality and quantity of components that contribute to the overall park users experience and results in a more complete and accurate assessment of needs.

Natural Areas

Willamalane has seen significant growth in natural areas since 2012, increasing from 188 to 920 acres. New natural area parks include Thurston Hills Natural Area, Weyerhaeuser McKenzie Natural Area, and Moe Mountain (reclassified from undeveloped parkland in 2022). According to the public survey, these types of parks were one of the most desirable for the community.

Technical experts have guided the district to carefully plan for natural area expansion based on available opportunities to increase wildlife corridors and protect unique and specialized habitats such as floodplains, wetlands, and oak prairie. There are also many opportunities to integrate green spaces throughout the urban core of Springfield with improvements such as green infrastructure, expansion of urban forests, and small nature trails within developed parks. Springfield Public Schools, the City of Springfield, and the Springfield

Utility Board are all public agencies with large land holdings that, through further collaboration, could increase efficiencies and impact of Willamalane's natural resource efforts.

The district's Natural Area Management Plan was created prior to the acquisition of much of the current acreage and is therefore not currently a useful guide for prioritization of tasks or management of this parkland. The comprehensive plan includes findings from the public, technical experts, and staff conversations that would provide a useful launching point to update this internal plan to better address its specific needs. The updated plan should incorporate all land acquired after the implementation of the previous plan and should also address prioritization of management, assess funding strategies and opportunities, and examine possibilities for future acquisition and expansion.



Undeveloped Land

In 2012, Willamalane included the following parks as undeveloped parkland: The Gray Homestead, Moe Mountain Linear Park, and Pierce Park Property. Since 2012, the park classifications or conditions of each of these properties has changed so that they are no longer accounted for under this category:

- **The Gray Homestead** sits adjacent to land that was acquired as Thurston Hills Natural Area and is now included within that park boundary and considered a natural area park.
- **Moe Mountain Park** currently has an informal trail passing through it and is providing service as a natural area park.
- **Arrow Park** is now a developed neighborhood park situated on the site previously known as the Pierce Park Property.

With these adjustments, Willamalane currently has no land identified under the Undeveloped Park classification. It does have several parks with opportunity for increased development or improvements. These parks, in essence, could be defined as “underdeveloped” and include

Eastgate Woodlands of the Whilamut Natural Area, Rob Adams, Lively Park, and Dorris Ranch.

Projected growth in the district suggests a need to acquire land for future park development

Indoor Facilities

Table 10 includes an alphabetical listing of indoor facilities. The table also shows the total number of identified components in each facility. Indoor components are improvements that enhance the user experience, such as rentable space, kitchens, restrooms, lobbies, vending machines, etc. For a complete list of indoor components for each facility, see Appendix 8.

Willamalane currently owns and operates two recreation and two aquatics facilities. The district provides scheduled programs and drop-in self-directed activities at each facility.

The Bob Keefer Center is a 97,000 square foot sports and recreation facility that includes a hardwood floor gym, a multi-purpose floor gym, turf fields, climbing and bouldering walls, a student technology lab, a pre-school, and four meeting spaces available for rent. The hardwood and multi-purpose courts can be set up to



accommodate basketball, volleyball, tennis, pickleball, roller skating, and other recreation and sports activities. The facility is co-located with the Les Schwab Sports Park on property that may provide future expansion opportunities.

The Adult Activity Center is an all-generation community recreation facility, although many of the programs offered focus on meeting the needs of older adults. The facility includes a kitchen, a multi-use space, a wood shop and rock shop. Programs offered at the facility are in high demand and well received. The facility features food access programs, arts programs, leisure classes and special events.

The Willamalane Park Swim Center includes opportunities for leisure swimming and offers an eight-lane lap pool, warm-water and deep-water pools, spa, and fitness center. Programs include a variety of water fitness classes and swimming lessons.

Splash! at Lively Park is an indoor water park that offers a six-lane lap pool, children’s pool, a wave pool, slides, concessions, and a sun deck/community

room. While the district offers incentives to attract and retain lifeguards and swim instructors, attracting and retaining staff is challenging. Results from the needs assessment survey suggested that current community needs were generally being met for recreation and indoor pool facilities. On a scale of 1 (not being met) to 5 (being met), the two recreation facilities were rated a 4.1 and the two indoor pools were rated 3.9 by respondents of the random survey. Both the public and staff who work in these facilities were asked to participate in the engagement effort.

Indoor Facility	Total Indoor Components
Bob Keefer Center for Sports and Recreation	20
Splash!	9
Willamalane Adult Activity Center	17
Willamalane Park Swim Center	7

Table 10: Indoor Facility Summary Table

System Map

The system inventory map (Figure 21) shows Willamalane's relative size and distribution of existing parks and recreation facilities. Green parcels represent district parks. Paths, trails, and indoor facilities are also located on the map.

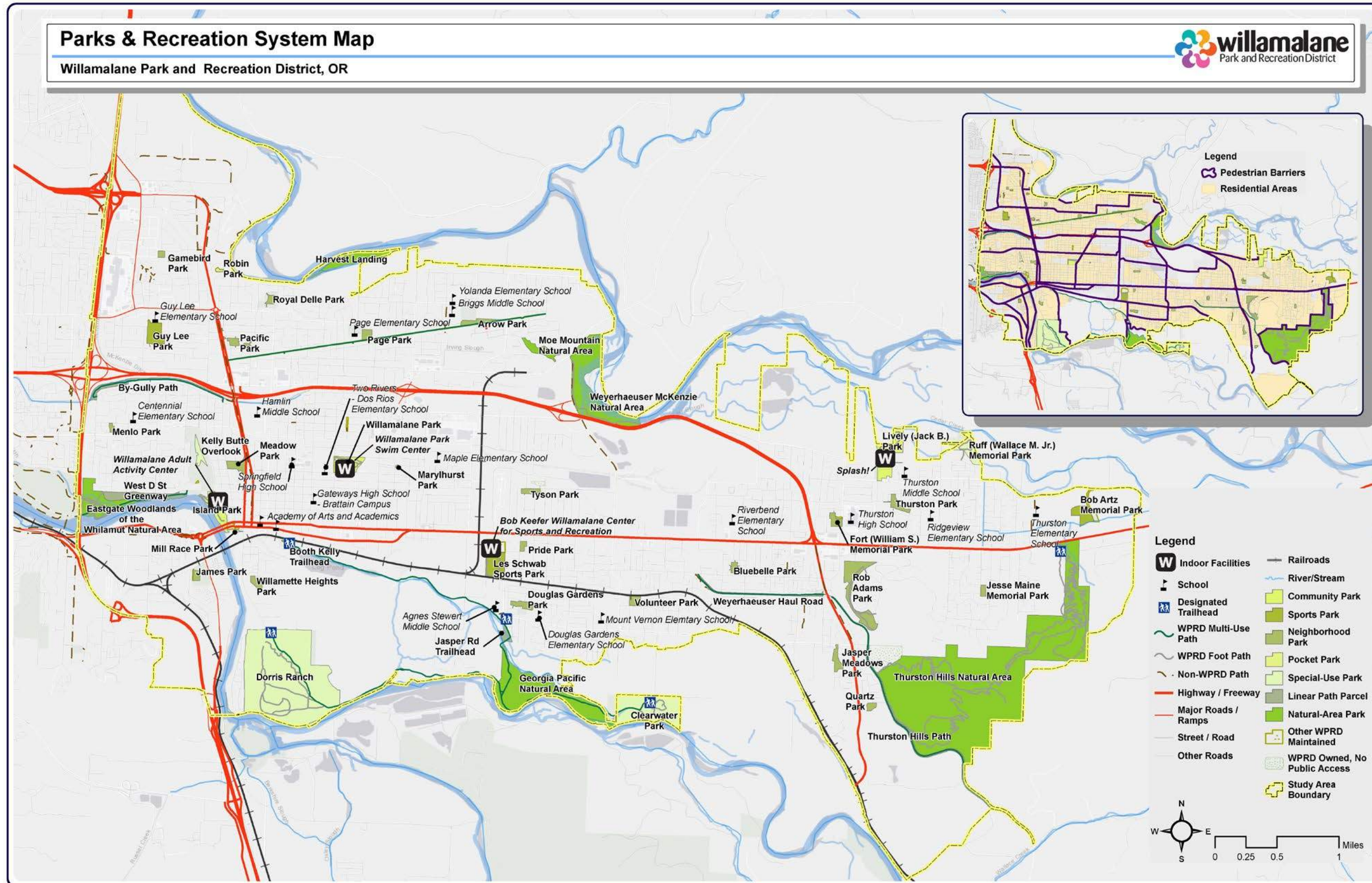


Figure 21: Willamalane System Map

6



Level of Service Assessment

This section examines how well each park and the collective system of Willamalane parkland is meeting the need of district residents.

Level of Service Assessment How Are We Doing?

What is Level of Service (LOS), and why do we use it?

LOS measures how a system provides residents access to parks, open spaces, trails, and facilities. It indicates the ability of people to connect with the outdoors and nature and pursue active lifestyles with implications for health and wellness, the local economy, and quality of life. LOS for a park and recreation system tends to mirror community values reflective of personal connections to communities. It is also useful in benchmarking current conditions and directing future planning efforts. The service offered by a park or a component is a function of two main variables: location and ease of access.

What is GRASP®?

GRASP® (Geo-referenced Amenities Standards Process) has been applied in many communities across the country as a measure of LOS. With GRASP®, information from the park and facilities inventory is combined with GIS software produces analytic maps and data called Perspectives that show the distribution and quality of these services.

What do Perspectives do for us?

Perspectives can be maps or other analyses incorporating statistics, diagrams, tables, and charts that provide benchmarks or insights useful in determining community success in delivering services. The park and facility inventory provides details of what is available at any given location, and GIS analysis measures user access. People use various ways of reaching a recreation destination: on foot, on a bike, in a car, via public transportation, or some combination. There are two

distinct types of service areas for examining the park system to account for this variability:

- 1) **Walkable Access**– uses a travel distance of one-half mile, a suitable distance for a ten-minute walk.
- 2) **Neighborhood Access**– uses a travel distance of one mile to each component and gives a premium for areas within a ten-minute walk. It is intended to account for users traveling from home or elsewhere to a park or facility, most likely by bike, bus, or automobile.

Further discussion on perspectives and other terminology is found in Appendix 8.

Component Scoring

To assess quality of service within existing parks, each park improvement, or component, was given a score of 1-3 based on condition, size, site capacity, and overall quality that impacts the experience provided to the user.

- 1 = Below Expectations
- 2 = Meets Expectations
- 3 = Exceeds Expectations

Typically, a rating of “1” suggests a need for improvement or replacement, “2” suggests the component meets the need but is not ideal and “3” is newer and excellent. Willamalane components are more likely to be scored a “2” (over 80% of components), and less likely to be scored a “3” (less than 5% of components) when compared to averages from the national dataset. This could mean that the district has fewer signature improvements or destination type features within the park system. Table 11 illustrates district component scores compared to the national dataset.

Willamalane Neighborhood Park Component Scores		Willamalane Community Park Component Scores		National Dataset Neighborhood Park Component Scores		National Dataset Community Park Component Scores	
Scores	Percent %	Scores	Percent %	Scores	Percent %	Scores	Percent %
0	1%	0	0%	0	3%	0	3%
1	11%	1	11%	1	10%	1	11%
2	84%	2	85%	2	78%	2	77%
3	4%	3	4%	3	8%	3	9%

Table 11: District Component Score Breakdown vs National Dataset



Figure 22: Playgrounds Example Photos

As an example, Table 12 includes the park name, playground type, quantity, neighborhood score, and community score.

Park / Location	Component	Qty	Neighborhood Score	Community Score
Arrow Park	Playground, Local	1	2	2
Bluebelle Park	Playground, Local	1	2	2
Bob Artz Memorial Park	Playground, Local	1	1	1
Douglas Gardens Park	Playground, Local	1	1	1

Table 12: Example Scoring for the Playground Component Assessment

Park Scoring

Park scoring measures how the parks and components serve residents and users. These scores often make the most sense when compared within the same classification, i.e., when comparing one neighborhood park to another neighborhood park. It may be reasonable that there are wide ranges of scores within a category. It may also be an opportunity to re-evaluate a park’s particular classification based on the service to the community or neighborhood it serves. Park scores are made up of the collective component scores from the assessment.

In addition to locating components, the assessment includes quality, function, condition, and modifiers. Cumulative scores most directly reflect the number and quality of improvements, or components, within a park. The availability of modifiers, such as restrooms, drinking fountains, seating, parking, and shade, also affects park scores. Higher scores reflect more and better recreation opportunities than lower scores. There is no ultimate or perfect score.

To assist in prioritizing parks to improve level of service, each park has a neighborhood score and a community score. The biggest difference in these two scores is that the neighborhood score is focused on the diversity of experiences available at a park while community score considers the quantity of each experience and its ability to support a broader, community-wide use. An example of this might be a park that has several different improvements including a playground, a picnic shelter, a basketball court, and four tennis courts. The neighborhood score would reflect that users have access to four different components. The community score recognizes the four unique component types but also factors in the fact that there are multiple courts available. In this case, the park would have a higher community score than neighborhood score.

In Willamalane’s park district, scores among the different classifications vary greatly (Tables 13-17). This likely means that some adjustments may need to be made to park categories (classifications) to closely match these park services and public expectations. The following park scores are grouped by classification and listed from high to low for both neighborhood and community scores.³

³ Natural areas are not included in this park score analysis.

Community Park	Neighborhood Score	Community Score
Willamalane Park	58	82
Lively (Jack B.) Park	58	65
Island Park	55	60

Average Neighborhood Score: 57

Average Community Score: 69

Table 13: Community Park Scores

Neighborhood Park	Neighborhood Score	Community Score
Meadow Park	46	79
Fort (William S.) Memorial Park	29	38
Arrow Park	34	34
Thurston Park	24	29
Rob Adams Park	29	29
Jasper Meadows Park	29	29
Volunteer Park	24	24
Quartz Park	24	24
Bluebelle Park	24	24
Williamette Heights Park	22	22
Royal Delle Park	22	22
Jesse Maine Memorial Park	22	22
Gamebird Park	22	22
Pacific Park	22	22
Page Park	19	19
Menlo Park	18	18
Pride Park	14	14
Douglas Gardens Park	12	12
Tyson Park	9	9
James Park	6	6

Average Neighborhood Score: 22

Average Community Score: 25

Table 14: Neighborhood Park Scores

Pocket Park	Neighborhood Score	Community Score
Robin Park	22	22
Marylhurst Park	13	13

Average Neighborhood Score: 18

Average Community Score: 18

Table 15: Pocket Park Scores



Sports Park	Neighborhood Score	Community Score
Les Schwab Sports Park	50	82
Guy Lee Park	22	29
Bob Artz Memorial Park	14	41

Average Neighborhood Score: 29

Average Community Score: 50

Table 16: Sports Park Scores

Special-Use Park	Neighborhood Score	Community Score
Dorris Ranch	72	72
Clearwater Park	38	38
Ruff (Wallace M Jr.) Memorial Park	34	34
Mill Race Park	31	31
Island Park	15	15
Kelly Butte Park	15	15

Average Neighborhood Score: 38

Average Community Score: 38

Table 17: Special Use Facility Scores

Walkable (½ mile) Access to Recreation

Walkability analysis measures how user-friendly an area is to walking and benefits a community in many ways related to public health, social equity, and the local economy. Many factors influence walkability, including the quality of footpaths, sidewalks or other pedestrian rights-of-way, traffic and road conditions, land-use patterns, and public safety considerations. One-half mile buffers have been placed around each park improvement and shaded according to their score. This ten-minute standard is consistent with other national initiatives by agencies, such as The Trust for Public Land and the National Recreation and Parks Association. In this analysis neighborhood access is equivalent to walkable access.

Pedestrian Barriers

Pedestrian barriers such as highways, major streets, railroads, large holdings of private property and natural features like rivers significantly affect walkable access in the district. Figure 23 shows zones within the district that are created by such identified barriers. These are displayed as dark purple lines and serve as discrete areas,

accessible without crossing a major street or another obstacle. Green parcels represent park properties. Indoor facilities and schools are also identified on the map with a black “W” and black flag icons respectively. The yellow outline represents the urban growth boundary. See Figure 23.

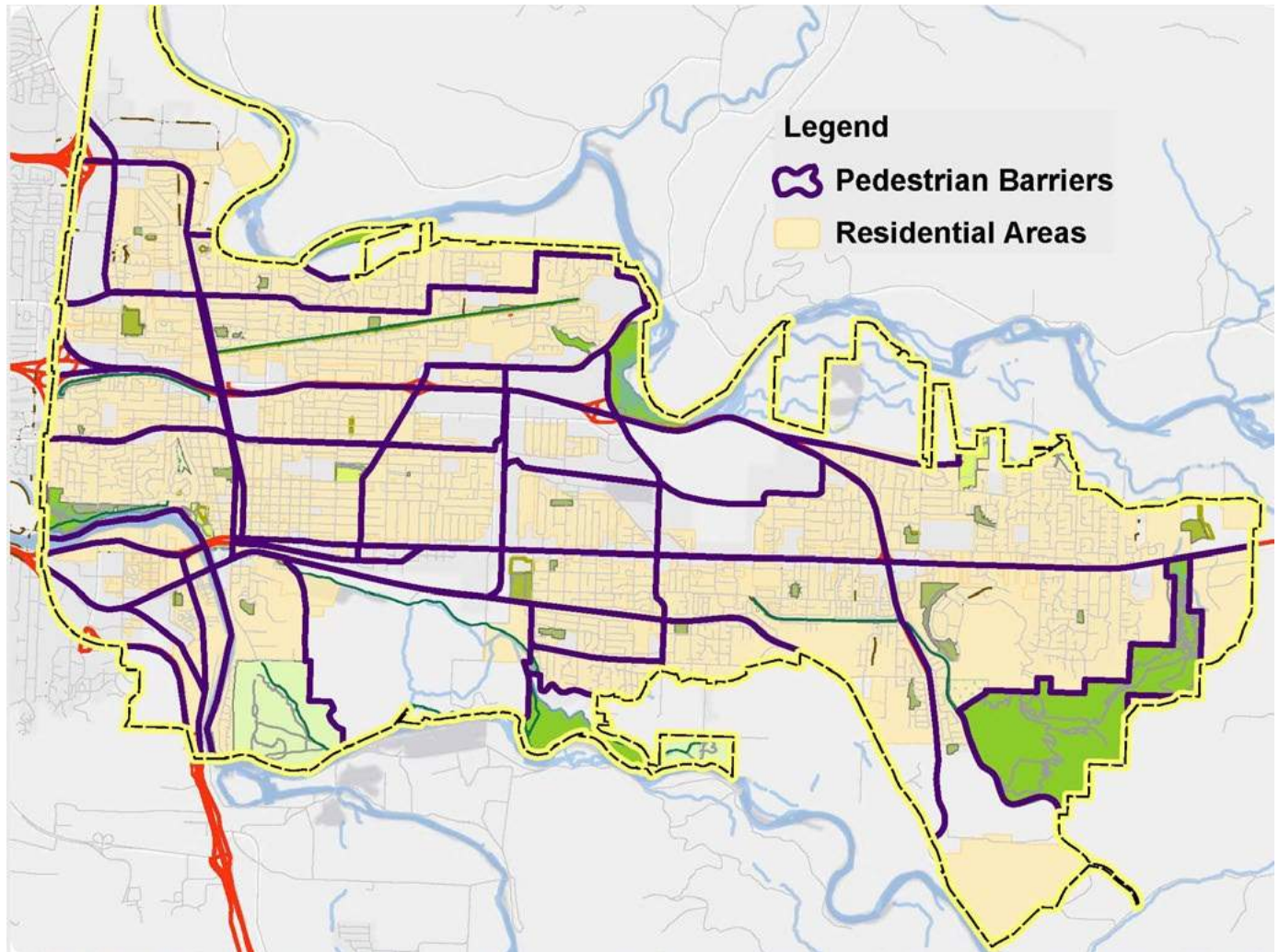


Figure 23: Walkability Barriers “Cut-Off” Service Areas Where Applicable

A series of maps represent the walkable LOS across the district based on a ten-minute walk. The darker orange gradient areas indicate more and higher quality recreation assets. Gray areas fall outside of a ten-minute walk. Environmental barriers can limit walkability, and

in this map, the LOS in the walkability analysis has been “cut-off” by identified barriers where applied. Larger versions of all of the maps included in this section can be found in Appendix 8.

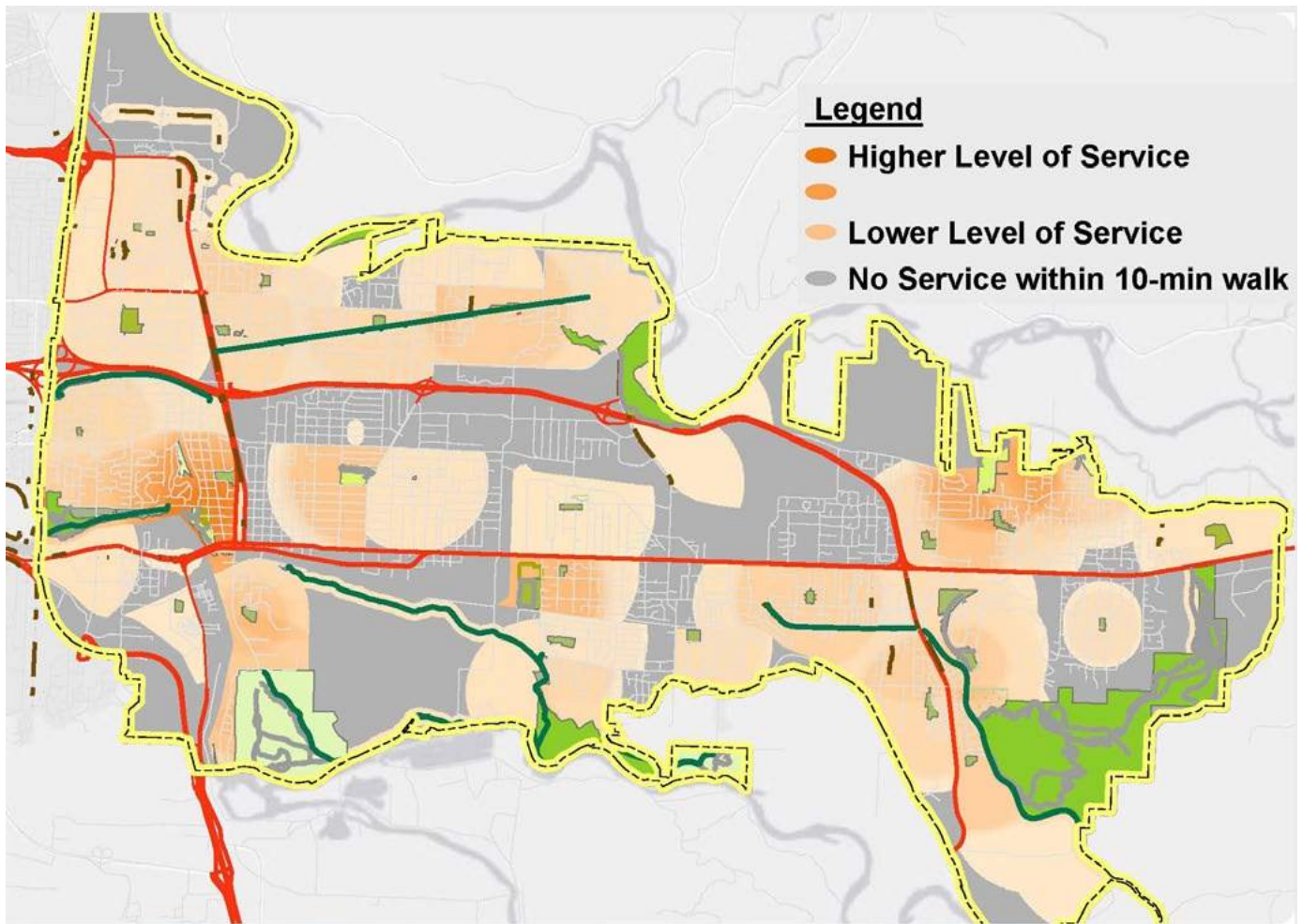


Figure 24: Walkable Access to Outdoor Recreation Opportunities

In general, this analysis shows a reasonable distribution of parks. The orange shading in the maps (Figures 24 and 25) allows for an understanding of LOS distribution and areas of concentration across the district. It should also be noted that while some of the gray areas in the map may be residential, many of the gray areas are industrial, commercial, or currently undeveloped and may not necessitate park access.

Figure 25 shows the high-value area near Island Park. Community members can access 41 components at seven parks, including the Willamalane Adult Activity Center, and a number of trails within the area defined by the dark red dashed-line.



Figure 25: High-Value Walk Area

Walkability Gap Analysis

The parks and their improvements will likely attract users from a walkable distance. The following map shows three levels of service in three separate colors. These levels, or colors, represent areas that provide an adequate or better level of service (purple), a low level of service (yellow), or no service (grey) within a walkable distance. Purple shaded areas indicate access to schools. Areas shown in yellow on the map can be considered areas of opportunity. Improving the service available in such areas may be possible by enhancing the quantity and quality of features in existing parks without acquiring new lands or developing new parks. Another option might be to mitigate pedestrian barriers in the immediate area to improve access to one or more park, trail, or natural area with additional user experiences available.

When combining the service levels with census data, the analysis indicates that parks are generally well placed and serves a higher population than land area. The district is well positioned, with over three-quarters (80%) of residents within walking distance to one or more outdoor recreation opportunities. One-quarter of residents live within a target score area. These are positive results and offer opportunities for improvement as well. The following chart displays the population percentages based on service levels. See Figure 26.

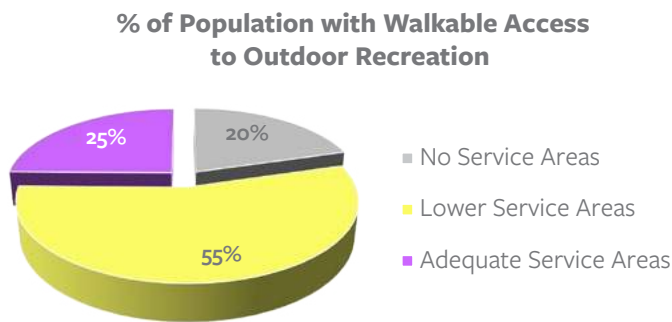


Figure 26: Percentage of Population with Walkable Access to Outdoor Recreation

Neighborhood (One-mile) Access to Outdoor Recreation

Neighborhood, or one-mile, access to recreation opportunities was also examined. A heat map (Figure 28) shows the results of this analysis, where darker gradient areas indicate higher quality recreation assets based on a one-mile service area. In general, the district has an excellent distribution of parks and facilities in terms of one-mile access. It is assumed that for most park users, access to a neighborhood park one mile from their residents will involve driving and therefore, barriers are not considered.

Neighborhood Gap Analysis

While 12% of the land area has limited one-mile access, nearly all residents (99%) have good access to outdoor recreation opportunities within one mile and meet the target score as discussed previously. These analyses are shown in the following charts. See Figure 27.

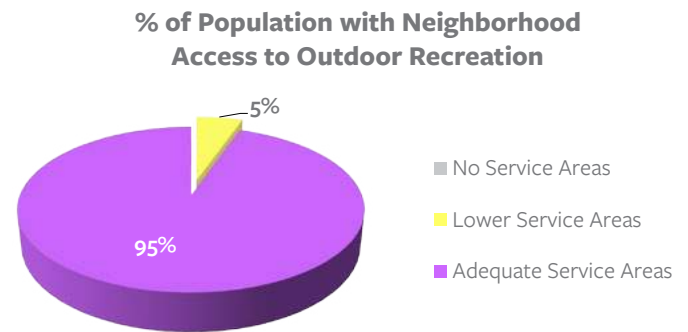


Figure 27: Percentage of Population with Neighborhood Access to Outdoor Recreation

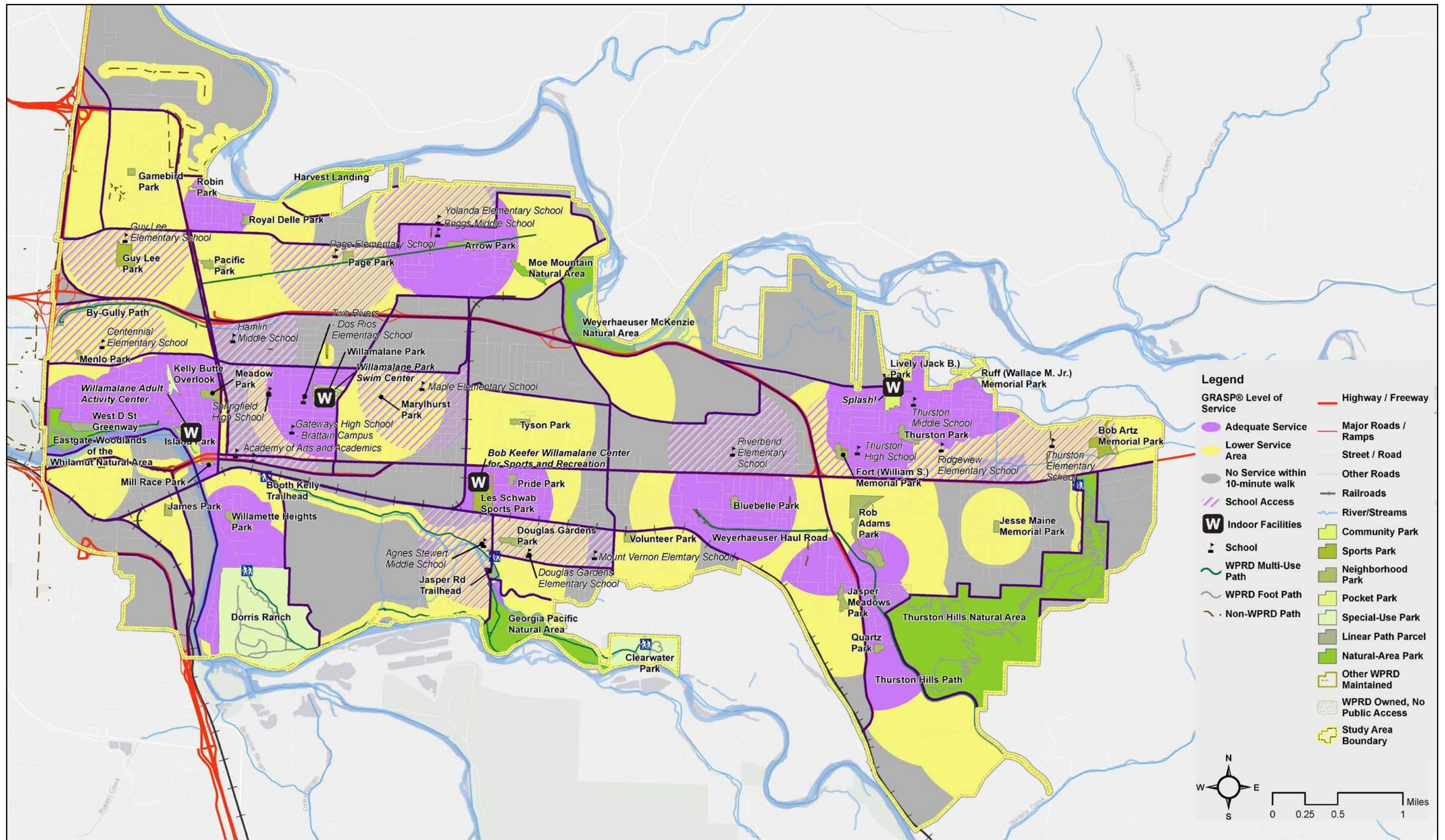


Figure 28: Walkable Service Area Analysis

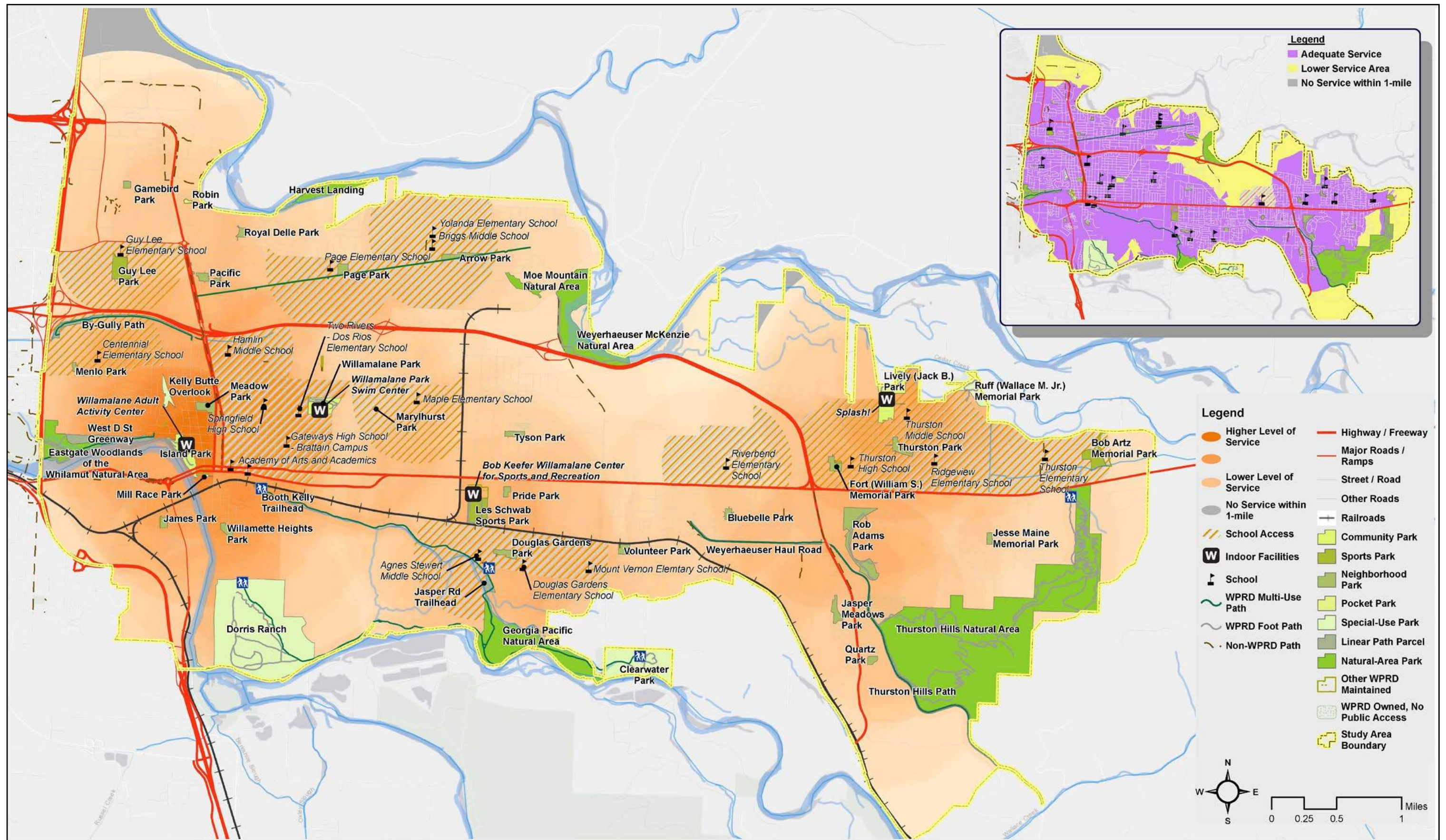


Figure 29: District Neighborhood Drivable (One-mile) Access to Outdoor Recreation



Overall Qualitative Observations

Qualitative observations based on park and facility visits include the following:

- A good standard of providing formal trailheads is evident.
- Park signage is standardized and displays consistent branding across the system.
- Playground replacement schedule is being implemented.
 - Newer playgrounds were recognized at Jasper Meadows, Bluebelle and Quartz Parks.
- Sport courts need updates to surfacing (basketball, tennis, etc.).
- More shelters seem appropriate to provide relief from weather.
- The system lacks a “signature park.”
- There seems to be a wide range of parks and offerings within the neighborhood park classification.

Additional Analysis

Similar-Size Agency Comparison

The district was compared to a national dataset consisting of 86 agencies, 5,632 parks, and over 31,000 components.



2 Parks

Top 100 of all Park Scores



4 Parks

Top 10% of all Park Scores

- Some parks, like Thurston Park, have nice settings with lots of mature trees.
- Some parks have several components while others have minimal recreation opportunities.

When comparing Willamalane to other agencies and parks in the dataset, four parks scored in the top 10% of all parks. Willamalane Park and Les Schwab Sports Park are in the top 430 parks out of more than 5,600 parks. Additional findings in these comparisons reveal

that the district is above the average of other similarly sized agencies in total number of parks. The district matches the average in components per capita and parks per capita.

=48

Total Locations

Frederick, MD - 85
Encinitas, CA - 63
Arlington Heights, IL - 57

Grand Junction, CO - 53
Georgetown, TX - 52
Tamarac, FL - 15

=4

Parks Per 1,000 People

Encinitas CA - 7
Grand Junction, CO - 5
Arlington Heights, IL - 5

Frederick, MD - 5
Georgetown, TX - 4
Tamarac, FL - 2

=0.7

Components Score
Per 1,000 Population

Frederick, MD - 1.1
Encinitas CA - 1.0
Arlington Heights, IL - 0.8

Grand Junction, CO - 0.8
Georgetown, TX - 0.7
Tamarac, FL - 0.2

Categories where Willamalane falls short of the comparable average are “components per park” and “average score per park.” These two categories are directly related. In addition, only 25% of the

population lives in a walkable 10-minute service area. This is well below the average of other agencies across the nation.

31

Average Score Per Location

Tamarac, FL - 42
Encinitas CA - 31
Arlington Heights, IL - 36

Grand Junction, CO - 34
Georgetown, TX - 31
Frederick, MD - 21

25%

% Walkable - Target

Frederick, MD - 79%
Arlington Heights, IL - 64%
Encinitas CA - 63%

Grand Junction, CO - 35%
Tamarac, FL - 27%
Georgetown, TX - 23%

5

Components Per Location

Tamarac, FL - 7
Encinitas CA - 7
Arlington Heights, IL - 6

Grand Junction, CO - 6
Georgetown, TX - 6
Frederick, MD - 4



Oregon Agency Comparison

Comparisons are also available for other agencies within Oregon (see Table 18 below). While populations are different among this group, when the following comparisons are adjusted for the population differences,

generally the district has fewer parks per capita, but more development (average number of components per site) in the parks than other agencies in Oregon.

City / Agency	Umatilla	Canby	Wilsonville	Corvallis	Willamalane PRD	North Clackamas	Tualatin Hills PRD	Average
Year	2020	2021	2017	2011	2020	2012	2018	-
Population	7,723	18,952	22,919	54,462	70,337	115,924	265,078	79,342
Population Density (Per Acre)	2.4	6.3	4.7	3.0	4.8	5.0	7.6	4.8
People per Park	644	824	1,091	1,009	1,465	1,246	982	1,037
Park per 1k People	1.6	1.2	0.9	1.0	0.7	0.8	1.0	1.0
Average # of Components per Site	6.4	3.0	8.4	5.7	5.2	3.2	3.3	5
Average Score/ Site	16.0	16.3	52.0	41.1	31.5	23.7	26.4	30
Components per Capita	10	4	8	6	4	3	3	5
GRASP® Index	24	20	48	41	21	19	27	28
% of Total Area w/ LOS >0	74%	98%	95%	93%	100%	97%	100%	94%
Average LOS per Acre Served	112	265	388	289	148	183	489	268
Average LOS / Population Density per Acre	47	42	82	96	31	36	65	57
% of Population with Walkable Access	62%	87%	67%	NA	25%	40%	72%	60%

Better than average
 Below average
 Neutral

Table 18: GRASP® Comparative Data (Oregon Agencies)

Capacity Analysis

Capacity analysis is a traditional tool for evaluating service levels. This analysis compares the ratio of components and the population. It projects future needs based on this ratio (e.g., as the population grows over time, components may need to be added to maintain the same proportion). Table 19 shows the current capacities and the projected need in 10 years. While there are no correct ratios, this table can be used in conjunction with input from focus groups, staff, and the public to determine if the current ratios are adequate. Based on growth projections, components highlighted as red should be added to maintain the same LOS.

The usefulness of this analysis depends on future residents' interests and behaviors and relies on the assumption that they will be the same as they are today. It also assumes that today's capacities are in line with needs. Table 19 (the capacities table) bases analysis on the number of assets without regard to distribution, quality, or functionality. Higher LOS is achieved only by adding components, regardless of the location, condition, or quality of those assets. In theory, the LOS combines location, quantity, and quality. This table should be used with discretion and in conjunction with the other analyses presented.



Table 20 illustrates agency performance benchmarks for many components. According to this NRPA Agency Performance Review, Willamalane meets or exceeds the median in all categories except tennis courts, youth diamond fields, and rectangular fields. It should be noted that the district does have eight half-court or practice basketball courts that likely fulfill the local need. The population would need to more than double to trigger development of another dog park or skate park based on these calculations.



	2022 Count	2022 Ratio per 1k Population	2022 Ratio per Component	Total Needed Based on 2035 Population	Add
Basketball Court	16	0.2	4,396	17	1
Basketball, Practice	10	0.1	7,034	11	1
Bike Course	2	0.03	35,169	2	0
Diamond Field	7	0.1	10,048	7	0
Diamond Field, Practice	7	0.1	10,048	7	0
Disc Golf	1	0.01	70,337	1	0
Dog Park	1	0.01	70,337	1	0
Educational Experience	6	0.1	11,723	6	0
Event Space	4	0.1	17,584	4	0
Fitness Area	1	0.01	70,337	1	0
Game Court	2	0.03	35,169	2	0
Garden, Community	3	0.04	23,446	3	0
Garden, Display	3	0.04	23,446	3	0
Historic Feature	2	0.03	35,169	2	0
Horseshoe Court	3	0.04	23,446	3	0
Loop Walk	17	0.2	4,137	18	1
Open Turf	31	0.4	2,269	33	2
Passive Node	7	0.1	10,048	7	0
Pickleball Court	8	0.1	8,792	9	1
Playground, All Sizes	26	0.4	2,705	28	2
Public Art	7	0.1	10,048	7	0
Rectangular Field, Large	4	0.1	17,584	4	0
Shelter, All Sizes	9	0.1	7,815	10	1
Skate Park	1	0.01	70,337	1	0
Tennis Court	8	0.1	8,792	9	1
Trailhead	5	0.1	14,067	5	0
Volleyball Court	3	0.04	23,446	3	0
Water Access, Developed	3	0.04	23,446	3	0
Water Access, General	6	0.1	11,723	6	0
Water, Open	10	0.1	7,034	11	1

Table 19: District Component Capacities Ratios

2022 NRPA Agency Performance Review: Park and Recreation Agency Performance Benchmarks						
Outdoor Park and Recreation Facilities						
Outdoor Facility		Agencies Offering this Facility	Median Number of Residents per Facility	Willamalane Current Quantity	Willamalane Residents per Facility	Need To Add To Meet NRPA Median
Playgrounds	Playgrounds	95%	3,807	26	2,705	(8)
Courts	Basketball courts	86%	8,477	16	4,396	(8)
	Tennis courts	78%	6,413	8	8,792	3
	Pickleball courts	18%	11,999	8	8,792	(2)
Diamond Fields	Diamond fields: baseball – youth	79%	8,095	7	10,048	2
	Diamond fields: softball fields – adult	65%	17,228			(3)
	Diamond fields: softball fields – youth	62%	11,688			(1)
	Diamond fields: baseball – adult	54%	25,097			(4)
Rectangular Fields	Rectangular fields: multipurpose	68%	13,151	4	17,584	1
	Rectangular fields: soccer field – youth	50%	8,224			5
	Rectangular fields: soccer field – adult	44%	16,231			0
	Rectangular fields: football field	35%	30,599			(2)
Dog Parks	Dog parks	67%	56,084	1	70,337	0
Skate Parks	Skate parks	39%	65,000	1	70,337	0
Community Gardens	Community gardens	51%	49,351	3	23,446	(2)
Comparison based on median for less than 50,000 to 99,999 population comparison						

Better than average Below average

Table 20: Outdoor Park and Recreation Facilities – Median Population Served Per Facility

7



Trails and Pathways Assessment

A key component of the planning effort is documenting the community's input on the existing and potential future trail network within Willamalane's boundaries and assessing existing access and user needs. Potential prioritization criteria for future trail improvements and a set of preliminary recommendations are included.

Access

Willamalane’s trail network currently includes 38.1 miles of trails available to a range of users. Table 21 highlights low, median, and upper quartiles (in miles) for typical trail systems serving similarly sized communities as Springfield. The district provides miles of trails at a rate comparable to other agencies around the country and over double the median miles of trails for similar sized communities.

Willamalane is part of a regional network of parks and open spaces in adjacent Eugene and outlying areas of Lane County. The regional vision for trails and connectivity is defined in the Rivers to Ridges Vision shown on the map in *Figure 30*. Willamalane has been an active partner in this effort since 2000.

Access to local amenities is generally evaluated within a quarter- or one-half mile radius of the resident’s home. *Figure 32* shows the accessibility of the existing trail network within a one-half mile of trail access points. It also shows that the trails in the network are

concentrated in the western and southern areas of the district, thus making access to the trail network disproportionate for Willamalane residents.

The quality of access to trails (e.g., length of consecutive trail available for recreation) is another important factor. *Figure 32* shows that many residential areas in the district have access to trails. Residents in the center and northwest areas have limited access to trails. *Figure 32* also indicates which trails are maintained by Willamalane as well as other accessible trails not managed by the district. The analysis shown in *Figure 32* shows accessibility of all trails in the district, regardless of whether they are managed by Willamalane. Trails shown in dark red are in areas with the best trail connectivity and continuity within the district, while areas in dark and light orange have relatively less access to the trail network. The map demonstrates a significant gap in trail access in the center of the district and lack of connectivity in northeast Springfield.

Willamalane Miles of Trail	National Recreation & Park Association (NRPA) Miles of Trails		
		All Agencies	Population 50,000 – 99,000
38.1	Median	14	14
	Lower Quartile	5	7
	Upper Quartile	39	29
	Miles of trails in 2022 includes those from the following GIS data: Willamalane multi-use paths and foot paths, “formal trails,” Thurston Hills Natural Area Phase II, and non-Willamalane multi-use paths within the Springfield UGB.		

Table 21: Willamalane Miles of Trails



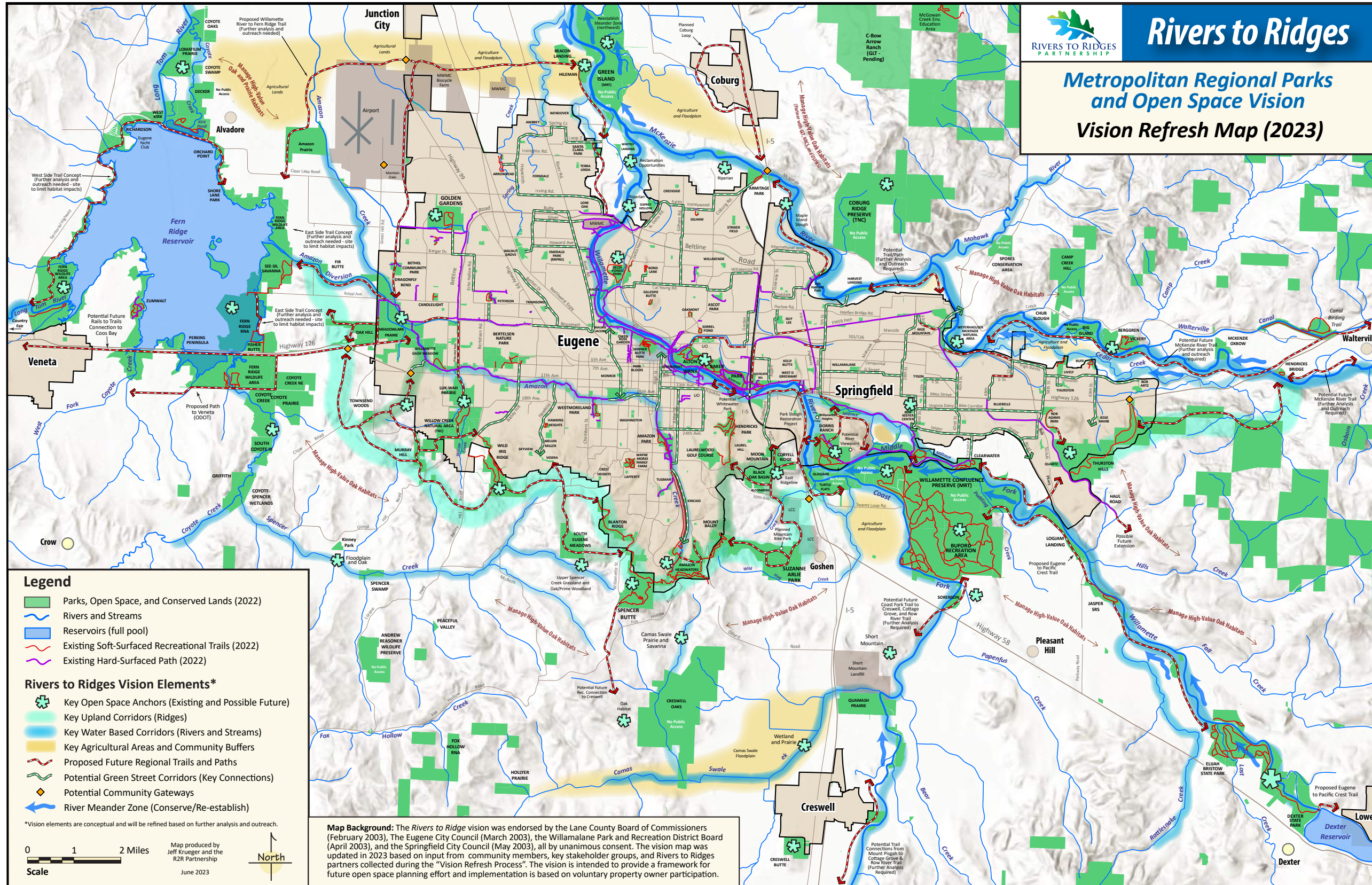


Figure 30: Regional Trails, Rivers to Ridges, 2023

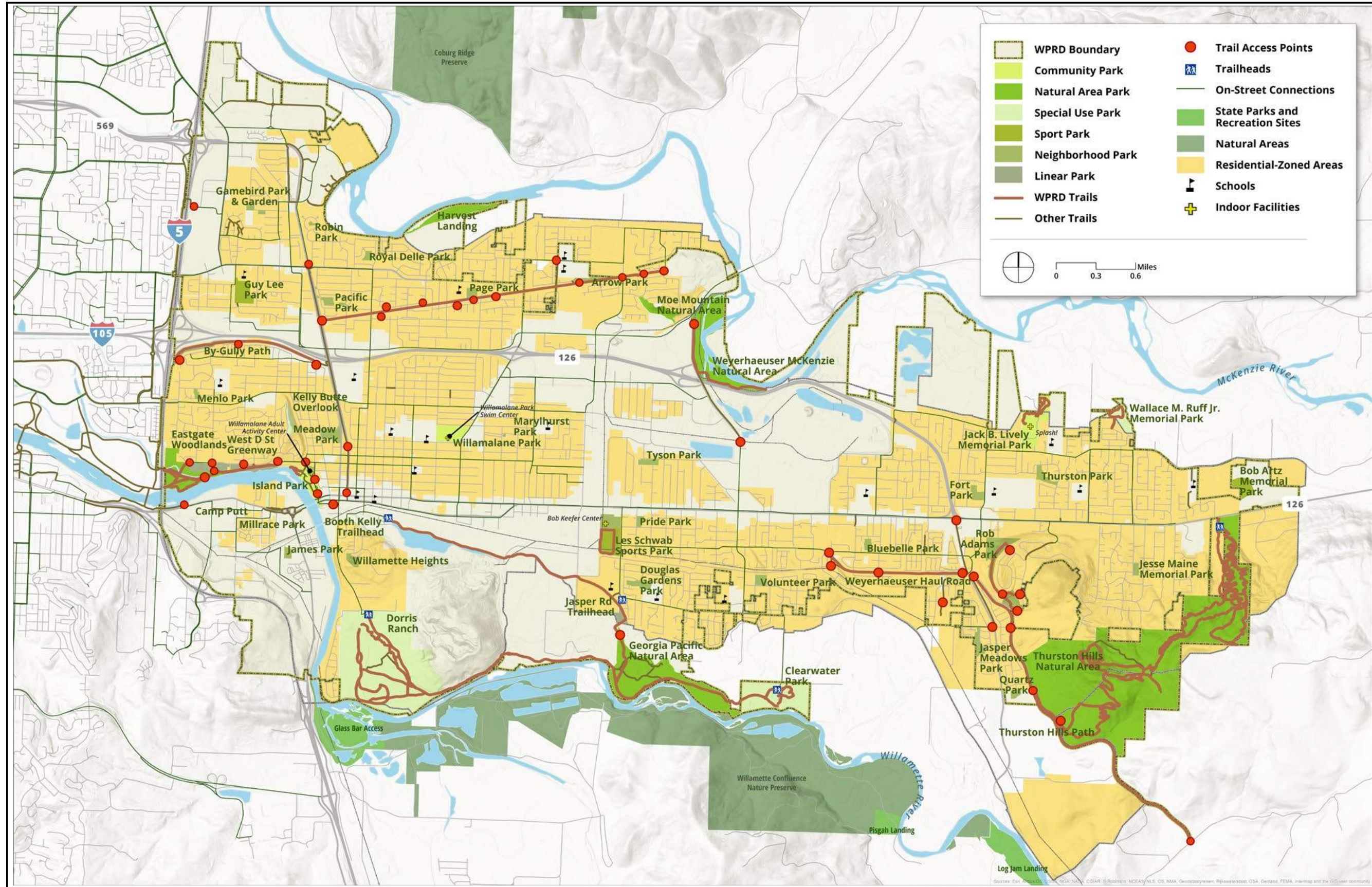


Figure 31: Willamalane Trail System

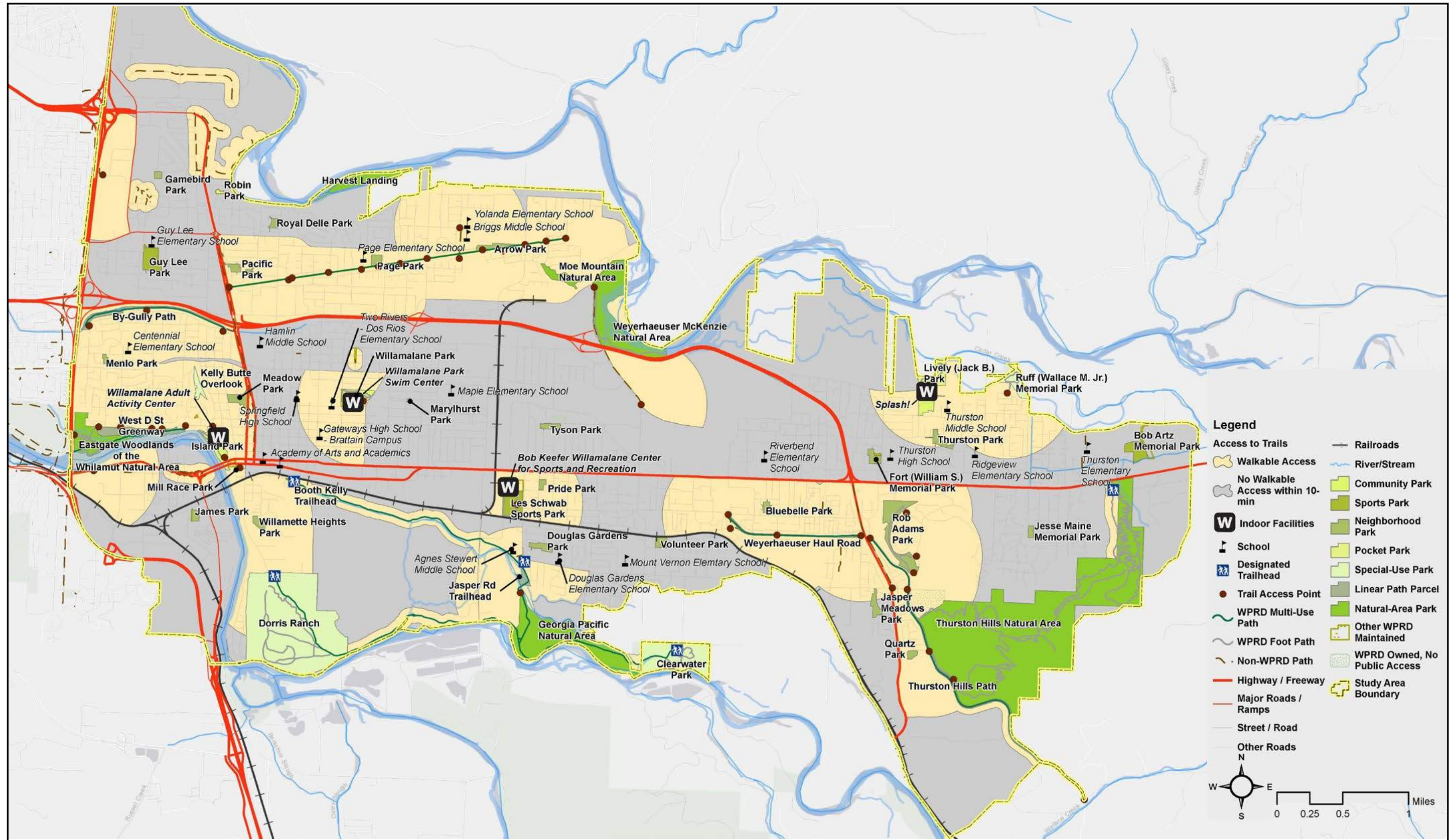


Figure 32: Springfield Areas Within One-Half Mile Service Area to Trail Access Point

Public Engagement—Trails Use and Desires

As part of the community engagement for the comprehensive planning effort, Willamalane hosted focus groups, distributed community surveys, and conducted stakeholder interviews. A priority for Willamalane throughout this process was to obtain input from a broad demographic across the entire district to better understand needs across the numerous communities. Input was gathered from the Springfield Bicycle and Pedestrian Committee (BPAC), City of Springfield staff, and a targeted focus group to further clarify trail needs. Participants included Rivers to Ridges and Lane County Transportation staff (to best understand the regional vision), members representing the Latinx and tribal communities, and those attending a targeted focus group specifically dedicated to accessibility and inclusion discussion. A targeted focus group to gather teen input suggested hiking opportunities were a top recreation interest. Input was used to shape and define this and other sections of the plan.

While some nuances exist in terms of user desires among the various communities throughout the district, needs assessment survey results indicated that a predominant majority feel that the most important needs within the district are more trails and bike paths.⁴ This does not suggest that the trails network is not meeting the needs of the community. In fact, a substantial majority of survey respondents use recreation trails and paths at least once a month, while nearly half of respondents use them weekly or daily. Three priorities were identified that the community feels would help improve the existing network:

- More soft-surface hiking trails in scenic settings
- Improved connectivity between existing trails
- More accessible walking trails

Previous Trail Planning Efforts

This plan recognizes the various trail planning efforts that have occurred in the past as well as those currently ongoing. Goals, policies, strategies, and actions were analyzed to gain a broad perspective of district-wide efforts and to assist in developing goals and strategies for this plan. The intention is to help ensure consistency between plans and foster collaboration between the various jurisdictions involved in trail planning within and

adjacent to Willamalane’s boundaries. The following plans were just a few of the documents reviewed:

- Rivers to Ridges Vision (2003 & 2023)
- Willamalane Park and Recreation Comprehensive Plan (2012)
- Lane County Sea to Summit Parks & Open Space Master Plan (2018)
- City of Springfield 2035 Transportation System Plan (2020)
- Lane County Bicycle Master Plan (2022)

Oregon’s Statewide Comprehensive Outdoor Recreation Plan (SCORP) adds additional perspective on prioritizing trails both regionally and within the county.

Since the completion of Willamalane’s last comprehensive plan in 2012, the district has prioritized trail improvements that met goals and strategies identified in the plan. These improvements include: a new soft-surface trail system at Thurston Hills Natural Area for hiking and mountain biking (10 miles), completion of the Middle Fork Path providing a paved multi-use corridor along the Willamette River to Dorris Ranch (final mile-long section of the four-mile path), and construction of the Mill Race Path which provides paved multi-use path connection from downtown Springfield to the center of the Middle Fork Path along the Willamette River (three-miles). In addition, the paved Weyerhaeuser Haul Road (four-miles) is now open to the public for use and portions of this trail have been improved. See [Section 9](#) for goals, strategies, and action items that include trails and pathways.

Level of Service Comparisons

Using Bend, OR, Olympia, WA, and Missoula, MT as peer communities, the combined miles of trail provided per 1,000 residents averages to 0.374. A service level of 0.645 miles per 1,000 residents presents the highest ratio of miles of trails compared to residents among the three communities. Willamalane compares favorably by achieving a ratio of 0.545 miles per 1,000 residents. Willamalane is not proposing a LOS standard for trails to guide expansion in this plan. Future growth and expansion of the trail system will be determined based on the need for improved access, greater connectivity, and the community’s desire for additional trail opportunities.

⁴ When asked to assign a level of importance for future improvements, 69% of statistically valid survey respondents rated trails and bike paths either a “4” or “5” on a scale of 1 – 5; 5 being very important and 1 not important.

Trail Users

Willamalane recognizes that there are a range of trail users, and the plan development process attempted to reach existing and potential user types for consideration in priorities for future trail projects. At a high level, and as identified during the public engagement process, potential trail users include walkers/runners, hikers, bicyclists, mountain bikers, and equestrians.

Challenges

While Willamalane's trail network continues to evolve, understanding shortcomings will help to ensure that the community's needs are met. Public feedback throughout the plan development process provided a window into these challenges, which have been categorized under five themes: connectivity, access, safety and comfort, overcrowding, and trail variety.

Connectivity

Through observing the trails map and quantifying the miles of trails throughout the district, the trails network presents many strengths and opportunities. However, one key challenge of the network is connectivity. Addressing gaps identified within the current system could improve user experiences through better interconnected trails throughout the area. Further, the same can be said for connectivity to the regional network and those trails that lie beyond Willamalane's boundaries, such as those that provide routes into Eugene or those between east Springfield and Thurston Hills, for example.

Access

Access is a key issue that has a significant impact on usage, equity, and user experience. As described in the section above, accessibility to Willamalane trails varies across the district. Some neighborhoods contain greater levels of access due to proximity, trailheads, and other features that make using the trails easier for some than others.

In addition to proximity, access also includes consideration for a range of users with varying abilities. While the community is generally satisfied with the opportunities available, many are concerned that maintenance, upgrades, and additions should afford greater access for users of all ages and abilities, including those with needs identified in the Americans with Disabilities Act.



Safety and Comfort

Another theme that emerged from community feedback involved the perceived safety and comfort of the trail network. The COVID-19 pandemic led many more people to get outside and explore the outdoors, particularly in their local environments. As such, the trail network saw an increase and greater diversity of users. One area of concern is the safety and comfort of bicyclists versus users on foot or other slower moving modes. Friction occurs when these higher-speed users interact with slower users in close proximity, causing some level of discomfort for each. Community members have suggested that more designated, separated facilities for different users are needed in high traffic areas. This includes both the open space trails network and the on-street walking and biking network.

Another area of concern involves the lack of amenities along Willamalane's trails network. The amenities mentioned each contribute to user experience and are intended to enhance the experience and attract a greater diversity of users. The requested amenities include:

- Designated bike parking
- Signage and wayfinding
- Path and trail lighting
- Additional shade
- Restrooms
- Regularly spaced benches
- E-bike/e-scooter charging stations



Finally, maintenance was a significant concern across the district. While it has an impact on user experience, maintenance also has implications on user safety. All demographics and age groups that participated in the needs assessment survey highlighted a desire for enhanced maintenance, making it a key priority in this planning effort.

Overcrowding

Over the past few years and particularly during the height of the COVID-19 pandemic, hiking activities have risen in popularity, drawing more visitors to trails with scenic vistas, especially near populated areas. Willamalane is fortunate to have a rich natural environment for community members to enjoy; however, with limited accessible scenic vistas, concern has arisen regarding potential overcrowding at regional overlooks. Community members have suggested that providing access to additional scenic points could help to reduce these impacts. Within Willamalane's boundaries, Springfield Butte and Vitus Butte are two examples of locations that could offer alternatives and help to spread out users between regional overlooks in the future.

Trails Variety

The access section discusses the desire for a wider demographic of user types to be able to utilize Willamalane's extensive trails network. A potential solution would be to provide a greater diversity of trails that provide a larger array of options for different users. The

mountain bike community, for example, cited a need for additional trails for beginners and those new to mountain biking who may find the existing network too advanced or technical. Another user group that expressed a need are equestrian users. Equestrian accessible trails largely exist beyond Willamalane's boundaries, and the key is to provide access points that offer connectivity from the district. While these two user groups are more niche, they speak to the popularity of Willamalane's trails network and the varying types of users.

Project Prioritization

The criteria for prioritizing new trails (or extending connections for existing trails) within Willamalane's trail network is derived from both regional planning efforts and the community input referenced in the engagement section. The community engagement efforts completed for the comprehensive planning process revealed the following community priorities for trails: soft-surface hiking trails in scenic settings, connectivity between existing trails, and accessible walking trails. These were also among the overall top priorities for the plan (see [Section 9](#)). The recommendations listed below provide proposed criteria for evaluating progress in future development of the trail network according to these priorities. It also provides general recommendations for improvements to Willamalane's trail network in order to meet the comprehensive plan goals.

Evaluative Criteria for Project Prioritization

Criteria can be helpful to prioritize future trail and pathway projects. The following provide options for such criteria:

- Soft-surface hiking trails in scenic settings
 - Identify scenic locations within district boundaries
 - Measure miles of soft-surface hiking trails (existing and planned)
 - Connectivity between existing trails in areas where off-street connections are missing in the trail network
 - Priority connections should be in areas where users are less likely to own a car and where alternative routes via walking or biking are not available.
 - Accessible walking trails
 - Define accessibility (if beyond requirements for ADA)
 - Track quantity (through miles of trails and consecutive trail mileage) of accessible trails available in the district.
 - Miles of trails per 1,000 residents
 - Apply equity criteria (population impacted, household income, diversity, and crime index). See Appendix 8.
-
- ## Key Findings
- Incorporate recommendations from the Rivers to Ridges Vision Update, particularly where it overlaps with Willamalane's key priorities.
 - When developing new trails or repairing existing trails, try to include desired amenities, such as designated bike parking, signage and wayfinding, trail lighting, shade, restrooms, places for rest such as benches, and e-bike/e-scooter charging stations.
 - Identify highest use trails where friction exists between user types (e.g., bicyclists and pedestrians). Consider creating separated facilities along these segments.
 - *Figure 32* identifies underserved areas in central Springfield and in the Thurston area. Potential solutions may be (1) an extension of the The By-Gully Path across Pioneer Parkway to central Springfield and (2) an extension of the Levee Path east along the McKenzie River, connecting to Game Farm Road. North Thurston (NE Springfield) has no connectivity into the western parts of Springfield.
 - There is a gap in the network between Island Park and Booth Kelly Trailhead, between the EWEB Path and the Levee Path, between the Levee Path and Thurston, between the By-Gully Path and Eastgate Woodlands.
 - There is a desire for additional access points to the Middle Fork Path trail network. Major barriers within the region limit bike and pedestrian connectivity. Willamalane should work with partners to reduce barriers by creating safe crossings to: Highway 126, railroads, Main Street, 29th St., and 42nd St. Industrial land in central Springfield also serves as a significant east/west barrier.
 - There is a demand for trail access to and along the McKenzie River.
 - Look for opportunities to connect to trails or other recreational opportunities outside of the district boundary (i.e., to Armitage Park, Coburg, over Hayden Bridge, to BLM land, to Howard Buford Recreation Area, to future Glenwood riverfront, and to Wallace Creek Road.)
 - There is demand for additional trailhead and access points to Thurston Hills Natural Area.

8



Delivery of Services

This section includes key findings from assessments of Willamalane’s organizational and financial practices, its recreation delivery system, and park maintenance and operations practices, the full content of which can be found in Appendix 1. Also included in this section are assessments of external communication and Willamalane’s approach to DEI and facilitation of a sense of belonging. Key findings from each assessment are presented in this section.

Key Findings: Organizational and Financial Analysis

The purpose of this analysis is to carefully review the district’s investment in parks and recreation services by looking at staffing and finances. The analysis included review of financial records made available by Willamalane staff. COVID-19 was considered as the pandemic skewed the historical review of the district’s staffing, finances, and program participation. As a result, data from pre-pandemic in 2019 was included (and sometimes prioritized) in the analysis.

The analysis is found in Appendix 9, the key findings are provided below:

- Intermittent facility closures and decreased service delivery have resulted from a lack of frontline staff and inability to recruit candidates. Some of this may persist from the COVID-19 pandemic.
- Willamalane invests an appropriate amount of tax support in delivering parks and recreation services in comparison to what a typical parks and recreation agency serving a population of similar size to that of the district.
- Willamalane’s cost recovery demonstrates a high functioning parks and recreation agency. The application of its resource allocation philosophy drives budget and programming decisions.
- A significant number of Willamalane residents (69%) may support bond measures for specific projects.
- Many alternative methods of financing and efficiencies that reduce funding needs for parks and recreation agencies are available to Willamalane.
- Willamalane’s current System Development Charge (SDC) methodology needs to be updated.
- Willamalane’s distribution of positions suggests that the district is understaffed in park maintenance and has above average staffing in recreation delivery.



Key Findings: Recreation Assessment

The analysis of Willamalane’s recreation programming is intended to assess the effectiveness of the district’s provision of community recreation facilities and programs. The general overview considered programs and services based on staff interviews, community engagement findings, the needs assessment survey, and Willamalane’s Recreation Program Plan 2022 – 2024. This plan includes goals for each functional area of the Recreation Services Division (Appendix 9). To accurately assess the recreation program, pre-pandemic data (2018-19) was used in some instances. Current data was used for areas where the pandemic was less impactful. The full assessment is in Appendix 9. Key findings are as follows:

- Survey data demonstrates that the overall community recreation needs of district residents are being met. A variety of recreation activities were identified in the engagement process and needs assessment survey. Some examples of proposed activities include: community farmers markets, inclusive programs, enrichment classes, art programs, and martial arts, and special events.
- The community Willamalane serves is becoming more diverse. The district can understand and meet the community’s changing needs by partnering with agencies or community organizations, conducting continual and meaningful engagement, and implementing the district’s DEI Strategic Action Plan.
- Gaps exist in adult (20 – 54) and older adult (55 – 85+) programming. The adult population makes up 46% of district residents and older adults make up 30%, but only 23% of enrichment programs (combined) target these age groups that make up 35% of program registrations. As community members continue to age, an increasing need for additional programming to meet the needs of older adults is anticipated. Most programs take place at the Adult Activity Center, which is already near capacity in regard to programming space. Additional space to expand programming capacity will be needed.
- Adult athletic events are in high demand, and Willamalane does not currently offer this type of programming. An athletic field demand study could help clarify the possible need for additional artificial turf fields to support adult programming and other potential use.
- Hiring and retaining aquatics staff has become very challenging due to the job market. While Willamalane has done a very good job attempting to address this issue, staff shortages have nevertheless caused temporary facility closures—largely due to fluctuating availability and retention of lifeguards. Opportunities to partner with other local aquatic facilities (sharing staff that have limited hours by policy) may assist with this challenge.
- While Willamalane does a good job surveying program participants, additional performance measures reported on a quarterly basis may help the Recreation Services Division become more flexible in changing program opportunities as needed. Specific performance measure examples are in Appendix 9.
- Staff carefully monitor program lifecycles.
- As shown in the organizational and financial analysis sections of the plan ([section 8](#)), Willamalane’s financial and staffing investment in recreation is similar in comparison to other parks and recreation agencies serving similar populations across the United States.
- Willamalane currently offers programs and activities at all hours, but is not able to meet the full extent of the community’s needs during peak hours (evenings and weekends) due to lack of programable space and staffing.
- Willamalane has many partnerships that add great value to the Springfield community.
- A significant amount of program registration comes from out-of-district residents (30%). A district “buy-in” membership may help ensure district residents are not subsidizing out-of-district residents. This is an opportunity afforded to out-of-district residents that would allow them in-district status and fees, after purchasing this status, annually.

Key Findings: Maintenance and Operations Assessment

The assessment of park maintenance and operation practices is intended to assist Willamalane with providing safe, clean, and vibrant parks, trails, and open spaces. The evaluation, analysis, and resulting recommendations identify efficiencies and opportunities to help Willamalane meet its current and future maintenance and operational objectives.

This evaluation of maintenance and operations practices recognizes many of the same topics identified in the public input process and needs assessment survey. Overall, the need for greater resources – particularly additional staffing – has been identified as a key priority area.

The full maintenance and operations assessment is located in Appendix 9. Key findings are presented below.

- Park maintenance is sufficient to meet community needs. However, while poor maintenance is not identified as impacting participation, there is a public desire for a higher level of standard and care.
- Space at the Park Services Center is limited and requires expansion of office space, storage, vehicle parking, and staging areas to accommodate current staffing and maintenance levels. The need for space will become even more essential to accommodate additional staff recommended in this assessment.
- Willamalane recognizes the importance of an asset management program related to maintenance workload planning and equipment replacement. A full equipment risk assessment may greatly assist the district to further prioritize equipment replacement.
- Seasonal staffing related to athletic field maintenance was reduced during the COVID-19 pandemic and has not been restored.
- Willamalane’s investment in park maintenance is below the national median for typical agencies of similar size. Focus areas may include fully funding operations and maintenance for new park development when new parks are approved, and incrementally increasing funding and staffing levels closer to the typical national median.
- Willamalane could create neighborhood-based volunteer groups (e.g., Friends of Ruff Park) to assist with project work and to provide stewardship of the spaces.
- A pipeline to provide seasonal employees with opportunities for full-time positions may assist the district to fill seasonal vacancies.
- Additional park rangers may help to keep the parks safer, and also reduce maintenance and operations costs by deterring vandalism and nuisance behaviors.
- Willamalane’s maintenance manual is an exceptional resource, clearly defining standards for maintenance of park components and amenities.



Key Findings: Natural Resources

Natural resource parkland saw the largest increase in acreage of any of the park classification types since 2012. This growth was in response to public demand and one of the biggest identified goals within the 2012 comprehensive plan update. To understand how the district is responding to this change, a focused effort was made to look at opportunities and constraints for the planning and management of district natural areas. Feedback relating to natural areas was gathered through the public survey, staff meetings, the maintenance and operation assessment, and a focused discussion with regional partners and technical experts. Key findings are as follows:

- With a significant inventory of 920 acres of natural areas to maintain and operate, two FTE appear insufficient to provide long-term sustainable maintenance practices.
- The natural areas management budget is insufficient to adequately maintain and manage natural areas in a long-term and sustainable manner.
- Natural resource staff could be further supported through cross-training maintenance staff, community partnerships, and continuing to expand use of volunteer work groups.
- The department is very effective at obtaining grant funds. These funding sources are limited in the types of work they support.
- The district has a broad range of active partnerships that have been an effective tool for implementing projects.
- Dramatic growth has made it hard for staff to proactively plan for and make continuous progress on restoration efforts.
- There is opportunity for more education and storytelling about work being done within the natural areas.
- There is a need for trail maintenance expertise to assist with monitoring, maintaining, and building additional trails within natural areas.
- There is an opportunity to increase the use of prescribed fire and other culturally appropriate management techniques.

- The Natural Areas Management Plan is outdated and needs to be updated to serve as a more useful guide for the Natural Resources department.
- Willamalane has the opportunity to influence a number of priority projects for the region, such as: urban stormwater/green infrastructure projects, protecting riparian & floodplain areas (including Island Park Slough and Cedar Creek), expanding urban forests, and oak and prairie habitat restoration.

Key Findings: Communication

Willamalane places a high priority on effective communication within the responsibilities of the district's Community Engagement department. The department has seven focus areas as documented in Willamalane's Community Engagement Strategic Plan, completed in 2022. The plan identifies priority projects and illustrates key responsibilities and focus areas.

- » Serving as a strategic partner for the district
- » Facilitating community connection
- » Helping to ensure brand consistency
- » Advocating for an exceptional patron experience
- » Marketing
- » Public relations and communication
- » Legislative affairs

During the engagement process and from the needs assessment survey, communication with the public scored as excellent, but communication with residents who do not already use parks, facilities, or programs has room for improvement. The analysis is taken primarily from the survey and feedback from targeted public engagement efforts that should be considered in order to improve communication in particular with marginalized groups within the community. These included meetings with representatives from the Latinx and tribal communities, and advocates representing individuals with disabilities.

Communication Effectiveness

The needs assessment’s random invitation survey demonstrated that 27% of residents did not feel communication was effective, although the open-link survey suggested only 15% thought communication was not effective. This is most likely because the open-link survey is more apt to capture program users. Overall, only 18% of survey respondents thought communication was not effective as shown in Figure 33 below.

There is some room for improvement regarding Willamalane’s communication about parks and recreation opportunities. The average rating for the Invite sample is 3.3 on a scale of 1-5, with 5 being “very effective”. The open-link rated effectiveness of communication slightly higher, with an average score of 3.6.

How effective is Willamalane at communicating with you about parks, recreation facilities, and services?

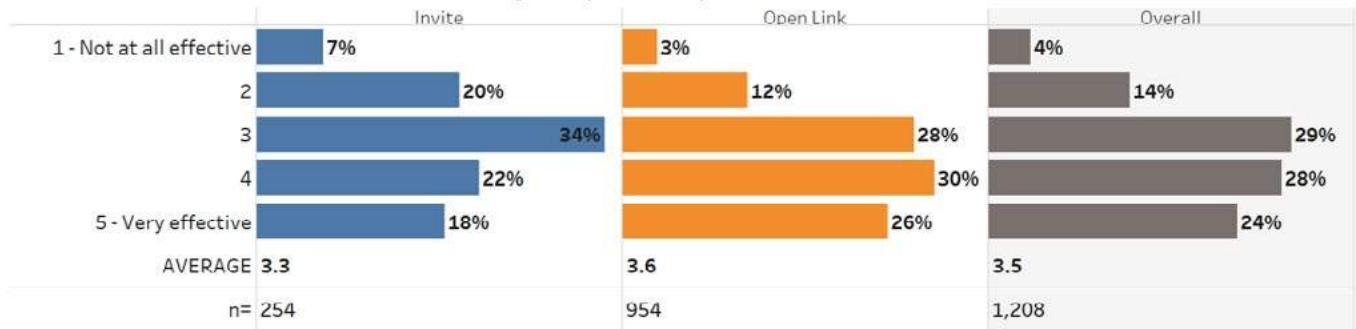


Figure 33: Communication Effectiveness

It is helpful to compare how residents currently receive information from the district with their preferences for methods of receiving information as shown in Table 22 below. Percentages sum to greater than 100% because respondents selected multiple communication opportunities.

	Current Communication Method	Preferred Communication Method
Direct Mail	63%	69%
Word of Mouth	38%	12%
Willamalane’s Website	32%	31%
Email	31%	64%
Social Media	13%	26%

Table 22: Current and Preferred Communication Methods



It may also be helpful to look at age groups in the district and the manner different generations desire to receive information as shown in Figure 34.

Preferred Communication Methods By Age of the Invite Sample

How respondents prefer to receive information was more varied across age categories, with younger respondents preferring email over direct mail.

How do you prefer to receive information about parks, recreation facilities, and services? (Select up to 3)

	Overall	Under 35	35-44	45-54	55-64	65-74	75 or over
Direct mail	69%	61%	70%	65%	88%	75%	69%
Email	64%	82%	79%	51%	48%	47%	42%
The Willamalane website	31%	26%	32%	45%	20%	44%	19%
Social media	26%	30%	24%	40%	24%	12%	5%
Local media (e.g., TV, radio, newspaper)	25%	21%	26%	18%	30%	23%	45%
Printed publications (guides, booklets, annual reports)	18%	12%	16%	19%	27%	21%	27%
Flyers/posters at businesses	14%	21%	11%	11%	12%	2%	21%
Word of mouth	12%	14%	1%	15%	2%	24%	21%
Marketing materials at parks	9%	18%	5%	2%	8%	7%	2%
From staff at Willamalane parks and/or facilities	8%	6%	7%	18%	4%	1%	17%
Marketing materials at recreation facilities	5%	6%	1%	3%	4%	10%	5%
School email/newsletter	5%	2%	14%	7%	4%		
n=	234	37	45	37	36	50	25

Figure 34: Preferred Communication Methods by Age of the Invite Sample



Key Findings:

- The district does an excellent job communicating with community members, especially those who are current users.
- There is room to improve communication with non-users.
- Increased use of social media as a communication channel is an opportunity.
- “Word of mouth” is effective, but is not a preferred method of communication.

Diversity, Equity, Inclusion, and a Sense of Belonging (DEI)

DEI Initiatives and Priorities

Willamalane’s population continues to become more diverse, is growing older, and includes a significant number of individuals with disabilities (5% more by population than the state of Oregon). To respond to this, Willamalane is making diversity, equity, inclusion and belonging a top priority for the district. In 2021, Willamalane adopted a DEI Strategic Action Plan that guides the district’s approach to diversity, equity, and inclusion.

The district’s plan identifies goals that represent a three-to-five-year, comprehensive approach to DEI. The approach is intended to go beyond completing lists of tasks, instead it attempts to foster a true sense of belonging for everyone Willamalane currently serves, including staff. The plan identified nine goals and included action items directly applicable to this planning effort. See Appendix 9 for the DEI Strategic Action Plan. The spirit of these initiatives came forward in both the engagement process and in the needs assessment survey.

- » **Develop a support system for DEI initiatives**
- » **Demonstrate leadership and staff commitment and accountability**
- » **Design a cohesive and inclusive work culture**
- » **Help ensure recruitment, hiring practices, selection, and promotion processes encouraging DEI**
- » **Create and implement policies and procedures that are socially responsible for staff, stakeholders, patrons, participants, and vendors**
- » **Engage marginalized communities**
- » **Support departmental DEI efforts**
- » **Provide reasonable accommodations in the workplace**

Meeting The Needs of All Community Members

Community engagement efforts identified key issues Willamalane can address to increase and strengthen relationships with marginalized groups within the community.

- Encouraging DEI and a sense of belonging is of the utmost importance to the community (both internally within the agency and external facing to the community).
- There is a lack of equity in the LOS for parkland. GIS analysis showed a strong correlation between parks that scored better and higher household incomes, as well as lower crime rates and lower population diversity. This means that residential areas with low-income households, higher rates of diversity and that experience higher rates of crime are receiving lower levels of service in regard to parks and open space.
- The district is becoming more diverse. Latinx populations are trending upward from 11.3% in 2010 to ~17% in 2026.
- There is demand for bilingual (Spanish) classes and programs, especially relating to arts, culture, and fitness.
- A greater relationship, connection, and access to community space and programming is desired by the American Indian and Alaska Native communities.
- There is a need for bilingual staff at the customer service desks or answering phones to reduce communication barriers.
- As Springfield’s Latinx population continues to grow, Willamalane may best meet their needs by continuing to utilize purposeful outreach methods and fully implement the district’s DEI Strategic Action Plan.
- Providing more stipends/scholarships for programs can increase diverse communities’ participation in programs and activities. Marketing these opportunities to diverse audiences can also increase awareness of these opportunities.
- There is a desire for more bilingual information in parks and facilities both to promote a sense of belonging and to increase awareness of Willamalane’s offerings.



Inclusion Services and Adaptive Recreation

One in five district residents report some form of disability. Willamalane currently responds to this need through accommodation requests, which can be completed online. Currently, the district does not provide staffed inclusion assistant or aide positions.

Willamalane has very few specialized recreation programs. The current approach is to make Willamalane's recreation programs as inclusive as possible and practical for a wide range of participants.

Members of the topic-specific focus group suggested the following areas of focus for inclusion services.

- Continue to provide accommodations to youth with disabilities.
- Continue to address mobility needs, including those individuals who are visually challenged.
- Continue to offer scholarships and other means to help ensure an equitable fee structure for individuals with disabilities.
- Inclusion services (program participation) should remain free to both participants and support workers.
- Continue to improve accessibility in parks (per ADA Transition Plan), specifically playgrounds and consider fencing inclusive playgrounds.
- Provide interpretive signage on trails or at trailheads and online to reflect the anticipated trail experience (easy, intermediate, difficult), and to indicate conditions such as rough, steep, and declining slopes and potential barriers.
- Consider the addition of hex boards in playgrounds with communication tools.

9



Moving the District Forward

Based on the research in this plan, goals, strategies and prioritized action items are provided to guide the district for the next 10-20 years.

Key Findings, Goals, Strategies, and Actions

This section of the plan describes key findings identified during the planning process and goals, strategies, and actions to both address the key issues and position the district for future growth over the next 20 years. The goals, strategies and actions are organized into nine categories that both reflect the 2012 comprehensive plan and the changing community.

This section is organized as follows:

- Key findings identified during the planning process
- Comprehensive plan goals
- Strategies and actions with implementation timeline
- Map of 2023 proposed park improvements
- 2023 comprehensive plan projects list with operating and capital costs

Key Findings

Key findings were identified throughout the project and are reflected in a matrix document shown in Appendix 10. The document shows where the findings were identified, both in qualitative and quantitative data points.

The following key findings align with the goals identified in the plan:

CHANGES TO THE COMMUNITY

- Springfield’s population is expected to experience modest population growth in the next 10 years and is growing older. The median age of district residents is projected to increase from 34.6 in 2010 to 38.6 in 2026.
- The percent of adults 55+ is projected to increase from 25% in 2010 to 31% by 2026.
- The number of younger community members (ages 0 – 14) is trending downward, but is projected to become stable within the next five years.
- A significant percentage of district residents (18%) lives below the poverty level.
- Almost one in five district residents have a disability, which is greater than the state of Oregon (See [section 3](#)).
- Obesity affects the lives and health of 29% of the community. Willamalane is in a unique position to make a positive impact on the community’s health.



Parks and Natural Areas

- The district does not have an inventory of undeveloped land and should place a priority on future acquisition to not fall behind current service levels.
- There has been significant growth in natural areas, from 186 acres of natural area and no dedicated natural resource staff in 2012 to over 900 acres of natural areas and two full-time staff dedicated to planning and managing these areas.
- Thirty-two percent of community residents have walkable access to a park within a 10-minute walk; 45% have some access but not an adequate amount, and 23% lack access. Various perceived and actual barriers may be limiting walkable access.
- Overall, 289.70 acres will be needed to maintain current standard of LOS by 2035.
- The LOS can be greatly impacted by adding or improving additional components/amenities in parks—particularly restrooms, courts, shelters, shade, etc. Fewer than half of survey respondents feel their park amenity needs are met.
- Park maintenance is more frequently reactive than proactive at times due, in part, to staffing needs both in approved positions and ability to recruit qualified applicants.
- A majority of community members favor both taking care of existing assets and expanding the park system.
- Many playgrounds use engineered playground chips, which meet ADA requirements but provide limited inclusive opportunities in terms of accessibility.
- Athletic fields are well used. Expanded capacity could be gained with additional artificial turf fields.
- Natural areas are important to the community, and there are unique opportunities to acquire and preserve additional parkland for this purpose.
- Almost everyone lives within a one-mile drive to parks with outdoor recreation components.
- Restrooms at parks are a top priority—permanent restrooms rather than portable restrooms as well.



- Region-based park maintenance plans, generated by the maintenance team, may increase staff efficiency and effectiveness.
- Annually, the district invests \$1,932 per acre in park maintenance, far below the median of \$9,642 that a typical agency may invest. This is primarily due to the amount of open space/natural areas the district manages that are less expensive to operate and maintain than developed parks.
- The community desires new recreation improvements not currently available within the district, such as bicycle pump tracks and splash pads, as well as additional items like BBQ grills and more disc golf courses.
- The district should infill existing parks with additional amenities, where needed, to improve equity across the community.

- Taking care of existing assets should be a district priority, including dedicated budgeting for renovation and replacement of all major capital assets.
- Survey respondents from households with children desire trails and bike paths, better maintenance of existing parks and recreation facilities, and an outdoor swimming pool.
- Willamalane recognizes the importance of an asset management program related to equipment replacement. A full equipment risk assessment may greatly assist the district to prioritize equipment replacement.
- The natural areas management budget is insufficient to adequately maintain and manage natural areas in a long-term sustainable manner.
- Willamalane could create neighborhood-based volunteer “friends groups” for parks to assist with project work and to provide stewardship opportunities for park spaces.
- Natural resource staff could be further supported through cross-training maintenance staff, community partnerships, and continuing to expand use of volunteer work groups.
- The district is very effective at obtaining grant funds. These funding sources are limited in the types of work they support.
- The district has a broad range of active partnerships that have been an effective tool for implementing projects.
- There is a need for trail maintenance expertise to assist with monitoring, maintaining, and building additional trails within natural areas.
- There is an opportunity to increase the use of prescribed fire and other culturally appropriate management techniques.
- The Natural Areas Management Plan is outdated and needs to be updated to serve as a more useful guide for the Natural Resources department.
- Natural resource staff should prioritize projects relating to: urban stormwater/green infrastructure, protecting riparian & floodplain areas (including Island Park Slough and Cedar Creek), expanding urban forests, and oak and prairie habitat restoration.

Trails and Pathways

- Soft-surface trails in scenic areas are the most desirable additions for the community, followed by increased connectivity and accessible walking trails.
- There is a lack of access to trails in central Springfield. East Springfield (north Thurston area) lacks connectivity to a multi-use path system.
- Desired amenities along paths and trails include designated bike parking, signage and wayfinding, trail lighting, shade, restrooms, places for rest such as benches, and e-bike/e-scooter charging stations.
- Consider creating separated facilities along segments where user friction exists.
- Gaps in the network exist between Island Park and Booth Kelly Trailhead, the EWEB Path and the Levee Path, Levee Path and Thurston, and between The By-Gully Path and Eastgate Woodlands.
- There is a desire for additional access points to the Middle Fork Path.
- Major barriers within the region limit bike and pedestrian connectivity. Willamalane should work with partners to reduce barriers. Consider safe crossings to: Highway 126, railroads, Main Street, 29th St., and 42nd St. Industrial land in central Springfield also serves as a significant east/west barrier.
- There is a demand for trail access to and along the McKenzie River.
- Look for opportunities to connect to trails or other recreational opportunities outside of the district. Consider providing equestrian access when appropriate.
- There is demand for additional trailhead and access points to Thurston Hills Natural Area.

Community Recreation Facilities

- Outdoor pool and/or water play amenity was a high priority for community members, as expressed in both the statistically valid survey and at intercept opportunities.
- The Adult Activity Center requires an expansion or a second similar facility to meet the needs of older adults over the next 10 – 20 years.

Community Recreation Programs and Services

- Programs for older adults are sometimes difficult to access. Classes often fill up quickly and there is not room in the facility for expansion. The programs are very popular and parking can be a barrier to participation.
- Adult athletic events are in high demand, and Willamalane does not currently offer this type of programming. An athletic field demand study could help clarify the possible need for additional artificial turf fields to support adult programming and other field use needs.
- Walking and swimming are the two largest participatory fitness activities within the district and remain a priority for community members. Primary desires for recreation programs include community farmers markets, inclusive programs, enrichment classes, food access programs, and music and dancing events in the parks (Salsa, swing, and Bachata).
- Teens desire similar recreation activities to adults—walking, swimming, and hiking. They prefer activities that allow them to be social in their otherwise structured and busy lives and alternatives to competitive sports available through school, such as PE games and activities.

Management, Finance, and Partnerships

- The district invests an appropriate amount of tax support in delivering parks and recreation services. The district's cost recovery model demonstrates a high functioning parks and recreation agency.
- Community members (69% of randomly selected survey respondents) support a future bond referendum for specific projects.
- Many alternative methods of financing and efficiencies that reduce funding needs for parks and recreation agencies are available to the district.
- The district's current System Development Charge methodology is out of date, and a methodology update needs to be completed.
- Recent increases in unhoused community members in parks, vandalism, theft and dumping of waste suggest a need for an expanded park ranger program.

Communication

- A large majority of district residents feel communication is good—only 27% of randomly selected survey respondents suggested communication was not effective.
- A majority (86%) of community members are familiar with Willamalane parks, facilities, and services; however, there is room for improvement in communication and outreach to non-users of district parks and services. Over 65% of randomly selected survey respondents are unaware of available recreation programs.
- The community desires additional survey engagement, such as an annual or bi-annual survey.
- District residents receive information in many of the ways they prefer; however, survey results indicate that only 13% of district residents receive information by social media, although 26% would like to receive information by social media.
- Residents desire additional bilingual information in parks and facilities.
- While Willamalane does effectively survey program participants, additional performance measures reported quarterly may help the Recreation Services Division to become more flexible in altering program opportunities as needed.

A High Functioning Team

- Willamalane has strong leadership and a very positive culture as was expressed during staff input opportunities, community leadership stakeholder meetings and during the general public input opportunities.
- The district's distribution of positions suggests that Willamalane is understaffed in park maintenance and overstaffed in recreation delivery. Collectively, the district is well staffed with full-time positions within what a typical agency would employ.
- A comparative pay-scale analysis may greatly assist with recruitment and retention, especially in the Aquatics program. Part-time seasonal wages may lag behind market rates, making recruitment and retention challenging.
- Seasonal staffing presents a challenge given the difficulty of attracting candidates for casual positions.

- There is increasing demand placed on park maintenance positions based on recent escalation of nuisance behavior in the park.
- Hiring and retaining staff has become very challenging due to the job market. While Willamalane has focused efforts to address this issue, staff shortages have nevertheless caused temporary aquatic facility closures, largely due to fluctuating availability and retention of lifeguards. Opportunities to partner with other local aquatic facilities may assist with this challenge.
- Historic seasonal staffing levels related to athletic field maintenance were reduced from five to two positions prior to the COVID-19 pandemic and those positions have not yet been restored.
- A pipeline to provide seasonal employees with opportunities for full-time positions may assist the district to fill seasonal vacancies.

DEI and a Sense of Belonging

- Encouraging DEI and a sense of belonging is of the utmost importance to the community (both internally within the agency and external facing to the community).
- There is a lack of equity in level of park services. There is a strong correlation between better parks and higher household income, lower crime rates, and lower population diversity. This means that residential areas with low-income households, higher rates of diversity and that experience higher rates of crime are receiving lower levels of service in regard to parks and open space.
- The district is growing more diverse. Latinx/Hispanic populations are trending upward from 11.3% in 2010 to about 17% in 2026. There is demand for bilingual (Spanish) classes and programs of all sorts, but especially relating to arts, culture, and fitness.
- A greater relationship, connection, access to facility space, and programming is desired by the tribal communities.

- Having bilingual staff at the customer service desks and/or available over the phone can greatly reduce communication barriers.
- Willamalane will best meet the needs of the Latinx community by continued, purposeful engagement and continuing to implement the district's DEI Strategic Action Plan.

Comprehensive Plan Goals

The following seven goals reflect an increased emphasis on DEI and a sense of belonging, reinforce the community's desires for pathways and trails, and establish a focus on retaining the district's high-performing staff. Collectively, the goals serve as a foundation for meeting the district's mission and values, in line with its adopted core values.

- Goal 1: Continue to operate the district at naturally accredited CAPRA standard.**
- Goal 2: Provide a safe and equitable system of parks and natural areas.**
- Goal 3: Provide an easily accessed and connected system of paths and trails.**
- Goal 4: Provide access to high-quality and affordable recreation facilities.**
- Goal 5: Strive for a high standard of care for the maintenance of parks, trails, and facilities across the district.**
- Goal 6: Offer recreation programs and services that respond to district needs and encourage healthy lifestyles.**
- Goal 7: Be a responsible steward of district resources and partnerships.**

Strategies and Actions

This section describes strategies and actions for acquiring, developing, improving, and managing Willamalane Park and Recreation District over the next 20 years. Seven overarching comprehensive plan goals serve as the genesis for a series of strategies and actions, which provide a roadmap the district can employ to maintain and enhance efficiencies and service to the public.

Some of the strategies include actions that have been prioritized into ongoing, short-term (1-5 years), mid-term (6-10 years), and long-term (11+ years) projects. Higher priority actions include projects that address more pressing needs or provide a broader community

benefit, per the analysis of this plan. Willamalane should attempt to implement proposed projects in the most efficient means possible, using the prioritization as a guide while also allowing for opportunities as they present themselves. Current best practices should also be utilized during implementation of all of the proposed actions and the correlating projects listed in the Capital Project List (Appendix 11.)

Numbers included at the end of actions in parenthesis are references to similar actions included and carried forward from the Willamalane Park and Recreation Comprehensive Plan, 2012. More information on capital projects can be found in the project list, Appendix 11.

GOAL 1. CONTINUE TO OPERATE THE DISTRICT AT A NATIONALLY ACCREDITED (CAPRA) STANDARD.

Strategy 1.1: Review and update plans, policies, and procedures to align with the changing needs of the community.

- a. Update Willamalane’s Park and Recreation Comprehensive Plan per the district’s administrative policies. Include an assessment of community needs and a review of the district’s vision statement and core values as a part of this effort. (11.17)
- b. Review and update divisions and department guiding plans on a regular basis.
- c. Regularly assess policies and procedures to keep them current and useful for district staff and community members.
- d. Provide documentation for the CAPRA self-assessment annual reviews.
- e. Keep district technology current and up to date. (11.3)

Strategy 1.2: Strive for effective and transparent communication.

- a. Continue to build the district’s brand.
- b. Prioritize internal communication.
- c. Enhance equity in communication and outreach.
- d. Continually evaluate and choose the most effective way to communicate with the public.
- e. Increase marketing to non-users of district parks, programs, and facilities.
- f. Increase direct community outreach efforts. (11.8)
- g. Partner with TEAM Springfield to expand communication to youth and teens.
- h. Provide more bilingual signage in parks and facilities to create a welcoming environment.
- i. Work with TEAM Springfield partners to expand wayfinding to district services and amenities throughout the district.

Strategy 1.3: Prioritize Willamalane resources to best serve community members of all abilities.

- a. Ensure compliance with all ADA updates.
- b. Perform annual reviews and regular 5-year updates to the district’s ADA Transition Plan (2021) to keep it current.
- c. Actively work towards making sure all aspects of Willamalane’s parks, facilities, programs, and services are as inclusive as reasonably possible.
- d. Promote inclusive programming and employ strategies to help ensure that community members with disabilities are aware of how to access programs.
- e. Provide training and increase awareness of Willamalane’s inclusion services among district staff.

Strategy 1.4: Integrate diversity, equity, inclusion (DEI) in every facet of district services.

Ongoing Actions (Occurs continually)

- a. Implement the district’s DEI Strategic Action Plan with the support of the DEI Committee, staff, partners, and consultants.
- b. Update the DEI Strategic Action Plan based on feedback from internal and external stakeholders on a 3-5 year basis.
- c. Actively partner with community groups that do work to support marginalized communities in the district.

Short-term Actions

- d. Broaden access to translation services so they are readily available for district staff.
- e. Explore forming steering committees to focus on communication and collaboration with marginalized community members.

Strategy 1.5: Prioritize workplace culture.

- a. Enhance job effectiveness by providing ongoing staff development and training. (11.4)
- b. Continue to provide professional development opportunities for district staff.
- c. Continue exploring options to promote a more flexible work environment.
- d. Provide and encourage staff engagement opportunities that contribute to a positive workplace culture.

Strategy 1.6: Strengthen employee recruitment and retention.

- a. Conduct a salary survey every 3-5 years. (11.6)
- b. Work with the DEI supervisor to incorporate recruitment and hiring practices that support diversifying Willamalane’s workforce.
- c. Provide a district-wide orientation to new staff.
- d. Strengthen internship programs to create a pipeline for entry level positions; partner with local colleges/ universities within certificate training programs and practical experience opportunities for students (Lane Community College, University of Oregon, & Springfield Public Schools).
- e. Work with regional partners to identify opportunities to address staffing constraints in aquatic facilities.
- f. Continue providing seasonal employees with opportunities for permanent positions to assist with filling vacancies.
- g. Increase bilingual staff at the customer service desks to greatly reduce communication barriers.

GOAL 2. PROVIDE A SAFE AND EQUITABLE SYSTEM OF PARKS AND NATURAL AREAS.

Strategy 2.1: Improve existing parks to enhance the district’s current level of service.

Ongoing Actions (Occurs continually)

- a.** Prioritize investment to increase overall equity in planning and delivering park improvements.
- b.** Increase levels of service in high priority areas by infilling amenities and recreation components where opportunities exist.
- c.** Address low-scoring components and amenities within existing parks by upgrading and replacing these where appropriate.
- d.** Replace/upgrade playground equipment needs based on the low-scoring amenities list, Willamalane’s internal replacement schedule, and life expectancy. Replace with all-inclusive playground equipment and fall protection surfacing when possible.
- e.** Place a focus on accurately acknowledging the contributions of people of American Indian and Alaska Native heritage, especially in art, interpretation, and naming opportunities in parks and facilities.
- f.** Enhance habitat and provide natural area supporting amenities within developed parks. This could include, green infrastructure, expanding urban forest, short nature trails, nature play elements, and/or signage and interpretation.
- g.** Seek opportunities to provide additional high demand recreational improvements within the park system, including community gardens, water play, nature play, bike pump track, off-leash dog parks, river access, disc golf, and pickleball. (7.5, 7.6, 7.8, and 7.9)
- h.** Work with partners to include additional outdoor fitness parks in the district as opportunities arise. Consider locating them adjacent to schools and swim or fitness facilities.
- i.** Work with community partners to actively preserve and protect historic and cultural resources in the district.
- j.** Continually update the Historic and Cultural Resources Management Plan to integrate best practices into the management of historic and cultural resources within the district.

Strategy 2.1 Continued: Improve existing parks to enhance the district’s current level of service.

Short-term Actions (1-5 years)

- k.** Proactively work with the community and partners to plan and design for future park and trail projects: Booth Kelly Trailhead to Middle Fork Path Connector, Dorris Ranch, Guy Lee Park, Island Park Design, Moe Mountain Multi-use Path, new park in No7, Wallace M. Ruff Jr. Memorial Park, and West D St. Greenway Master Plan.
- l.** Update and expand existing parks in high priority areas to improve level of service, including: Gamebird Park & Garden, Menlo Park, Tyson Park, Willamalane Park, James Park, Georgia Pacific Natural Area.
- m.** Conduct minor updates within existing parks to address failing components: Meadow Park courts and Bob Artz Memorial Park playground.
- n.** Develop an outdoor water feature in the district.

Mid-term Actions (6 – 10 years)

- o.** Proactively work with the community and partners to plan and design for future park and trail projects: McKenzie River Boat Access, Jack B. Lively Memorial Park Design, Rob Adams Park, Weyerhaeuser McKenzie Natural Area.
- p.** Update and expand existing parks in high priority areas to improve level of service, including: Bob Artz Memorial Park, By-Gully Pocket Park, Dorris Ranch, Eastgate Woodlands of the Whilamut Natural Area, Guy Lee Park, Jesse Maine Memorial Park, Les Schwab Sports Park, Mill Race Park, Page Park, Wallace M. Ruff Jr. Memorial Park.
- q.** Conduct minor updates within existing parks to address failing components: Douglas Gardens Park court upgrades, Fort Park playground, Heron Park playground, Pride Park playground, Robin Park playground, Royal Delle Park playground, Thurston Park playground and courts.

Long-term Actions (11+ years)

- r.** Update existing parks and add new recreational experiences within existing parks to improve level of service in high priority areas, including: Clearwater Park, Douglas Gardens Park, Island Park, Jasper Meadows Park, Kelly Butte Overlook, Lively (Jack B.) Park, Marylhurst Park, Pacific Park, Rob Adams Park, Volunteer Park, Weyerhaeuser McKenzie Natural Area, Willamette Heights Park.
- s.** Work with regional partners to design and construct a future community park in Lo4 as that region develops.

Strategy 2.2: Expand acreage and recreation offerings to accommodate population growth and provide parks and recreation opportunities in underserved areas.

Ongoing Actions (Occurs continually)

- a.** Add park space to help ensure all district residents live within a 10-minute or one-half mile walk of an adequate or high performing park.
- b.** Increase park acreage to meet adopted standards for pocket, neighborhood, community, sports and other parkland.
- c.** When developing new parks consider unique or alternative types of park spaces to best meet the changing needs of the district.
- d.** When developing new parks consider including components that are in high demand including community gardens, water play, nature play, bike pump track, off-leash dog parks, river access, disc golf, and pickleball. (7.5, 7.6, 7.8, and 7.9)
- e.** Work with SPS to improve playgrounds and increase public access to schoolgrounds to expand level of service in the community. Prioritize efforts in neighborhoods where there is the greatest need.
- f.** Look for opportunities to acquire land to support improved capacity and access to existing natural areas, including: Harvest Landing, Thurston Hills Natural Area, Willamette Heights, and Georgia Pacific Natural Area.
- g.** Work with the City to develop a natural area park at Booth-Kelly / Mill Pond site. (3.4)
- h.** Work with TEAM Springfield partners to explore feasibility of developing an urban plaza downtown per the City’s Downtown District Urban Design Plan. (5.2)
- i.** Work with community partners and landowners to seek opportunities for land acquisition to support future planned park projects, including: Glenwood riverfront (N18), Jasper Meadows Wetland, L02, L04, L29/N26, N03, N07, N14, L11.
- j.** Work with partners to acquire land and easements to support future trail expansions.
- k.** Work with partners to acquire land along the McKenzie River as opportunities arise.

Short-term Actions (1-5 years)

- l.** Plan and develop new parks in areas under-served or experiencing significant growth: L10, N07.
- m.** Work with partners and private landowners to acquire land to expand recreation opportunities in no service and low service areas, including: L10, N06, N23.
- n.** Work with partners and private landowners to acquire land in order to support expanded access and use adjacent to existing parkland: Bob Artz Memorial Park, Moe Mountain Natural Area, Thurston Hills Natural Area.
- o.** Work with regional partners and landowners to promote expansion of the Thurston Hills trail system onto adjacent properties.

Mid-term Actions (6 – 10 years)

- p.** Plan and develop new parks in areas under-served or experiencing significant growth: N27, N23
- q.** Work with partners and private landowners to acquire land to expand recreation opportunities in no service and low service areas.

Long-term Actions (11+ years)

- r.** Plan and develop new parks in areas under-served or experiencing significant growth: L04.

Strategy 2.3: Improve and enhance the district’s sustainability initiatives.

- a.** Limit the district’s carbon footprint. Create an internal sustainability plan with measurable goals and action items.
- b.** Consider design standards and horticultural practices that feature native and drought-resistant plants to conserve water.
- c.** Help ensure all current and future park and facility lighting is as energy efficient as possible (e.g. LED). Consider dark sky compliant lighting where possible.
- d.** Expand recycling program in district parks and facilities. (9.2)
- e.** Work with local partners to identify and address green infrastructure needs throughout the park system.
- f.** Prioritize environmental concience and energy efficient alternatives when replacing district’s gas-powered vehicle fleet and maintenance equipment.

GOAL 3. PROVIDE AN EASILY ACCESSED AND CONNECTED SYSTEM OF PATHS AND TRAILS.

Strategy 3.1: Improve connectivity and access to existing paths and trails.

Ongoing Actions (Occurs continually)

- a. Develop and expand trail system to minimize gaps, meet community desires, and provide mileage consistent with comparable communities.
- b. Improve trail access in areas of Springfield that have limited connectivity.
- c. Work with partners to improve on-street bike and pedestrian connections, especially when improving safe access to parks and riverfronts and formalizing on-street connections in the trail system.
- d. Support the Rivers to Ridges Vision as a regional trails framework; incorporate recommendations particularly where it overlaps with the key priorities for Willamalane.
- e. Expand opportunities for additional views, vistas or viewpoints along the trail system as opportunities arise, consider Springfield Butte and Potato Hill.
- f. Coordinate with city and county partners to explore opportunities for additional on-and off-street connections from the Middle Fork Path to neighborhoods to the north. (4.20) Possible opportunities include Dorris Ranch, east of Quarry Butte, 26th, 39th, 42nd, and Clearwater Ln.
- g. Work with partners to design and provide additional safe crossings for pedestrians and bikes across significant barriers such as waterways, railroads, and busy roads. Specifically, to improve north/south access to rivers and existing trails, east/west access between Thurston and central Springfield, and to expand service to priority neighborhoods.
- h. Work with regional partners to assure Willamalane is planning for and accommodating opportunities for regional bike and pedestrian connections to land outside of the district boundary, including: BLM land, Armitage Park, Coburg.
- i. Seek opportunities to work with partners and landowners to expand the Lyle Hatfield Trail in either direction.
- j. Seek opportunities to expand access to Cedar Creek and the McKenzie River.
- k. Seek opportunities and work with partners to expand the Middle Fork Path eastwards utilizing on- and off-street connections as available.
- l. Work with partners and neighbors to develop a plan for improved access to Thurston Hills Natural Area from adjacent neighborhoods.

Short-term Actions (1-5 years)

- m. Work with partners to provide additional multi-use path connections to fill missing links in the existing trail network: McKenzie River Multi-use Path, South Weyerhauser Haul Road.
- n. Build soft-surface trails in scenic settings: Gary Walker Trail System at Dorris Ranch, Thurston Hills Natural Area Trail Expansion.
- o. Build new trailhead at south side of Thurston Hills Natural Area.

Strategy 3.1 Continued: Improve connectivity and access to existing paths and trails.

Mid-term Actions (6 – 10 years)

- p.** Work with partners to provide additional multi-use path connections to fill missing links in the existing trail network: Booth Kelly trailhead to Island Park, Booth Kelly Trailhead to Middle Fork Path, By-Gully Path Extensions, Glenwood Riverfront Multi-use Path West, Moe Mountain Multi-use Path.
- q.** Conduct feasibility with regional partners on the siting and design of two new pedestrian bridges across the Willamette, providing access from the Middle Fork path to Howard Buford Recreation Area and Island Park to Glenwood. Include pedestrian, bike, and equestrian access as considerations in this process.
- r.** Build soft-surface trails in scenic settings at Clearwater Park.
- s.** Expand trailhead capacity at the existing trailhead on the north side of Thurston Hills Natural Area.

Long-term Actions (11+ years)

- t.** Work with partners to provide additional multi-use path connections to fill missing links in the existing trail network: Booth Kelly Road Multi-use Path, EWEB Path Extensions, Glenwood Riverfront Path.
- u.** Coordinate with regional partners to develop bridges over the Willamette River, connecting the Middle Fork Path to Howard Buford Recreation Area and Island Park to Glenwood.
- v.** Conduct feasibility with regional partners on the siting and design of a new pedestrian bridge across the Willamette, providing access from Glenwood to Dorris Ranch. Include pedestrian, bike, and equestrian access as considerations in this process.

Strategy 3.2: Provide a desirable experience for trail users.

- a.** Make improvements to existing paths to enhance the user experience, such as benches, public art, and other amenities, especially for the By-Gully and EWEB Paths. (8.2)
- b.** Work with Community Engagement to implement a signage and wayfinding plan for trails that is inclusive and consistent.
- c.** Work with Community Engagement staff to provide as much trail user information as possible on district website so visitors can understand the user conditions.
- d.** Create and implement universal design principles in design and development of additional trails and paths.
- e.** Monitor, expand, and adapt the trail system at Thurston Hills Natural Area to meet user needs and increase sustainability of the trail system.
- f.** Provide secure bike parking at parks, with racks located near each use area.
- g.** Add self-service bike repair stations at community parks, near trails and at popular cycling destinations.
- h.** Identify potential locations for bike-share installations in partnership with local agencies.
- i.** Support development of a variety of trail types and trail experiences to meet the diverse needs and interests of the community.

GOAL 4. PROVIDE ACCESS TO HIGH-QUALITY AND AFFORDABLE RECREATION FACILITIES.

Strategy 4.1: Add or expand facilities to best meet user demand in the district.

Ongoing Actions (Occurs continually)

- a.** Consider development of an additional community center in southeast Springfield to meet the growing demand of the community.

Short-term Actions (1-5 years)

- b.** Conduct a district-wide space assessment to address programmatic and staffing needs and to develop a plan to maximize use of existing facilities. At a minimum consider the following as a part of this effort:
 - Assess space needs at the Park Services Center for storage, parking & office space needs
 - Evaluate opportunities for additional class and storage space at or near the Adult Activity Center
 - Identify best use for expansion of the Bob Keefer Center
 - Identify best use for future expansion of Splash! Swim Center
 - Assess highest and best use of rental properties
- c.** Based on results of the feasibility study for an outdoor pool, create a plan for design, construction, and management of an outdoor water recreation feature in the district.
- d.** Evaluate opportunities for additional class and storage space at or near the Adult Activity Center.
- e.** Renovate the parking lot and consider opportunities for expanding parking at the Adult Activity Center.
- f.** Explore opportunities to lease space to provide additional capacity for enrichment opportunities until new permanent community center facilities are available.

Mid-term Actions (6 – 10 years)

- g.** Reassess plans for proposed building expansion at Splash! including additional multi-use programming space as a part of the Lively Park Master Plan update. Consider expansion of the lobby with any building improvements.
- h.** Construct improvements identified in the Dorris Ranch Master Plan including additional community gathering/ event space at overlook on Allen Property.

Long Term Actions

- i.** Design and construct a building expansion at Splash! to provide additional community space. (7.2)
- j.** Incorporate recommendations from the Space Study into update to the Lively Park Master Plan. Consider expansion of the lobby with future improvements.

GOAL 5. STRIVE FOR A HIGH STANDARD OF CARE FOR THE MAINTENANCE OF PARKS, NATURAL AREAS, TRAILS, AND FACILITIES ACROSS THE DISTRICT.

Strategy 5.1: Maintain a high standard of care for parks and open spaces.

- a.** Create 5–7 additional positions to support parks and recreation service delivery as outlined in this plan:
 - Landscape and Grounds positions (3)
 - Park Rangers (2)
 - Positions to support natural areas (2)
- b.** Increase investment in park maintenance – phased over 10 years – to bring the district in line with typical park maintenance funding levels for comparable agencies.
- c.** Provide appropriate shop, office, and storage facilities to promote proactive maintenance of park spaces.
- d.** Develop and implement a plan for optimizing park restroom design and maintenance to reduce vandalism and other forms of misuse.
- e.** Work with interested partners to enhance habitat and public access to non-Willamalane properties, including: Maple Island Slough, Cedar Creek, Bureau of Land Management property, Lane County property, TEAM Springfield property, the McKenzie and Willamette Rivers.
- f.** Develop an asset management plan for equipment based on life cycle and risk of asset failure.
- g.** Address community safety concerns by increasing the availability of park rangers to seven days per week.
- h.** Review and update park maintenance standards for trash removal, graffiti and vandalism abatement, and restroom maintenance, and sustain excellent responsiveness rate for component and amenity repair or replacement.
- i.** Inventory trees in parks and create a long-term plan for tree maintenance and replacement. (9.7)
- j.** Restore athletic field maintenance staff positions that were reduced during the COVID-19 pandemic.
- k.** Work with partners to develop best practices and training opportunities for maintenance of green infrastructure facilities throughout the district.
- l.** Maintain a comprehensive playground safety program for participant health and safety. (9.1)
- m.** Facilitate and encourage the formation of adopt-a-park groups for each park and facility. (9.5)
- n.** Maintain a GIS database as a part of the maintenance management program for the district. (9.5)
- o.** Explore expansion of the Dorris Ranch Historic District to include the Briggs House during implementation of the Dorris Ranch Master Plan improvements. (5.6)
- p.** Provide a dedicated budget for implementing the ADA Transition Plan.
- q.** Work with partners and local experts to incorporate environmentally sustainable and responsible orchard management practices at Dorris Ranch.

Strategy 5.2: Proactively manage existing natural areas.

Ongoing Actions (Occurs continually)

- a.** Continue to collaborate with and foster positive relationships with community partners, local tribes, and American Indian and Alaska Native community members to manage and maintain Willamalane’s natural areas.
- b.** Develop management plans for natural areas that currently do not currently have plans in place.
- c.** Develop annual work plans for effective management of natural areas.
- d.** Increase and sustain resources and staffing to account for prior and future natural area acquisitions, using comparable agencies as benchmarks.
- e.** Work with partners to enhance habitat and public access to non-Willamalane properties, including: Maple Island Slough, Cedar Creek, Bureau of Land Management property, Lane County property, TEAM Springfield property, McKenzie River and Willamette River.

Short-term Actions (1-5 years)

- f.** Update Willamalane’s Natural Area Management Plan to incorporate natural areas acquired since the plan was created. This plan should identify priority habitats and opportunities for future expansion.

Strategy 5.3: Proactively manage and update trails and pathways in the district.

- a.** Develop a management plan for repair and maintenance of existing soft-surface trails and multi-use paths.
- b.** Budget dedicated funds to maintain and resurface existing paths.
- c.** Create welcoming pedestrian and cyclist entrances to parks, with pedestrian and bike paths that are visually prominent, direct, and physically separated from parking lots.
- d.** Develop a plan to protect important sightlines and viewsheds to maximize trail user experience.

Strategy 5.4: Manage facilities to create a safe and enjoyable user experience.

- a.** Attain a comprehensive understanding of deferred maintenance, liabilities, and facility upgrades needed to provide adequate level of service and meet community and programming needs.
- b.** Assess and plan for opportunities to improve the function of existing facilities, including renovations to locker rooms, parking lots, entrance lobbies, historic and cultural resources, etc.
- c.** Budget dedicated funds for implementing renovations, updates, and addressing maintenance needs for each facility to keep them current and minimize risk of deferred maintenance.

GOAL 6. OFFER RECREATION PROGRAMS AND SERVICES THAT RESPOND TO THE COMMUNITY'S NEEDS AND ENCOURAGE HEALTHY LIFESTYLES.

Strategy 6.1: Maximize participation in recreation activities across the district.

- a. Expand programs and activities for individuals with visible and invisible disabilities in partnership with Inclusion Services.
- b. Address inactivity and obesity rates among community members through low-cost programs and activities; consider offering free health and fitness programs in neighborhood parks during spring, summer, and fall.
- c. Add additional facility hours of operation, especially evening and weekend times as space is available.
- d. Promote active lifestyles by enhancing and increasing walking and running programs for adults and seniors.
- e. Provide programs using outdoor fitness and exercise equipment in programmable spaces in neighborhood parks.
- f. Collaborate with Lane County Public Health and regional health providers to deliver programming that supports community health initiatives.
- g. Expand community partnerships to assist in the development of parks and programming.
- h. Improve usability of the online reservation and registration system. (11.2)
- i. Expand scholarships and opportunities to meet the needs of lower-income community members.

Strategy 6.2: Expand and adapt programs in response to the changing needs and desires of the community.

- a. Update Recreation Programming Plan on a 5-year basis. (10.1)
- b. Expand and maintain relationships with community partners to expand recreation programming focusing on specific cultural groups or for potentially underserved members of the community.
- c. Expand programs and activities for adults and older adults (55+).
- d. Expand youth recreation and skill building programs.
- e. Develop more activities and events for high school youth at Willamalane parks and facilities based on feedback from students. (10.20)
- f. Expand adult (20+) recreation to include a variety of adult athletic leagues and programs.
- g. Provide a focused effort at offering new activities in facilities and parks: walking and swimming activities, enrichment classes, food access programs, and music and dancing events (salsa, swing, and bachata)
- h. Expand and maintain relationships with community organizations to collaboratively plan and offer a minimum of three multi-cultural community events each year.
- i. Establish and consistently implement participant input opportunities after all programs ensuring feedback from all communities.

For a complete list of projects and a map, please refer to Appendix 11.

Strategy 6.2 Continued: Expand and adapt programs in response to the changing needs and desires of the community.

- j.** Develop and report performance measures as described in the plan to evaluate the quality of recreation programs and services.
- k.** As the Latinx population in the district continues to grow, work to meet the existing and future demand for bilingual (Spanish) classes and programs that prioritize arts, culture, and fitness.
- l.** Expand education programs that support community health, food security, and nature-based learning.
- m.** Develop water-related programming, such as boating and fishing classes and activities. (10.4)
- n.** Work with community partners to expand the district’s community garden program. (10.6)
- o.** Expand self-supporting athletics programs for youth. (10.7)

GOAL 7. BE A RESPONSIBLE STEWARD OF DISTRICT RESOURCES AND PARTNERSHIPS.

Strategy 7.1: Develop a long-term funding strategy for capital improvements for new facilities and upgrades.

Ongoing Actions (Occurs continually)

- a.** Conduct regular updates, every 5-10 years, to the district’s System Development Charge (SDC) methodology to provide an adequate level of service as the community grows. Utilize an inclusive, innovative process that takes into account market trends to ensure meeting the needs of everyone served.
- b.** Prioritize marginalized communities, encouraging access to free and low-cost programs for district families.
- c.** Consider implementation of a district “buy-in” membership to help ensure out-of-district residents are paying fees that cover the complete cost of their participation.
- d.** Incorporate new funding strategies as feasible to assist with implementation of the comprehensive plan.

Short-term Actions (1-5 years)

- e.** Consider a general obligation bond to fund projects identified in the plan.
- f.** Update the district’s System Development Charge (SDC) methodology to reflect projects identified in the current comprehensive plan.

2023 Comprehensive Plan Projects and Capital Costs

Criteria for setting priorities for capital investment is recommended to be based in part on walkable access to parks and spaces, considering the LOS in each of those parks and facilities, and opportunities to meet the needs of underserved areas of the community.

Using the values scored in the previous analysis and isolating the lower service areas identified in the plan, the following analysis suggests possible priorities for future years. Gaps areas were identified where available services may not be fully meeting community needs and thus presenting an opportunity to increase the LOS to the community.

This means that community members have access to some opportunities, but perhaps not yet at a level that might be considered adequate. Additional analysis

of each of these potential gap areas includes total population, median household income, diversity index, and crime index. These are all critical factors when prioritizing future improvements or new parkland.

The following map (*Figure 35*) illustrates sections of the district that have the greatest need to create a higher level of walkable service to parks. Areas in red and peach have the greatest need and therefore could be considered the greatest priorities based on the four equity criteria – people impacted, diversity, household income and crime index scores. Applying equity criteria to trails and pathways, Table 23 demonstrates that residents with walkable access to trails and pathways have higher household income and lower crime.

Willamalane Trails and Pathways					
Walkable Access	2022 Total Population	% of Population	2022 Median Household Income	2022 Diversity Index	2022 Total Crime Index
No	38236	54%	\$ 53,484.00	51.8	159
Yes	32654	46%	\$ 57,913.00	52.5	120

Table 23: Willamalane Trails and Pathways Walkable Access and Equity

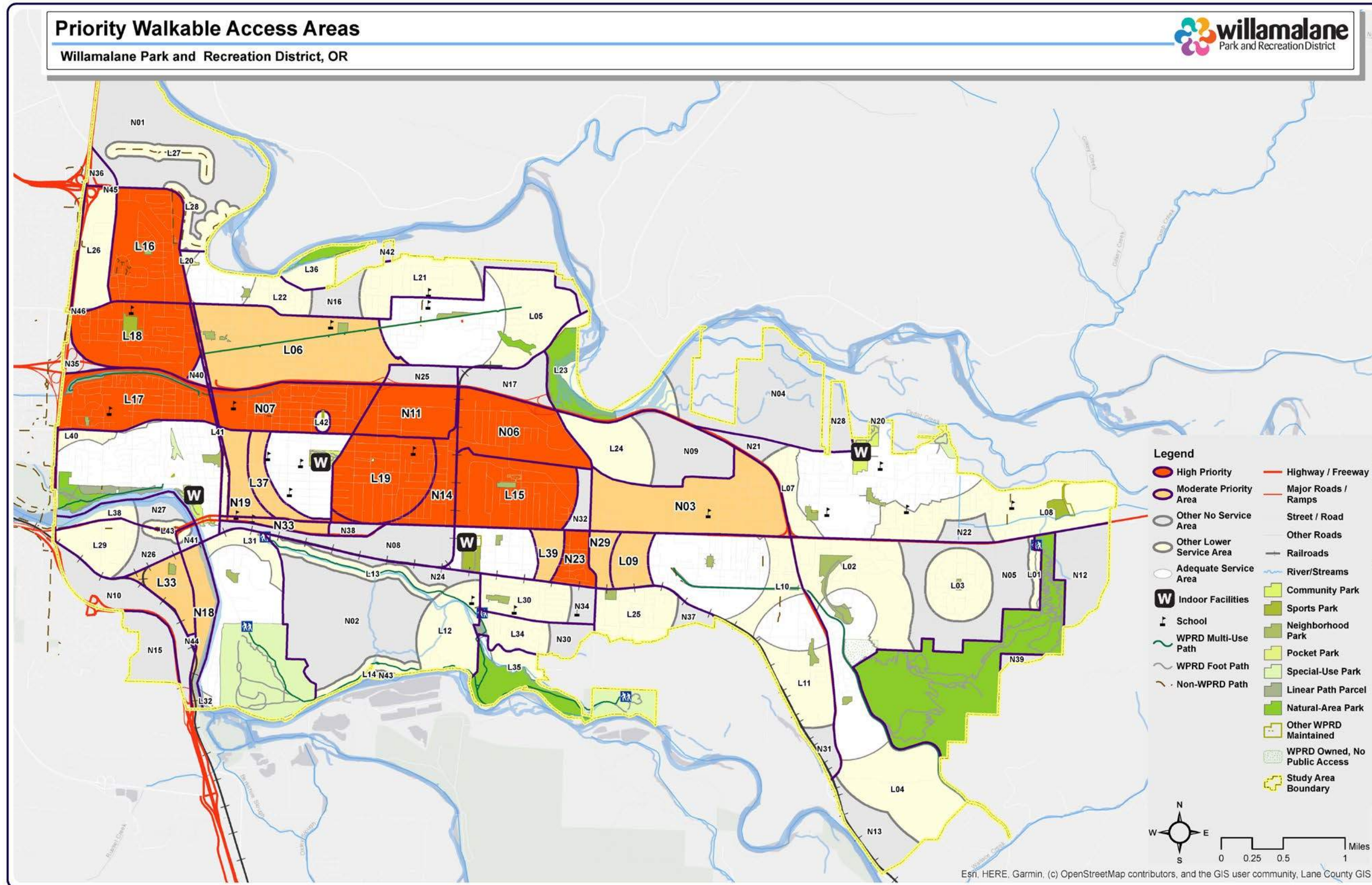


Figure 35: Priority Walable Access Area Map

Phase One Project Costs

The prioritized Phase One project list and associated project costs are provided below. Project cost estimates were made in 2023 dollars and a 30 percent contingency was added to capital construction projects to account for costs of inflation and potential unknowns during design and construction. These estimates will be refined as

projects move through the design process. They provide the district an understanding of the overall anticipated financial costs associated with implementing high priority projects identified in this plan.

Willamalane Park and Recreation District Project List for the Comprehensive Plan			
Project Number	Name/Location	Project Description	Project Cost
Planning and Design for Future Park and Trail Projects			
S1	Booth Kelly Trailhead to Middle Fork Path Connector	Work with partners and landowners to design an additional trail connector along Springfield Butte that connects the Middle Fork Path to the Booth Kelly Trailhead. Include consideration of a new viewpoint along Springfield Butte if feasible.	\$225,000
S2	Dorris Ranch	Plan and design for master plan improvements including parking lot, use of the Allen property, and nature play areas.	\$100,000
S3	Guy Lee Park/ Elementary	Work with SPS to create a master plan for the park that maximizes recreation opportunities and public access on the combined properties.	\$22,500
S4	Island Park Design	Work with partners to update the master plan for Island Park.	\$62,500
S5	Moe Mountain Natural Area Multi-use Path Design	Work with partners to design new multi-use path from northernmost point of Moe Mountain Natural Area, connecting to northernmost point of the Levee Path.	\$192,500
S6	Wallace M. Ruff Jr. Memorial Park	Update park master plan to incorporate acquired land since the last master planning effort.	\$20,000
S7	West D St. Greenway Master Plan	Work with partners and the public to create a master plan for the waterfront area.	\$75,000
Sub-Total			\$697,500

Expand Level of Service (LOS) in Existing Parks			
S8	Gamebird Park and Garden	Revisit design and conduct entire park upgrade. Look for opportunities to expand service on adjacent Springfield Public Schools land. Add path connection between Flamingo Ave. and N. Cloverleaf Loop.	\$1,150,000
S9	Georgia Pacific Natural Area	Implement Georgia Pacific Natural Area improvements per the park master plan.	\$1,700,000
S10	James Park	Prepare master plan and redevelop park.	\$1,225,000
S11	Menlo Park	Update and add to components in this park to provide better level of service to the neighborhood.	\$675,000
S12	Tyson Park	Prepare master plan and redevelop park.	\$1,100,000
S13	Willamalane Park	Complete master plan for this park and implement improvements.	\$4,600,000*
S14	Outdoor Water Play Feature	Determine ideal location(s) for development and then develop an outdoor water feature within the district.	\$712,500
Sub-Total			\$11,162,500*
*The outdoor pool at Willamalane Park (approximately \$19 million) is not included in Phase One estimates.			
Conduct Minor Updates in Existing Parks			
S15	Bob Artz Memorial Park	Update playgrounds.	\$550,000
S16	Meadow Park	Upgrade courts at this park.	\$700,000
Sub-Total			\$1,250,000
Develop New Parks in Growing and High Priority Areas			
S17	New Neighborhood Park	Develop a neighborhood park adjacent to new Woodland Ridge development in this region.	\$1,940,000
S18	New Pocket Park	Plan, design, and construct a new pocket park in the region.	\$1,000,000
Sub-Total			\$2,940,000
New Acquisitions			
S19	New Neighborhood Park	Acquire land for a new neighborhood park adjacent to new development happening at Woodland Ridge.	\$400,000
S20	New Neighborhood Park	Seek opportunities for acquisition for future neighborhood or pocket park in this high priority area.	\$270,000
S21	New Pocket Park	Acquire land in this high priority area for a new pocket park.	\$135,000
S22	Bob Artz Memorial Park	Acquire adjacent land to expand ballfields.	\$270,000
S23	Moe Mountain Natural Area and trail connection	Acquire land south of Moe Mountain Natural Area (i.e. abandoned railroad) to promote connectivity between the south end of Moe Mountain to the Levee Path.	\$270,000
S24	Thurston Hills Natural Area	Acquire land adjacent to park for improved access and an additional trailhead.	\$5,070,000
Sub-Total			\$6,415,000

Trail Projects			
S25	McKenzie River Multi-use Path	Design and construct a new multi-use path from the south end of the Levee Path, along McKenzie River (north of 126), connecting to High Banks Road at 52nd St.	\$2,675,000
S26	South Weyerhaeuser Haul Road (Thurston Hills Path)	Design and construct a 3-mile 10-foot wide paved multi-use path on existing Weyerhaeuser Haul Road.	\$2,350,000
S27	Gary Walker Trail System at Dorris Ranch	Build additional trails at Dorris Ranch per the master plan update.	\$575,000
S28	Thurston Hills Natural Area Trail Expansion	Develop 1.5 mile single track trails and 1 mile widened soft surface (graveled) accessible trail to accommodate beginner mountain bike riders and trails that consider principles of universal design within the Thurston Hills Natural Area.	\$275,000
S29	Thurston Hills Natural Area South Trailhead	New trailhead access to Thurston Hills Natural Area on the south side.	\$1,975,000
Sub-Total			\$7,850,000
Building Facilities			
S30	District Space Study	Conduct a district-wide space assessment to address needs and maximize use of existing facilities to meet programmatic and staffing capacity needs for the district.	\$80,000
S31	Willamalane Park Swim Center Feasibility Study	Complete a seasonal outdoor pool feasibility study to assess opportunities to co-locate an outdoor swimming pool at the Willamalane Park Swim Center.	\$70,000
S32	Park Services Center Facility	Design and build park services center facility improvements based on recommendations from the facility space study.	\$652,000
S33	Willamalane Adult Activity Center Parking Lot Renovation	Improve existing parking lot to minimize erosion and improve year-round usability. Design expansion of parking lot and an accessible walkway from the adjacent parcel to the west.	\$437,500
S34	Bob Keefer Center Expansion	Develop a master plan and construct an expansion to the Bob Keefer Center to provide additional programming and recreation space.	\$17,550,000
Sub-Total			\$18,789,500
Coordinate with Partners			
S35	Centennial Elementary	Work with SPS to improve playground and increase public access to this school to help meet the need for service in this neighborhood.	\$250,000
S36	Maple Elementary	Work with SPS to improve playground and increase public access to this school to help meet the need for service in this neighborhood. Work with the City and Safe Routes to Schools to assure safe connections to this play area from adjacent underserved areas.	\$250,000
S37	Riverbend Elementary	Work with SPS to improve playground and increase public access to this school to help meet the need for service in this neighborhood.	\$250,000
Sub-Total			\$750,000
TOTAL FOR PHASE 1 =			\$49,854,500

Map of 2023 Proposed Park Improvements

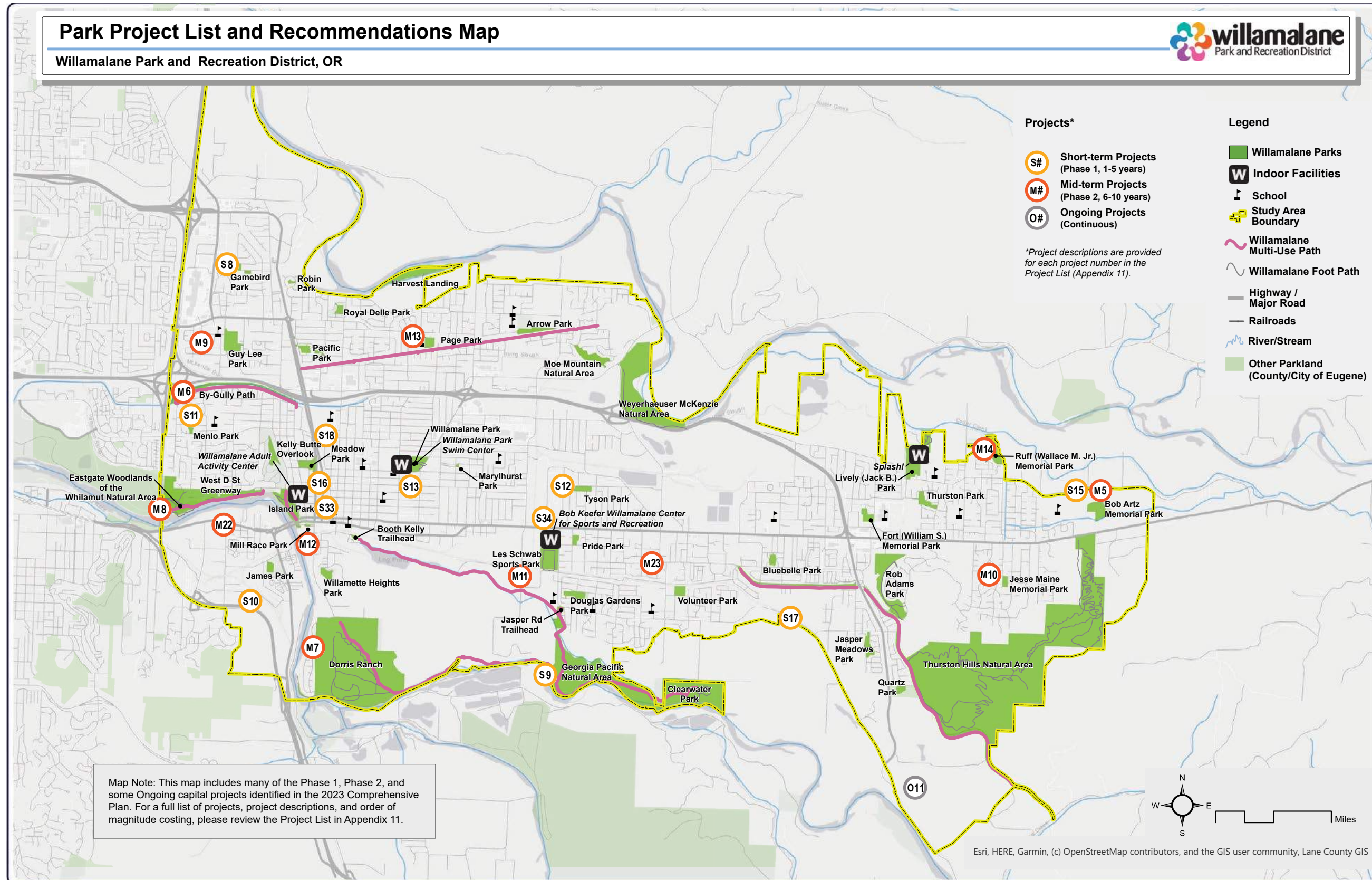


Figure 36: Map of 2023 Proposed Park Improvements

Map of 2023 Proposed Path and Trail Improvements

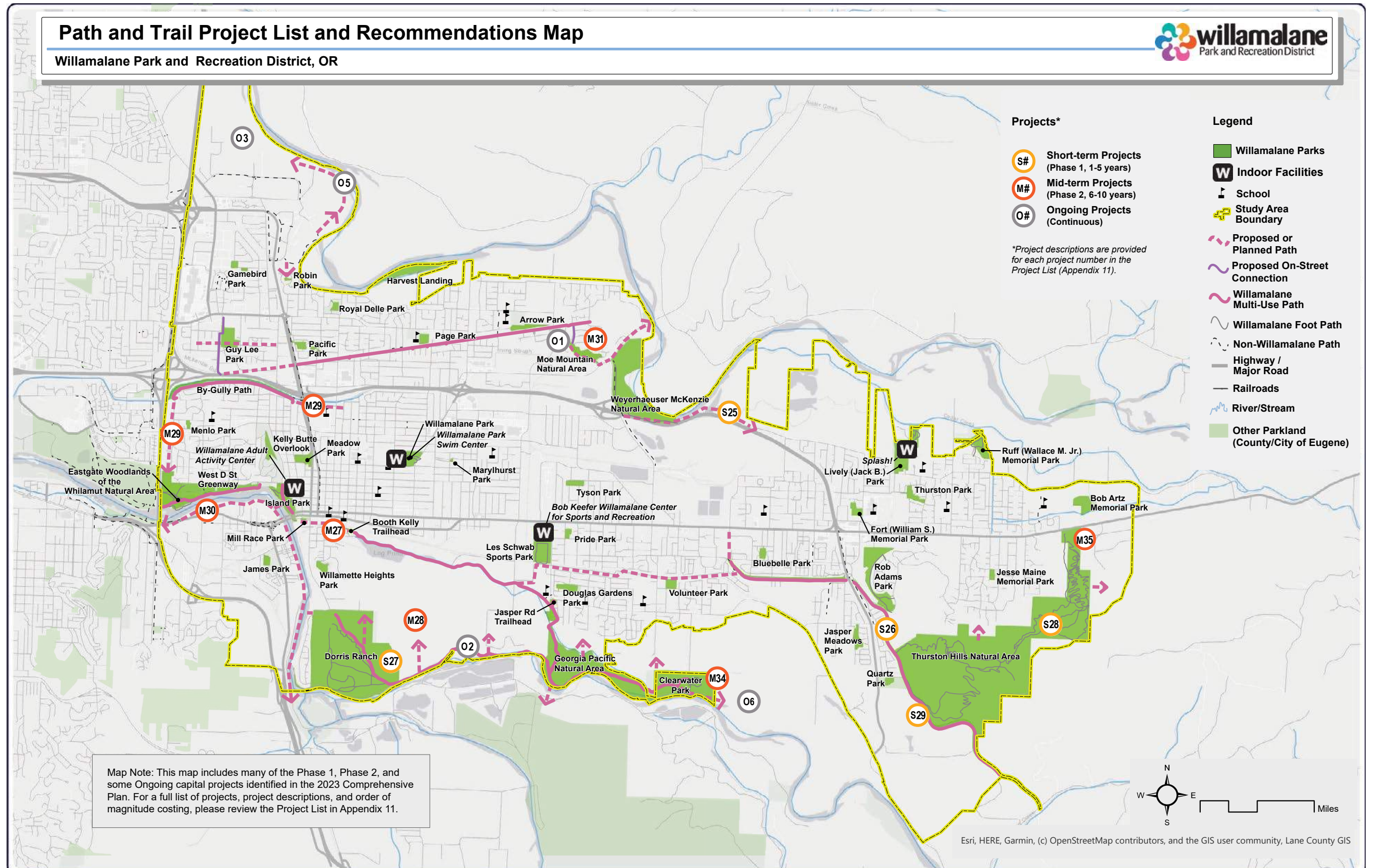


Figure 37: Map of 2023 Proposed Path and Trail Improvements

Financial Strategy

The Project List and Phasing Plan provided in Appendix 11 identifies projects that support the implementation of strategies and actions discussed in this plan. Proposed projects are prioritized into three phases: Phase One (short-term, one to five years), Phase Two (mid-term, six to 10 years), and Phase Three (long-term, 11+ years). Ongoing projects are also identified as projects that have priority, but will be implemented as opportunities exist. Cost estimates are provided for Phase One projects. The total capital cost for the first phase of projects is estimated to be 49.85 million dollars. Phase Two costs were not analyzed in detail but are anticipated to be in the range of 42 - 49 million dollars. Cost estimates are not provided for Phase Three or Ongoing projects listed in the plan. Many of these projects' timelines are assumed to be further out or are unknown. If opportunity exists to implement one of these projects sooner, the district will need to adapt its approach to

funding, accordingly, making intentional decisions based on the priorities established in this plan.

A new outdoor pool and water play area was one of the biggest projects that received strong support during the public engagement process. A ballpark cost for a project of this scale is anticipated to be 17 to 19 million dollars. This plan proposes a feasibility study in Phase One to better understand costs for construction, maintenance, operation, and market demands for this project. Pending outcomes from this study, it is anticipated that a large project like this would happen in Phase Two. Future updates to the funding strategy will need to account for the anticipated large cost for implementing this project.

The following financial strategy builds from the Capital Improvement Plan created in 2012 to propose a current and strategic approach to funding the first phase of prioritized projects.



Capital Project Funding

The district currently has four primary sources of revenue that support the district’s capital project budgets. These funds include:

- Building and Construction (B&C) Fund:** This fund is allocated to planning and capital development, and is most often used for rehabilitation projects. It comes from the district’s General Fund and is funded through public tax dollars. Annual expenditures from this fund are currently projected at about \$473,000 for the next five years, which is an almost 50 percent increase from what was projected in 2012 (\$320,000).
- System Development Charges (SDCs):** System Development Charges are fees imposed on new residential development to pay for growth-related impacts on the park and open space system. Park SDCs can only be used for park and facility acquisition and/or new development. The district’s SDC methodology was last updated in 2006 is scheduled for an update in FY 2024. The 2012 plan over-projected SDC revenues based on an overestimation of population growth. In 2012, population growth between 2010 and 2020 was anticipated to be 42 percent greater than the rates projected for the first 10 years of the 2023 comprehensive plan. Despite this disparity, the district has also seen that new housing development is currently out-pacing population growth and this fund has more recently increased closer to previous projections.
- Grants and Donations:** There is a wide range of government sponsored grant programs available for different types of capital projects; however, funding availability fluctuates with each budget cycle. While the district has shown consistent success in its efforts to obtain grant funds, the proposed reliance on these funds for 28% of the overall project costs in 2012 was well above what Willamalane was able to obtain. Recently, the district created a resource development program to offset its reliance on public tax dollars and maximize success in securing donations and partnership contributions.

- General Obligation Bond:** These voter-approved bonds are an assessment on real property. Funding can be used for capital improvements, but not maintenance. This property tax is levied for a specified period of time, usually 10-30 years. The district issued its last bond in 2012 upon completion of the comprehensive plan update in order to secure \$20 million in funding for development projects. The district generally considers bonds on a ten-year cycle; therefore, an additional bond may be a possible source of funding for the implementation of this plan. The proposed use of bond funds for the purpose of this funding strategy is hypothetical and additional due diligence is needed prior to actual issuance of a bond to the public for voter approval. Projects proposed through use of bond funds will be highly dependent on public support.

The financial strategy in the 2012 plan assumed the following percentage of investments from each of these funding sources:

<u>Funding Source</u>	<u>Percentage of Funding</u>
Building and construction funds	9.3%
System development charges (SDC)	18.6%
Grants and donations	28.0%
General obligation bonds	44.1%
Total	100.0%

To implement the 2023 updated comprehensive plan, project costs for the short-term projects (1-5 years) are estimated at \$49,854,500.

2023 Comprehensive Plan Capital Project Funding Strategy		
	Project Costs	Percentage of Funding
Building and Construction (B & C) funds	\$4,985,450	10%
System development charges	\$7,478,175	15%
Grants and donations	\$7,478,175	15%
General obligation bonds	\$29,912,700	60%
Total	\$49,854,500	100%

While the funding type percentages were intended to follow those in 2012, some shifts were made to account for recent trends and lessons learned since 2012. The following considerations were made during creation of the above strategy:

- Reliance on use of B & C funds was kept as minimal as possible to prioritize use of these funds for general operation of the district and implementation of strategies and actions noted in the plan that are not accounted for in the capital cost estimates. These additional costs may relate to administration, recreation, human resources, communication, maintenance and other services the district provides. This is the primary, currently available funding source that will need to absorb increases in operation and maintenance costs associated with each proposed project that are not quantified in this plan. This is discussed in more detail in the following section.
- SDC projections have been downsized to account for reductions to future population projections.⁵ Funding from this source will likely fluctuate with development and with future SDC methodology adjustments planned for FY 2024. These adjustments will be reflected in future funding strategy updates.
- Reliance on grants and donations was greatly reduced in 2023 to more accurately reflect a realistic quantity based on recent experience. This reduction results in an assumption of \$1.5 million in grant funding per year, instead of \$2.8 million per year. The reduced reliance on grants and donations results in an increased reliance on general obligation bond funding. Increases in bond funds can be leveraged to provide the match requirement for many of the grants for which the district may be eligible.

Operational Costs

The district currently has an approximate operational cost of \$162 per capita, which is lower than the Oregon average of \$190 and higher than the National Recreation and Park Association data for similar sized agencies nationwide (\$104). More information on existing operational costs is included in Appendix 9.

Willamalane’s past comprehensive plans have not accounted for projected operational impacts for proposed projects and, in alignment with that approach, will not include these in this update. It is difficult to accurately forecast the costs of these impacts until a project is closer to implementation. The district is currently implementing an asset maintenance management software that will make these costs much easier to identify in the near future. This is an important exercise for the district to undertake prior to implementation of each project going forward.

In addition to increases in operational costs associated with proposed projects, this plan also identifies an existing deficiency in staffing to support parks, natural resources, and the ranger program. Additional staffing will need to be funded through the district’s General Fund. To avoid future deficiencies, it is important for the district to assess operational costs for each project as it is planned, budgeted, and implemented going forward.

Funding Opportunities

The following are possible funding sources for the acquisition, development, and maintenance of parks and recreational facilities. Some of these sources have been used in the past and others have not been used but may be appropriate in the future. Willamalane should continue to pursue alternative revenue opportunities in order to leverage limited local funds:

- **Special Serial Levy (local option levy):** This is a property tax assessment that can be used for the construction, operation, and/or maintenance of parks and facilities. This type of levy is established for a given rate or amount for a specific period of time, generally one to five years. The advantage of the serial levy is that there are no interest charges. The district should be aware of tax limitations that could influence use of this as a funding strategy.
- **Revenue Bonds:** These bonds are sold and paid from the revenue produced from the operation of a facility. The consultants acknowledge revenue bonds as a potential funding source but discourage use for the projects in this plan.

⁵ Projected funding is based on current SDC balance and projected funding using the current district SDC methodology.

- **Full Faith and Credit Bonds:** Full faith and credit bonds may be used, payable from the district’s general resources. They are not tied to a specific revenue source, but the payment of principal and interest comes from available operating funds.
- **Public/Government Grant Programs:** There are a wide range of government sponsored grant programs available for different types of capital projects; however funding availability changes with each budget cycle.

Below is a list of some of the programs available today:

- **Community Development Block Grant Programs (CDBG):** These grants from the federal Department of Housing and Urban Development are available for a variety of projects in lower income areas of the community. Currently, local grant dollars are minimal, but the district has received several small grants in the past.

- **Land and Water Conservation Fund:** This is a federal grant program that receives its money from offshore oil leases. The money is distributed through the National Park Service and is administered locally by the Oregon Parks and Recreation Department. In the past, this was one of the major sources of grant money for local agencies. The funds can be used for acquisition and development of outdoor park facilities and require a match.
- **Federal Transportation Funding:** The Oregon Community Paths Program is a new grant program dedicated to helping communities maintain connections through multi-use paths. The Oregon Department of Transportation will use monies from the state Multimodal Active Transportation fund and federal Transportation Alternatives Program fund for this program. Oregon Community Paths, or OCP, will fund grants for project development, construction, reconstruction, major resurfacing or other improvements of multi-use paths that improve access and safety for people walking and bicycling.



- **Local Government Grant Program (LGGP):** This Oregon program uses Lottery dollars to fund land acquisition, and development and rehabilitation of parks and outdoor recreation facilities. A 50 percent match is required. Willamalane has been very successful competing for LGGP funding.
- **Recreational Trails Program:** This is a grant program funded through the Oregon Parks and Recreation Department. Projects eligible under this program include: 1) construction of new trails, 2) major rehabilitation of existing trails, 3) development and rehabilitation of trailhead or other supporting facilities, 4) acquisition of land or easements for the purpose of trail development, and 5) safety and education projects. Grants are distributed on an annual basis and require a small percent match. The Clearwater Park restroom was funded with help from an RTP grant, because the park is on the Willamette Water Trail.
- **Oregon State Marine Board Grants (OSMB):** The Oregon State Marine Board manages Oregon’s waterways. The agency also provides construction grants for waterfront improvements such as boat ramps, rest rooms, parking, and other related projects; and operations funds for maintenance and patrol. Funds are also available for maintenance of such facilities. It receives its revenue for grants from the licensing of pleasure boats and a portion of the automobile gas tax. The boat landing at Clearwater Park was funded with help from an OSMB grant.
- **Oregon Watershed Enhancement Board:** The Oregon Watershed Enhancement Board (OWEB) is a State agency led by a policy oversight board. Together, they promote and fund voluntary actions that strive to enhance Oregon’s watersheds. OWEB’s programs support Oregon’s efforts to restore salmon runs, improve water quality and strengthen ecosystems that are critical to healthy watersheds and sustainable

communities. OWEB administers a large and small grant program that Willamalane has recently used for restoration projects.

- **Private Grants and Foundations:** Private grants and foundations can provide money to public agencies for a wide range of projects, although most of their giving is to the nonprofit sector. They often fund unique projects or projects that demonstrate extreme need.
- **Land Trusts:** Private land trusts such as The Trust for Public Land and The Nature Conservancy employ various methods, including conservation easements, to work with willing owners to conserve important resource land. Land trusts assist public agencies in various ways, including acquiring and holding land for eventual acquisition by the public agency.
- **Donations:** Donations of labor, land or cash by service agencies, private groups or individuals is a popular way to raise small amounts of money for specific projects. Service agencies such as the Lions, Kiwanis and Rotary often fund small projects such as picnic shelters or playground improvements. Springfield Rotary helped pay for the development of the dog park at Lively Park.
- **Lifetime Estates:** This is an agreement between a landowner and Willamalane that gives the owner the right to live on the site after it is sold to the district.
- **Exchange of Property:** An exchange of property between a private landowner and the district can occur. For example, the district could exchange a less useful site it owns for a potential park site currently under private ownership.
- **Public/Private Partnerships:** This concept is relatively new to park and recreation agencies. The basic approach is for a public agency to enter into a working agreement with a private business to help fund, build, and/or operate a public facility. While the public agency may have to give up certain responsibilities or control, it is one way of obtaining facilities for the public at a lower cost.



Moving Forward

The district proposes to update this financial strategy on a five-year basis, which will allow for more accurate cost estimates for Phase Two and Phase Three projects. The update will reflect the impacts of future market fluctuations and inflation rates that have increased dramatically over recent years. This timeline also correlates with the already anticipated five-year (minor) and 10-year (major) comprehensive plan updates outlined in the district's administrative policies.

The financial strategy is intended to serve as a roadmap to guide the district's Capital Improvement Program (CIP), which schedules projects for implementation. Through the CIP process, projects are selected and budgeted for on a five-year cycle that is annually reviewed and updated by a committee of Willamalane staff. Each update to the proposed projects and funding strategies is approved by the Willamalane Board of Directors.

10



Implementing the Park and Recreation Comprehensive Plan

This section provides tools and best practices to implement the action items in the plan.



IMPLEMENTING THE PLAN

This plan outlines specific goals, strategies, and actions that can be fully implemented given appropriate community engagement, transparent decision-making, and sufficient resources. Some best practices for implementing this comprehensive plan include:



Leading

Internal task force groups specific to individual objectives and action items (made up of frontline staff with one supervisor/manager).



Measuring

See Appendix 12 for example performance measures that can be used to assess district progress toward meeting the comprehensive plan goals.



Reporting

- Annual reporting on comprehensive plan progress.
- Quarterly implementation review and share status at all-staff meetings.
- Include implementation status in regular reports to the public, which showcase accomplishments and project status.
- Quarterly reporting on master plan status to the Willamalane Board of Directors.





willamalane
Park and Recreation District

COMPREHENSIVE PLAN



Appendices

**WILLAMALANE PARK AND
RECREATION DISTRICT
COMPREHENSIVE PLAN**



Table of Contents

Appendix 1: Community Engagement SummaryA1

- 1.1 Community Engagement by the Numbers A1-1
- 1.2 Outreach Strategy – Identifying Needs and Desires A1-1
- 1.3 Stakeholders and Focus Groups A1-4
- 1.4 A Summary of Input Received During General Stakeholder and Focus Group Interviews and Meetings A1-4
- 1.5 A Summary of Input Received During Topic-Specific Focus GroupsA1-6
- 1.6 Internal Staff EngagementA1-12

Appendix 2: Summary of Related Planning Documents A2

- 2.1 Applicable Planning Documents A2-1
- 2.2 Community Needs Assessment - 2017 A2-7
- 2.3 Willamalane Strategic Priorities, Recommendations, and Findings - 2018 A2-8
- 2.4 Willamalane Operational Objectives - 2022 A2-9
- 2.5 Community Engagement Strategic Plan - 2022.... A2-9
- 2.6 Diversity, Equity, and Inclusion (DEI) Strategic Action Plan - 2021 A2-10
- 2.7 The City of Springfield, Oregon Comprehensive Plan - 2012 A2-12
- 2.8 Lane County Parks and Open Space Plan – 2018 A2-12
- 2.9 The Rivers to Ridges Metropolitan Regional Parks and Open Space Study - 2003..... A2-12
- 2.10 Regional Vision 2003..... A2-12
- 2.11 The 2017 Community Needs Assessment (Summary)..... A2-13

Appendix 3: Willamalane’s Demographic Profile A3

3.1 SourcesA3-1

3.2 Area of Study.....A3-1

3.3 Community Profile.....A3-2

3.4 Health and WellnessA3-5

Appendix 4: Willamalane Park and Recreation District Comprehensive Plan Survey Report A4

Appendix 5: Relevant Trends in the Willamalane Park and Recreation District A5

5.1 Estimated Recreation Participation.....A5-1

5.2 ADA Compliance.....A5-2

5.3 Before and After-School Care Programs.....A5-3

5.4 Community and Special Events.....A5-3

5.5 Dog Parks.....A5-4

5.6 Generational Changes.....A5-4

5.7 Outdoor Fitness Trails.....A5-5

5.8 Nature Programming & Nature-Deficit Disorder.A5-5

5.9 Outdoor Recreation.....A5-6

5.10 Pickleball.....A5-7

Appendix 6: Community Outreach Strategy A6

6.1 Project Background.....A6-1

6.2 Community Engagement Goals.....A6-1

6.3 Target Audience.....A6-3

6.4 Process Overview and TimelineA6-3

6.5 Engagement StrategiesA6-5

Appendix 7: Pop-Up Intercept Events and Digital Outreach A7

7.1 Pop-Up Intercept EventsA7-1

7.2 Digital OutreachA7-1

Appendix 8: Level of Service A8

8.1 Level of Service Assessment A8-1

8.2 The GRASP® Process..... A8-2

8.3 Inventory Methods and Process.....A8-7

8.4 Asset ScoringA8-8

8.5 GRASP® ScoreA8-9

8.6 Component ScoringA8-10

8.7 Park Scoring.....A8-13

8.8 Target Score CalculationA8-15

8.9 Making Justifiable DecisionsA8-20

8.10 Addressing Low-scoring Components.....A8-21

8.11 LOS Improvements A8-22

8.12 Large Scale Maps..... A8-30

Appendix 9: Service Assessments A9

9.1 Organizational and Financial Analysis A9-1

9.2 Willamalane StaffingA9-1

9.3 Willamalane Organizational Chart A9-3

9.4 Financial Analysis..... A9-4

9.5 Recreation Program Analysis.....A9-8

9.6 Program Access and ConvenienceA9-15

9.7 Community Needs, Desires for Recreation and Satisfaction..... A9-16

9.8 Maintenance and Operations Analysis..... A9-22

9.9 Key Findings..... A9-27

Appendix 10: Willamalane Key Issues Matrix ...A10

Appendix 11: Project List and Phasing Plan..... A11

Appendix 12: Performance MeasuresA12

Appendix 1: Community Engagement Summary

Appendix 1. Community Engagement Summary

Over the course of the planning process, more than 3,800 community members provided input, with a majority coming from the needs assessment survey and intercept events. Overall, 32,285 district residents either received targeted social media posts or email notifications (passive engagement) or provided some form of input (active engagement).

To help confirm the results from the public engagement process, two town hall meetings and discussions were held with the Springfield planning commission, the Springfield City Council, and the Lane County Board of Commissioners.

1.1 Community Engagement by the Numbers

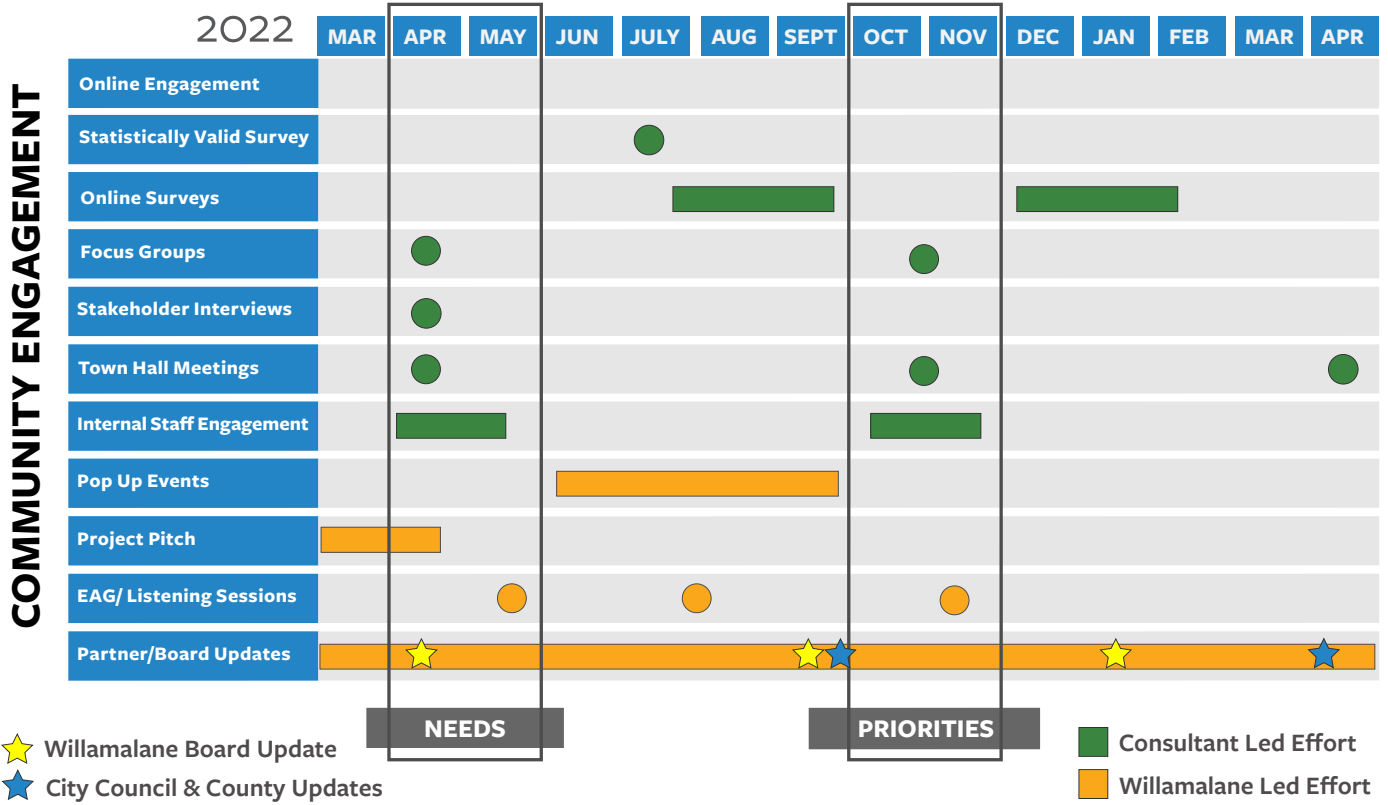
Five categories of engagement were completed:



1.2 Outreach Strategy – Identifying Needs and Desires

This comprehensive parks and recreation plan was built upon the foundation of active engagement with district community members, stakeholders and both users and non-users of parks and trails, programs, and facilities. An important goal was to complete a needs analysis incorporating the opinions, needs, and desires of district members that was transparent, credible, and inclusive of all residents needs and desires. Priorities were set to attract input from individuals and groups that that may have been historically and disproportionately less involved in past engagement opportunities.

To meet this goal, the project team initiated a series of engagement opportunities along with a survey administered as both a random invitation and open-link survey. To help ensure compliance with the State of Oregon planning standards, a formal outreach strategy was presented to the City of Springfield near the outset of the project. The schedule presented in the engagement plan focused first on identifying needs and then on confirming those needs as priorities.



The community engagement strategies selected for his plan support the following five goals in order to inform the overall comprehensive planning process:

GOAL 1 Promote project awareness throughout the planning process

- Find opportunities to engage early with various groups in the community
- Provide as many opportunities as possible for community members to engage
- Follow up and promote additional involvement with those that engage
- Build relationships with participants and provide information about programs, events, and services Willamalane offers

GOAL 2 Gain a deeper understanding of who Willamalane serves

- Who does Willamalane currently serve? Who is not being served?
- What are the demographics of users/non-users (age, race/ethnicity, families, renters/homeowners, gender, and socioeconomic status)?
- What demographic groups use Willamalane's facilities the most/least?
- What programs, parks, trails, activities, and events are accessed the most/least?
- How does the community learn about programs, events and services offered by Willamalane?
- How satisfied is the community with Willamalane's offerings?
- What are common hardships that make accessing park and recreation services challenging (physical/cognitive limitations, socioeconomic limitations, language barrier, schedule, feeling of safety or belonging, etc.)?

GOAL 3 Learn about gaps, barriers, needs, and preferences within the park district

- What does Willamalane do well? What can Willamalane do better?
- What improvements or changes would increase use of Willamalane parks, facilities, and programs?
- What new park opportunities should be considered?
- What new recreation opportunities should be considered?
- What is Springfield lacking?

GOAL 4 Understand the community's priorities for park and recreation for the future

- What are the most desired park/facility improvements?
- What are the most desired recreational opportunities?
- What types of park & facility improvement projects would the community fund?

GOAL 5 Gain support of final plan recommendations

1.3 Stakeholders and Focus Groups

The community engagement process included a variety of both internal stakeholders (staff, elected officials, and leadership) and external stakeholders (community members, tribal leadership, teens, sports leaders, educators, etc.). Stakeholder interviews were conducted with community leaders from the school district, utilities, Willamalane board members, and political leaders. The district provided many community engagement opportunities with a specific focus on DEI.

While many of the focus groups included community members with varying backgrounds and interests, some specific focus groups were held to help ensure participation was inclusive for groups that may not have participated in engagement opportunities in the past.

General focus groups with varied community members were held to gain a general perspective and to create discussion. Other topic-specific focus groups were hosted for teens, the Latinx community, individuals with disabilities advocates, natural areas advocates, trails advocates, and American Indians and Alaskan natives.

The effort resulted in:

- Community stakeholders and focus group participants – 41 participants
- Inclusion and individuals with disabilities advocates – 12 participants
- Teen focus groups – 111 participants
- Latinx specific focus group – 30 participants
- American Indians/Alaska Natives – 22 participants representing 13 tribal nations
- Natural areas specific focus group – 12 participants
- Trails – 6 participants

1.4 A Summary of Input Received During General Stakeholder and Focus Group Interviews and Meetings

Strengths of the district (in no particular order):

- Community support
- Partnership with Springfield School District
- District Funding
- 1Pass
- Skate Park at Willamalane Park Swim Center
- Growth (Improvements)
- Marketing and communication
- Youth programs
- Service district status
- Community First initiatives
- Leadership and board representation
- Combination of neighborhood and community parks
- Outdoor recreation equipment rental
- Trail system
- Affordability of services and facilities
- Parks maintenance
- River access
- Diversity of activities and programs
- Customer service

Areas of improvement (in no particular order):

- Safe routes to parks
- Activity guide (Discontinued)
- Cultural special events
- River access
- Fitness centers
- Trash cans in parks
- Sand pit at Volunteer Park
- Parking at the Adult Activity Center and aquatic facilities
- Alternative transportation
- Pool access
- Shaded park benches
- ADA accessibility at parks and facilities
- COVID-19 measures
- Lack of bilingual signage
- Restrooms in parks unavailable
- Dog stations in parks
- Class and activity times
- Connectivity of bike paths and trails
- Communication with non-users
- More volunteer opportunities

Barriers that limit access (in no particular order)

- Pedestrian walking routes to parks
- District outreach to non-users
- Parking at Clearwater Park
- Accessibility (ADA)
- Facility availability

Additional desired amenities (in no particular order):

- Outdoor basketball court
- Pump track
- Bilingual signage
- Skate Park
- Commissioned artwork in parks
- Splash pad
- Community gardens
- Dog stations in parks
- River access
- Long course swimming pool
- Fitness stations on trails
- Dog park
- Complete bike paths to promote connectivity and safety
- Family friendly restrooms in parks
- All-inclusive playgrounds
- Pickleball courts
- Disc golf course (18 Holes)

Additional desired activities (in no particular order):

- Activities for adults (Ages: 21 – 50)
- Family activities
- Disc golf events and classes
- Volunteer programs
- Pickleball classes
- Enrichment classes
- Swim lessons
- Special events in Parks (movies, concerts, and cultural festivals)
- Environmental education/outdoor programs
- Outdoor yoga

Key partners and stakeholders (in no particular order):

- Springfield Library
- Radio stations
- Historical Society
- International Paper
- Museum of Natural Cultural History
- Nature Conservancy
- Business community
- Friends of Buford Park and Mount Pisgah
- Civic organizations (Rotary Club)
- Lane Transportation District
- Indigenous community
- Team Eugene Aquatics
- Relief Nursery
- AARP Lane County
- Community members
- Lane Community College
- Warehouse Federal Credit Union
- Volunteers
- School district
- University of Oregon
- Springfield Education Foundation
- Senior adults

Priorities (in no particular order):

- Increase footprint to help ensure accommodation of development and growth
- Generating more resources to bring more people into Springfield
- District will see significant demographic changes that will need local government support to immigrants
- Expansion of trails
- Allow more immigrants into the states
- Connectivity of bike path systems (Master Trail Plan)
- Focus on community and inclusivity
- Plan to develop the Glenwood area
- Continue to focus on district branding and staying the course within mission
- Concentrate on recruiting retirees for vacant positions
- Deciding on district branding
- Strategize with local partners to be strategic about funding levy and bond requests to the public
- Indoor activities for summer to combat climate change
- Must address all forms of inequity not just racial

- Market what is done with personal property money and SDC fees; Residents are starting to ask why they must pay them to add a home dwelling
- Bob Artz Park is under-utilized should be prioritized for future development
- Use of organic waste in parks (no pesticides near playgrounds and areas of use)
- Helping to ensure that district is abreast with programs, parks, and activities
- Access to nature
- Swim lessons for all kids

Vision for District

- Decrease footprint to help ensure accommodation of development
- Continue to grow the district and offer great programs and facilities to youth while providing health awareness to increase inclusivity
- Continue to grow partnerships with Springfield School District
- Safety – Safety measures and park rangers are needed in plan
- Fiscal responsibility – Taxpayers should know their money is not being wasted
- Staying engaged with the public and serving underserved populations
- DEI is met on all levels

1.5 A Summary of Input Received During Topic-Specific Focus Groups

These important focus groups brought stakeholders into the process that may not have participated otherwise.

Teen-Focused Input

During the Comprehensive Plan update scoping and planning process, the project Advisory Committee identified teens as a user group they felt may not be reached through typical forms of public engagement (surveys and focus groups). To respond to this need, a focused effort was made to engage teens in their classrooms during the Spring 2023 term (see Appendix 5 for a thorough summary of this important engagement effort).

Process

A total of 111 students in four classes (two middle school and two high school) volunteered to participate in this effort. Students in each class were given a presentation on what Willamalane does in the community, what the comprehensive plan is and how it guides district work, and how the plan is updated. After the presentation, students were asked a series of questions in large or small groups facilitated by Willamalane staff. The session closed with a paper survey.

Two of the classes (one middle school and one high school) made this the subject of a final project for the class, and on June 7th, 2022, these students presented their research, recommendations, and ideas to Willamalane staff.

Key Topics/Themes

A FEW KEY THEMES EMERGED FROM THE FEEDBACK:

- Teens are generally familiar with Willamalane and satisfied with their experiences at Willamalane parks and programs
- Students are generally most familiar with bigger, destination-type recreation facilities in addition to the parks closest to their neighborhoods
- Students are busy, and many teens who play sports are reaching more competitive levels. Many students indicated they would like Willamalane to provide:
 - » Events that are geared toward teens. Some ideas suggested: movie nights, music gatherings, street fairs, and neighborhood parties/picnic days in parks. Music and food were two commonly requested things to include at events.
 - » Ways teens can gather more informally.
- Students rely on social media as a primary way of receiving information; another opportunity they recommended using to promote teen centered opportunities is school announcements (especially at the start of the year).
- Some teens are at or close to an age where they will start working. There was interest in opportunities to gain experience through leadership roles, training, volunteering, etc. to help prepare them for the work force. Some teens were interested in working for Willamalane.

Results From the Teen Paper Survey (n = 111)

The students completed a needs assessment and satisfaction survey and their responses to some of the key questions are presented in Table 6.

Latinx Community Input

Willamalane partnered with Latino Professionals Connect, a local network of approximately 300

businesspeople, leaders, educators, community members, and professional activists to plan and host an event that would help inform needs, desires, and priorities of Latinx community members. A two-hour networking event was promoted to Latino Professionals Connect members and community partners, such as the Springfield Alliance for Equity and Respect (SAfER), Escudo, and Community Alliance of Lane County. The event included a brief presentation about Willamalane’s mission and values, what they do, and how the information will be used. Willamalane also introduced the DEI Action Plan and DEI supervisor as a future point of contact for collaboration and questions.

Approximately 22 attendees were broken into three groups, each participated in an input session conducted bilingually. Each small group having a translator available as needed for discussions focusing on:

- Parks
- Recreation programs and events
- Communication

An activity asked participants to place three dots on their top priorities for improving services. The bilingual list of options included topics and ideas mentioned in previous meetings, discussions, and engagement events. Key outcomes, overarching themes, and other input can be found in Appendix 6. Four priorities were identified that speak to the most valued improvements Willamalane could make to better service the Latinx community:

- Hiring more bilingual staff
- Providing more stipends/scholarships for programs

Most Used Parks, Trails, and Facilities	Most Popular Teen Participatory Activities	Teen Desires for Additional Activities
<ul style="list-style-type: none"> ● Splash at Lively Park (wave pool) ● Bob Keefer Center for Sports and Recreation ● Dorris Ranch ● Thurston Hills Natural Area 	<ul style="list-style-type: none"> ● Hiking ● Swimming ● Weightlifting ● Video Games 	<ul style="list-style-type: none"> ● Roller skating in its own facility ● Movie nights ● PE games (Badminton, Spike ball, corn hole, etc.)

- Providing more Latino/a focused programming
- Providing more bilingual information in parks and buildings.

Natural Area Specific Focus Group

Including input specific to natural areas was important because by the 2012 update to the district comprehensive plan, Willamalane only managed 186 acres of natural area, and there were no dedicated natural resource staff. Ten years later, Willamalane manages more than 1,000 acres of natural area and two full-time staff dedicated to planning and managing these areas. The district regularly collaborates with partners to plan and implement projects across the region. Given the significant and rapid growth in natural resource area, a conversation with regional partners was hosted to evaluate Willamalane’s approach to natural areas management and priorities for the coming years.

PARTICIPATING AGENCIES:

Willamalane invited partners from 19 different agencies in the region that have experience working with the district in various ways and/or doing similar work in the region to attend a discussion focusing on natural resource management. At least one representative from the agencies below were able to attend the meeting.

- Bureau of Land Management (BLM)
- Long Tom Watershed Council (LTWC)
- Upper Willamette Stewardship Network (UWSN)
- Middle Fork Willamette Watershed Council (MFWWC)
- Oregon Department of Fish and Wildlife (ODFW)
- Eugene Water and Electric Board (EWEB)
- Eugene Parks and Open Space
- McKenzie River Trust (MRT)
- Lane County Parks
- McKenzie Watershed Council
- Willamette Riverkeeper
- Springfield Utility Board (SUB)
- Rivers to Ridges Partner

The following is a synthesized list of key topics and themes identified during the natural areas focus group meeting.

EDUCATIONAL OPPORTUNITIES	PRIORITY PROJECTS	ACQUISITION OPPORTUNITIES
<ul style="list-style-type: none"> » Nature hikes & tours » Interpretive panels » Increase public awareness of efforts » Local flora/fauna, sensitive areas, and cultural aspects of natural resource work 	<ul style="list-style-type: none"> » Focuses: Urban stormwater, riparian and floodplain areas, urban forest, oak habitat » More Viewpoints » Locations: Island Park Slough, Cedar Creek, Maple Slough 	<ul style="list-style-type: none"> » Hayden Bridge boat ramp » McKenzie River Trust land » Land to promote trail/habitat connectivity (especially along rivers) » McKenzie River access
PARTNERSHIPS	MANAGEMENT STRATEGIES	APPROACH
<ul style="list-style-type: none"> » Maintain existing partnerships » Expand for: fuel reduction work, land acquisition, and floodplain restoration 	<ul style="list-style-type: none"> » Cross-train staff » Implement prescribed burns » Be systematic and proactive » Prioritize heavy impact areas 	<ul style="list-style-type: none"> » Increase staff and capacity » Incorporate social justice » Acquire strategically/be proactive » Hire grant writer

Trails Specific Focus Group

Walking for pleasure and for exercise and hiking on both paths and trails was a top issue identified during the initial engagement process and the needs assessment survey. As a result, a trails specific focus group was facilitated to best understand trail needs both in the district and in the region. Individuals attending had backgrounds and represented:

- Dorris Ranch and general horseback riders and dog walkers
- Back county equestrians

- Local hiking and climbing clubs
- City of Springfield, bike, and pedestrian group
- Rivers to Rivers group, working to update the regional vision
- Springfield transportation planners
- Lane County senior transportation planner

Key issues identified during the focus group meeting are shown in Table 7.

<p>TRAILS AND TRAILHEADS NEEDS</p> <ul style="list-style-type: none"> • Thurston Hills leading to McKinsey area • Trails that highlight to views, vistas, or viewpoints. Connections from Doris Ranch to Springfield Bute • Maple Island slew • North Bank needs lighting on path • Harvest landing and McKenzie Weyerhaeuser • Maple Island Slough – soft-surface trail opportunity • Coberg Hills (no public easement) • Connection Howard Bueford recreation area near Dorris Ranch 	<p>PHYSICAL GAPS IN NETWORK</p> <ul style="list-style-type: none"> • Connection to Howard Bufford recreation area and covert loop area/hermitage park • River Bend hospital extension • River of high banks road • More regional connections outside of Springfield. • 42nd and Marcolla path
<p>UNDERSERVED CURRENT TRAIL NETWORK AND SYSTEM</p> <ul style="list-style-type: none"> • West of the express way north of main street and south of G street • The Obsidian Group sometimes uses pisca and Thurston Hills • Ridgeline • Equestrian trails in the Thurston trail system 	<p>DESIRED OR MISSING EXPERIENCES</p> <ul style="list-style-type: none"> • Updated signage and consideration of multi-use trails • Universal access trails (flat) • Mountain bike trails • Need more benches – shaded • Safe routes to schools in Guy Lee Park • Poop loop for equestrian trails

Accessibility and Inclusion Specific Focus Group

Given the high percentage of individuals with disabilities in the Springfield UGB, a targeted focus group was held to add perspectives offered by individuals or advocates for individuals with disabilities. Table 8 illustrates the key comments made during the focus group meeting

American Indian/Alaskan Native

Given the significant influence Willamalane and the City of Springfield have on land management in the area and the history of the Kalapuya forced removal from the area, Willamalane and the city of Springfield recognized a gap in public engagement with local Tribes and American Indian/Alaska Native (AI/AN) residents.

<p>DISTRICT STRENGTHS IN TERMS OF ACCESSIBILITY AND INCLUSION</p> <ul style="list-style-type: none"> ● Mobility needs (visual) ● Equitable fee structure ● Listening to input ● Providing accommodations to youth with disabilities 	<p>AREAS THE DISTRICT NEEDS TO IMPROVE</p> <ul style="list-style-type: none"> ● Mobility needs (visual) ● Equitable fee structure ● Listening to input ● Providing accommodations to youth with disabilities ● Inclusion services are free to include support workers
<p>OPPORTUNITIES FOR MARKETING INCLUSIVE RESOURCES</p> <ul style="list-style-type: none"> ● Need for external outreach and speaking to other providers ● Update website to call out support services and availability ● Lane County ARC and DDS will be a great partner ● Update verbiage of services ● Reminding agencies, such as Direction Services, Family Resource Coordinators at the school level, and using social media to share info 	<p>ACTIONS TO IMPROVE ACCESSIBILITY IN PARKS</p> <ul style="list-style-type: none"> ● Additional fencing for safety (playgrounds) ● Assessable parking for an aging population ● Interpretable signage on trails (easy, intermediate, and hard) – rough, steep, and declining, for example ● Add hex boards to playgrounds with communication tools

This led Willamalane and the city to host a Tribal Dialogue to understand and learn about awareness, values, and priorities of self-identified American Indian/Alaska Native residents living within Springfield and the surrounding area—especially individuals who interact with both agencies’ services and jurisdictions. Representatives from the Springfield School District were also invited and participated in the process.

PROCESS

Willamalane and the City collaborated with an Indigenous planning consultant to host a public dialogue for AI/AN residents to share feedback and perspectives around agency awareness, values, and priorities. The planning

consultant applied elder teachings while facilitating and aiming to eliminate power dynamics to provide a safe platform and space for residents to openly speak and be in community.

Co-facilitation was practiced by Indigenous community representatives leading round table discussions with agency representatives listening, learning, and taking notes on behalf of each table. Questions were prepared in advance by agency collaborators to help guide discussion. Example answers were provided for each question if there were not many responses to help trigger ideas. Community members were encouraged to share ideas and to engage in story telling of their personal experiences if they were comfortable.

Agency representatives were encouraged to not influence conversation or make statements/promises regarding next steps.

TRIBAL OUTREACH

Agencies outreached via printed material, social media, email, and phone. Emailed invitations were distributed to the Confederated Tribes of Siletz Indians Eugene area office and Confederated Tribes of Grand Ronde. Phone outreach was conducted with the Confederated Tribes of Coos Lower Umpqua and Siuslaw Eugene area office. Additionally, a Facebook event was advertised on local AI/AN community Facebook groups and via the Springfield Chifin Indian Education Program page. Printed material was distributed at the Lane Community College Longhouse, University of Oregon Many Nations Longhouse, Ko-Kwel Wellness Center (Indian Health Clinic), and at the Springfield Chifin Indian Education Center.

PARTICIPANT DEMOGRAPHICS

The event included 22 AI/AN participants that are affiliated with 13 Tribal nations. There were eight participants affiliated with one of the Nine federally recognized Tribal Nations in Oregon including The Klamath Tribes, Confederated Tribes of Grand Ronde, and Confederated Tribes of Siletz Indians. Additionally, four participants are affiliated with tribes that had traditional and customary tribal boundaries in parts of the land now formally recognized as the state of Oregon.¹ Two participants were non-Native but participated because they are raising Native children in the Springfield area.

Our agencies recognize this dialogue was not a form of Government-to-Government consultation between the City of Springfield and the tribes with ancestral ties to the area, the Confederated Tribes of Grand Ronde, and the Confederated Tribes of Siletz Indians.² The feedback received and included in this summary represents the perspectives of only the AI/AN residents that chose to participate and share perspective in our planning dialogue.

KEY RECOMMENDATIONS/TAKEAWAYS

Dialogue participants shared several insights and suggestions based on their own experiences with the agencies and what opportunities exist for strengthening tribal relationships and services. Key themes emerged and were shared, and specific, applicable themes

are included here. Opportunities for the agencies to collaborate better with native people are in in Table 9.

- Participating members voiced familiarity with the Springfield Library, swimming pools, and the Springfield City Council
- A dire need for community space or a community center
- A need for greater accurate representation that will raise awareness regarding accurate Kalapuya history and for current Indigenous people
- A desire for protecting and planting of native plant species
- A need for more communication/outreach specifically for Native programming
- A need for continued relationships between agencies and the community – town hall meetings, discussion forums, and regular community meetings
- Greater Indian Health Services in Springfield
- A need to prioritize Native language and signage in the public realm
- Greater access to space, water/rivers, harvesting of traditional plants, affordable services, leadership roles, and employment
- A desire for Intergenerational programming from babies to elders
- Cultural programming outwardly to the community and internally
- Space and time to interact across our AI/AN cultures
- Gathering -> Safely -> place (all intersectional)
- Powwow classes
- Prioritize Native people in the hiring process – high admin role, a board position, people from the culture, full-time positions inside agencies (not just consultants), not limited duration
- Liaison to work with Tribes and Native communities with a team to support staffing. Provide them with fiscal and decision-making – not just a representative and not just tokenism but understanding tribal protocols is important

¹ <https://admissions.uoregon.edu/residency/tribes>

² <https://www.grandronde.org/>, <https://www.ctsi.nsn.us/>

- Governance representation – tribal communities do not have relationships with governance bodies Planning Commission or other committees – no seat at the table
- Language/place names indigenizing – land acknowledgment and signage
- Town hall meeting, discussion forums, and regular community meetings (like this one)
- Protecting and planting more Native plants and opportunities to gather Native plants
- Invasive species removal
- Recreation boating – example of how Portland has intertribal canoeing for kids and elders and community
- Access to water – Nature, natural spaces, and fish/salmon
- Learn about Native plants in the landscape – keep them prominent
- Communication – lack of outreach to Native people presents a barrier
- Community events

- Tribal consultation practice with Grande Ronde and Siletz
- Native program at Springfield Schools – after school education/cultural classes for Native students
- Excitement for Native murals and art with Native scenery
- More Native representation in the public realm
- Opportunities for community space that might include space to gather, the use of Willamalane space, and community space for Powwows
- Keys discussion item were the reference to the people this land belongs to – Kalapuya Ilihi (homelands) and acknowledgment that the Chifin Center is not sufficient because it is prioritized for the school district
- Collaboration with the Springfield Museum – include and begin with Native history of this land, begin conversations around this work, redo maps in museums, map the seasonal rounds, and recognize talking stones and create more
- Native representation in parks & city – Signage and native plants including more Kalapuya language
- Springfield flag raising – include more flags and have them year round

1.6 Internal Staff Engagement

To best understand issues pertinent to the master plan, City leadership and staff were interviewed as part of a SWOT analysis. Results were used to craft questions for the needs assessment survey and gain a greater perspective on key issues affecting the district.

Two hundred and seven staff members provided input into the planning process:

- Staff Strength, weakness, opportunities, and threats process (SWOT) - 141
- Aquatics staff focus group - 38
- Operations and maintenance staff focus group - 28

District Staff and Leadership Input

The SWOT analysis identified strengths, weaknesses, threats, and opportunities in both a written survey form and in-person interviews. The following two sets of results were received:

<p>MOST REPORTED STRENGTHS</p> <ul style="list-style-type: none"> ● Dedicated and competent staff ● Teamwork ● Attentive leadership ● Amenities and facilities ● Resiliency (adaptability to change) ● Staff communication ● Parks ● Staff retention rate ● Seasonal community events (mega hunt) ● Workplace culture ● Dedication to DEI ● Funding Base (property tax provided to District) ● Community support 	<p>MOST REPORTED WEAKNESSES</p> <ul style="list-style-type: none"> ● Not enough staff for the workload ● Insufficient programming space ● Internal Communication ● Programs (ages: 20-50) ● Staff salaries ● Vehicle replacement program ● Staying within mission ● Adding amenities without maintenance budget ● Reactive maintenance (be more strategic) ● Corrective action (patrons) ● Fee structure (increasing of fees) ● Visual appearance of parks ● ADA updates to facilities and parks
<p>MOST REPORTED THREATS</p> <ul style="list-style-type: none"> ● Funding (not sustainable) ● Retaining employees ● Covid-19 pandemic ● Partnerships/Sponsorships ● Grow volunteer programming ● Utilization of friend's group ● Extend river access ● Prioritizing underserved populations ● Hiring a procurement manager ● Employee engagement ● Outdoor tennis/pickleball courts ● Disc Golf (will add value to parks) 	<p>OPPORTUNITIES</p> <ul style="list-style-type: none"> ● Park projects that increase capacity ● Partnerships and cultural opportunities ● A new community center and indoor aquatic facility ● Lack of frontline staff ● Mid management working outside of scope ● Lack of police response (safety and security) ● Need pay study to assist with recruitment ● Maintaining assets with growth ● Eugene fees being inexpensive ● Inaccurate media ● School district (need for updated MOU) ● Climate change

Aquatics Staff Input

Thirty-eight aquatics staff, (full and part-time) met in October and were asked a series of questions using the Menti digital platform. Menti allows real time input using cell phones. Results to questions were instantly projected on a screen in front of the group. A summary of the input received is in Appendix X. Staff identified higher wages, additional staff, lifeguard recruitment and retention efforts and more consistent operation hours as priorities for improvement.

Operations and Maintenance Staff Input

Twenty-five staff members were asked a series of questions in November, 2022 using the Menti platform to help understand maintenance challenges. The results were used in the maintenance assessment. Priorities identified are shown here:

- Active management, designed for both users and maintenance
- Additional dog parks
- Find a solution to maintain parks given homelessness and vandalism
- Get all parks and site amenities up to “standards” and be able to keep them there. Goal being to keep parks looking new. Be able to replace equipment more often.
- Have a playground replacement program built into the budget.
- Have funding in place to maintain new parks, trails
- Homeowners on park borders maintaining vegetation on their fence lines
- Increasing natural area maintenance and operations capacity
- Low maintenance landscapes, drought tolerant parks
- Lower maintenance design
- Make adjustments to outdated park practices. Eliminate trouble amenities such as sandbox’s and beds
- Planning and maintenance crew having more meetings. There’s a lot of maintenance tasks that could be made way easier if we just do simple small adjustments to the designs of the parks.
- More connecting trails.
- No more red osier dogwoods.
- Additional dog park.
- More natural resources resource
- Move ornamental beds 50 ft from playgrounds
- New Equipment, more staffing, bigger shop
- No chain link fence along pathways
- No invasive plants in parks / natural areas
- No new parks, maintain what we have until we get more staff
- NO porta potties as permanent restroom in parks!!
- Wider sidewalks. No sandboxes. Different style of restrooms

Appendix 2:

Summary of Related Planning Documents

Appendix 2. Summary of Related Planning Documents

Willamalane Park and Recreation District partnered with Berry Dunn McNeil & Parker, LLC (BerryDunn) to create this 2023 Comprehensive Plan for the Willamalane Park and Recreation District (WILLAMALANE). An integral part of the planning process was to help ensure both consistency with other planning documents and compliance with the State of Oregon’s planning goals. The purpose of this summary review was to provide background, identify priorities and recommendations, and perspective to be used throughout the plan.

Many local, regional and district planning documents and some specific plans for parks and natural areas were reviewed to inform context. Some background document review was accomplished to support specific parts of the plan such as the recreation plan and materials related to the district’s recent accreditation process that were used in this plan but not necessarily summarized in this review.

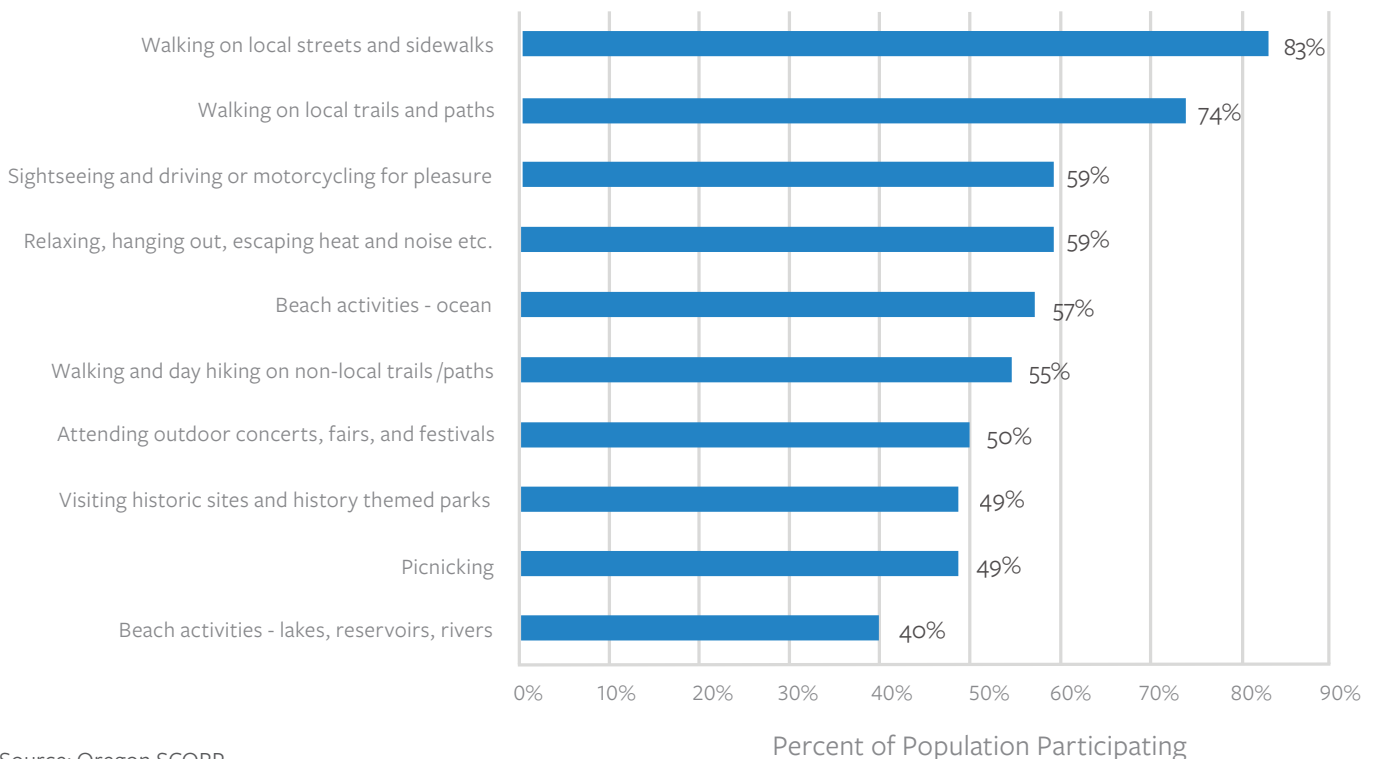
2.1 Applicable Planning Documents

Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP) 2019-2023

Careful attention was paid to the SCORP to help ensure that priorities in comprehensive plan align with those in the planning document. The SCORP is Oregon’s five-year planning tool for outdoor recreation and guides the use of Land and Water Conservation Fund (LWCF) funds that come into the state of Oregon. The plan looks at participation across a series of state and County locations as well as numerous age, ethnic, economic, and other demographic groups. The plan is based on a statewide survey and helps to set priorities for local, regional, and statewide funding. The report identifies five statewide issues that apply to the district and this comprehensive plan:

1. An aging population
2. An increasingly diverse population
3. A lack of youth engagement in outdoor recreation
4. An underserved low-income population
5. The health benefits of physical activity

Below are figures that portray participation in outdoor recreation activities in Lane County and across Oregon, based on the 2019-2023 SCORP survey data.



Source: Oregon SCORP

The chart below shows the top ten outdoor recreation activities throughout Oregon, and the percentage of population engaged in each of them. SCORP data reported that 83% of the population walks on local streets and sidewalks as the top outdoor recreation activity, followed by 74% walking on local trails and paths.

Data in the Table below demonstrates that greater access to clean restrooms, and trails for walking are the highest future priorities for outdoor recreation participants in Oregon.

PRIORITIES FOR FUTURE PARKS AND RECREATION INVESTMENT IN OREGON

Item	Mean	Percent				
		1	2	3	4	5
Cleaner restrooms	3.94	5.3	6.4	19.9	25.3	43.0
Dirt / other soft surface walking trails and paths	3.71	5.9	8.7	22.3	34.5	28.6
More restrooms	3.62	6.8	10.9	24.4	28.9	28.9
Children’s playgrounds and play areas made of natural materials (logs, water, sand, boulders, hills, trees)	3.54	11.6	9.4	22.5	26.3	30.1
Nature and wildlife viewing areas	3.52	8.1	10.8	26.5	30.0	24.6
Public access sites to waterways	3.52	10.1	10.0	24.9	27.5	27.5
Picnic areas and shelters for <u>small</u> visitor groups	3.48	6.3	12.3	28.5	32.6	20.2
More places and benches to observe nature and others	3.39	9.8	13.4	26.2	28.8	21.8
Security cameras in key places	3.33	16.1	12.7	20.6	23.7	26.9
Paved / hard surface walking trails and paths	3.32	12.6	14.9	24.0	25.1	23.4
Off-street bicycle trails and pathways	3.26	17.2	12.4	22.2	23.7	24.2
Children’s playgrounds and play areas built with manufactured structures like swingsets, slides, and climbing apparatuses	3.25	13.8	14.2	25.9	25.0	21.1
More shaded areas	3.25	13.1	12.9	29.6	25.1	19.3
Picnic areas and shelters for <u>large</u> visitor groups	3.05	13.9	19.1	30.1	22.0	14.8
Additional lighting	3.02	19.6	15.9	25.2	21.2	18.0
Community gardens (where you can grow vegetables)	2.94	24.9	15.2	20.9	18.9	20.1
Off-leash dog areas	2.92	25.9	14.4	21.9	17.7	20.2
Multi-use sports fields	2.80	24.7	18.0	24.4	18.2	14.8
Designated paddling routes for canoes, kayaks, rafts, driftboats	2.79	25.3	17.1	24.5	19.5	13.6
Low-impact exercise equipment	2.48	34.1	18.8	22.7	13.8	10.6
Off-highway vehicle trails/ areas	2.44	36.9	19.3	19.3	12.2	12.4

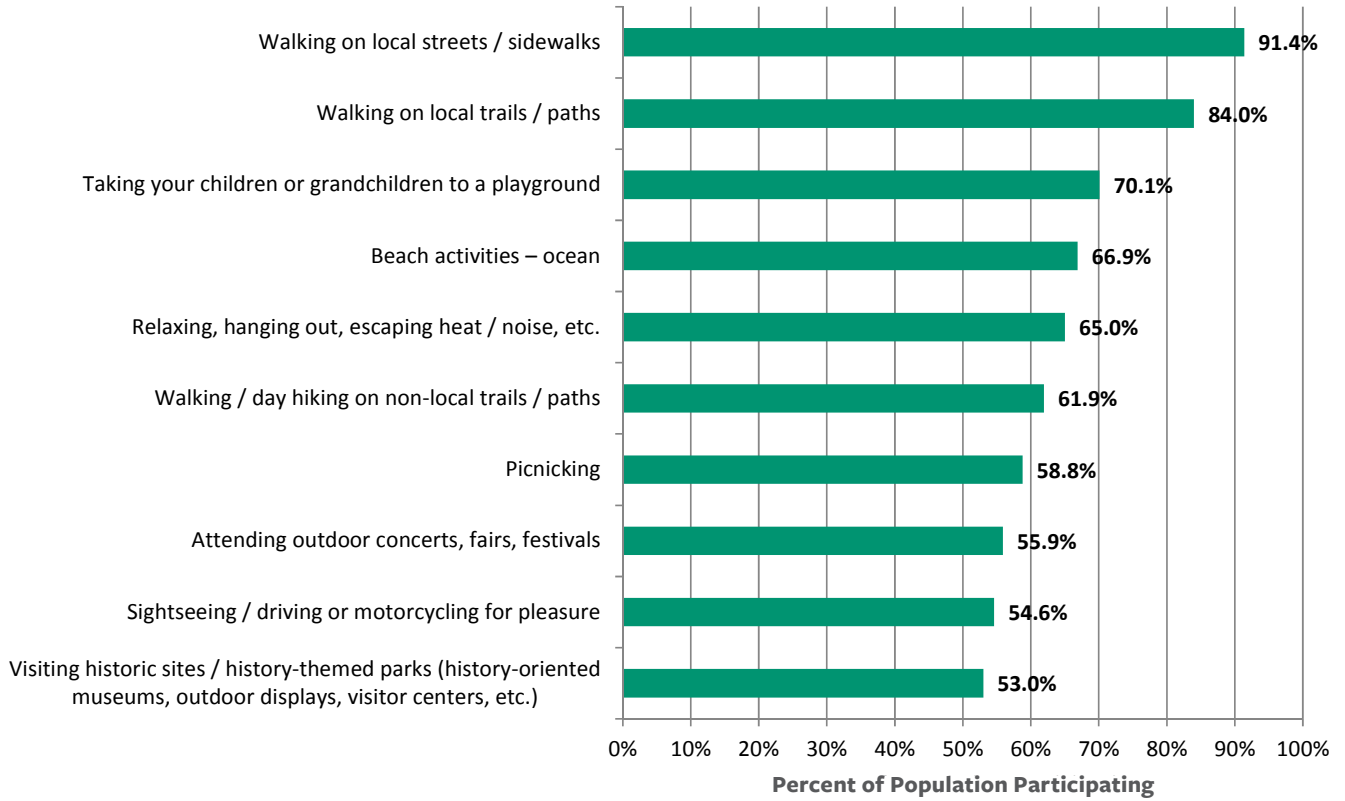
Source: 2019-2023 Oregon SCORP

COMMUNITY RECREATION PROGRAM NEED, OREGON GENERAL POPULATION IN 2017

Type of program, class, or event	Do you have a need for this program, class, or event?		If yes, how well is your need being met? – Mean score*	Which programs are most important?			
	% Yes	% No		% 1st Choice	% 2nd Choice	% 3rd Choice	% 4th Choice
Farmer's market	68.6	31.4	3.83	40.8	16.6	10.3	7.1
Concert	56.3	43.7	3.29	9.9	18.1	14.0	9.1
Outdoor sports	48.5	51.5	3.43	13.8	8.2	9.0	9.4
Outdoor movies	46.2	53.8	2.63	3.2	7.5	9.5	11.9
Water exercise	41.0	59.0	3.00	5.8	6.8	6.5	7.5
Historical tours	40.2	59.8	2.75	2.9	5.6	8.7	8.9
Arts and crafts (ceramic, painting)	39.8	60.2	3.04	4.0	6.9	7.3	7.5
Quiet zone for reading or meditating	38.8	61.2	3.20	4.8	6.5	6.9	7.1
Environmental education	34.9	65.1	2.74	3.1	4.6	5.9	7.4
Yoga	34.4	65.6	3.12	3.0	4.5	4.8	4.5
Game area (e.g., chess, cards)	26.4	73.6	2.58	1.2	2.3	3.3	4.4
Walking club	26.3	73.7	2.73	0.7	1.1	1.2	0.5
Computer education	25.5	74.5	2.77	1.3	2.4	3.4	4.0
Social dancing	24.3	75.7	2.68	1.3	2.5	3.0	4.2
Aerobics	22.8	77.2	3.10	1.1	1.7	1.8	1.7
Tai Chi	20.8	79.2	2.73	1.5	2.2	2.0	2.1
Zumba	18.7	81.3	3.02	1.0	1.6	1.6	1.6
Pilates	18.4	81.6	2.84	0.5	0.8	0.8	1.2

Source: 2019-2023 Oregon SCORP

TOP TEN ACTIVITIES FOR OREGON FAMILIES WITH CHILDREN



Source: 2019-2023 Oregon SCORP

LANE COUNTY OUTDOOR RECREATION NEEDS

LANE COUNTY NEED			
Oregon Public Recreation Provider Survey			
Close-To-Home Priorities	Mean	Dispersed-Area Priorities	Mean
Trails connecting adjacent communities	4.50	Connecting trails into larger trail systems	4.71
Urban bike paths (separate from street traffic)	4.50	Day-use hiking trails	4.57
Community trail system	4.00	Off-highway vehicle trails/ areas	4.43

Source: 2019-2023 Oregon SCORP

Oregon Statewide Planning Goals - 2019

The state of Oregon updated mandatory planning goals in 2019; eight of these goals are applicable to this comprehensive plan. Because this plan is programmatic and does not directly lead to purchase

of property, construction of parks or facilities, or create environmental impacts, many of the planning guidelines from the 2019 statewide goals are not applicable. BerryDunn worked to help ensure Willamalane's plans follow the statewide planning goals.

Planning Goal #	Statewide Planning Goal	Applicable to Willamalane's Comprehensive Planning
1	Citizen Involvement	Yes
2	Land Use Planning	Yes
3	Agricultural Lands	Minimally
4	Forest Lands	Yes
5	Natural Resources, scenic and historic areas, and open spaces	Yes
6	Air, Water, and land Resources planning	Yes
7	Areas subject to natural hazards	Yes
8	Recreation needs	Yes
9	Housing	No
10	Public Facilities and services	Yes
11	Transportation	Minimally
12	Energy Conservation	Minimally
13	Urbanization	Minimally
14	Willamette River Greenway	No
15	Estuarine Resources	Minimally
16	Coastal Shorelines	No
17	Beaches and Dunes	No
18	Ocean Resources	No

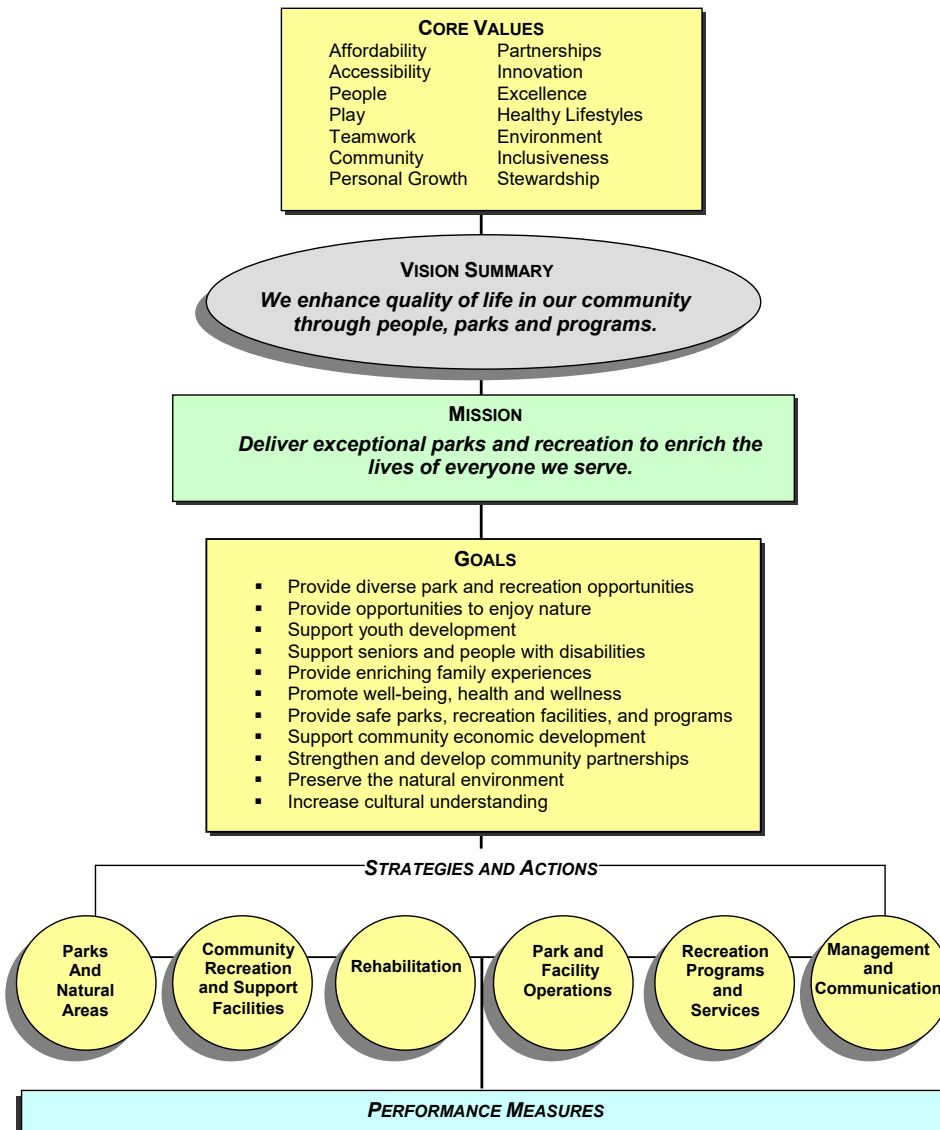
Willamalane Park and Recreation District Comprehensive Plan - 2012

The 2012 WILLAMALANE comprehensive plan focused on the district’s fourteen core values; development of eleven goals that led to six strategies regarding parks and natural areas; community recreation and support facilities; rehabilitation; park and facility operations; recreation programs and services; and department management and communication. The plan did an excellent job identifying performance measures. The plan resulted in a district capital improvement plan that identified \$39 million in capital projects from 2012 to 2021 and an additional \$29 million between 2022 and 2031. An additional \$34 million in unfunded projects was also documented. Capital project funding was identified from existing fund balances, system development charges, grants and donations, and a general obligation bond.

The plan also focused on the following areas of improvement:

- Collaboration
- Glenwood and Downtown areas
- Thurston Hills Ridgeline
- Connections to waterways
- Opportunities for active play
- Reinvestment
- Resource conservation
- Recreation programs

2012 WILLAMALANE COMPREHENSIVE PLAN MISSION, VALUES, GOALS, AND STRATEGIES



2.2 Community Needs Assessment - 2017

The district published the results of their last community needs assessment in 2017, allowing comparisons to the 2012 assessment conducted during the last comprehensive plan update. The community was engaged with a 23-question survey that received 139 paper responses, 1,079 online responses, and 664 intercept surveys and targeted conversations with members of the Latinx community. The needs assessment analysis concluded:

- 90% of district residents are highly satisfied with facilities and services
- District programs and services provided great value
- Over 94% of district residents feel welcome, safe, and comfortable with district facilities and services

In addition to satisfaction, the assessment also evaluated participation, awareness of district facilities and programs, and communication.

Key findings led to the following areas of focus for Willamalane:

- Increase community outreach in general, but target underserved populations
- Diversify programs and services to serve the Latinx population
- Increase awareness of available inclusion and accessibility accommodations
- Adjust programming schedules, fees, and locations to meet the needs of the patrons
- Collect feedback on a more regular basis and utilize that data in future programming
- Consider data from this needs assessment as baseline information when collecting feedback in the future

2.3 Willamalane Strategic Priorities, Recommendations, and Findings - 2018

The district set strategic priorities, identified value statements, created a structure, and identified teams for implementing the five strategic priorities below. This was a significant undertaking that provided a baseline for many of the recommendations found in this comprehensive plan.

Strategic Priorities (SP)	Key Findings/Areas of Improvement
Desirable place to work and job satisfaction	<ul style="list-style-type: none"> ● Clear, transparent, and effective communication across the organization ● Open and clear communication with diverse groups within the organization ● Employee involvement in decision making ● Trust in management or board decisions ● Opportunities for equitable promotion and advancement
Reinvestment plan for physical assets	<ul style="list-style-type: none"> ● A system to inventory assets to create an asset management plan ● A system for asset maintenance and replacement funding plan ● A schedule for maintenance and replacement of assets ● An evaluation of district facilities ● Creation of maintenance standards ● Appropriate staffing and organizational structure to support maintenance
Complete current bond-funded capital projects and nurture public trust	<ul style="list-style-type: none"> ● A summary of the use of the bond was presented with only seven projects outstanding.
Enhance diversity	<ul style="list-style-type: none"> ● Increase employee awareness ● Develop an understanding of how to reach and meet the needs of the Latinx community ● Examine access opportunities for individuals and families experiencing homelessness ● Develop signage standards that help meet the needs of diverse populations ● Three objectives around the Latinx population, the Americans with Disabilities Act, inclusion, and socioeconomic factors were identified along with action items.
Generate operating efficiencies through integrated administrative systems	<ul style="list-style-type: none"> ● Adopt software and practices that are consistent with Willamalane goals of efficiency and flexibility ● Develop consistent district-wide training standards and professional development opportunities ● Ensure the security of Willamalane’s information and communication resources

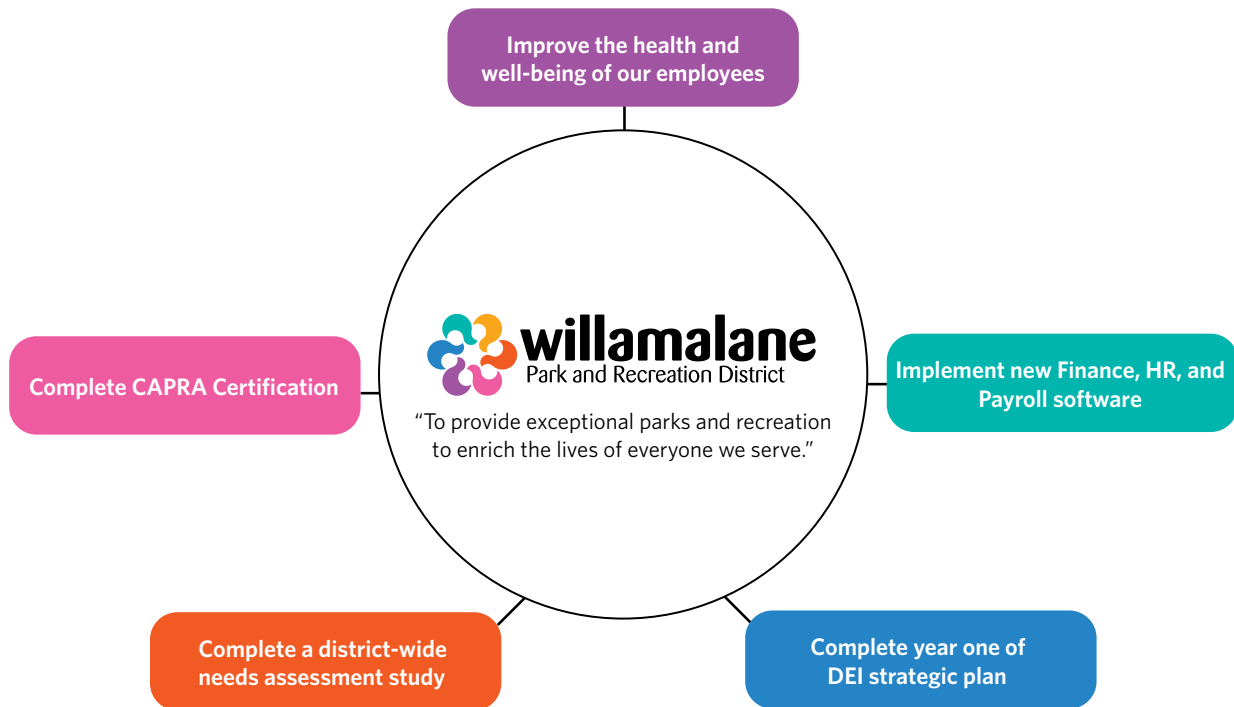
2.4 Willamalane Operational Objectives - 2022

The district identified five operational objectives to be completed by June 30, 2022. The district completed work on all five objectives in 2022.

SUCCESS IN FISCAL YEAR 2022

SMART goals for Willamalane staff from July 1, 2021 - June 30, 2022

S - Specific
M - Measurable
A - Actionable
R - Realistic
T - Timely



WILLAMALANE OPERATIONAL OBJECTIVES - 2022

2.5 Community Engagement Strategic Plan - 2022

The district's Community Engagement Division has eight focus areas as documented in the strategic plan, along with nine priority projects for FY 2022.

COMMUNITY ENGAGEMENT FOCUS AREAS

- Serving as a strategic partner for the district
- Facilitating community connection
- Ensuring brand consistency
- Advocating for an exceptional patron experience
- Marketing
- Public relations and communication
- Legislative affairs
- Resource development

PRIORITY PROJECTS FOR FY22

- Lead district marketing, communication, and design that supports recreation, parks, district initiatives, and the Willamalane brand
- Develop and deploy a district-wide internal communication strategy
- Lead district public communication
- Obtain \$151,500 in sponsorships and donations
- Deploy and implement brand guidelines
- Develop and deploy an annual report
- Lead the district’s legislative affairs efforts
- Lead the district in the production and execution of the 1PASS Program (programs for 2021 and 2022)
- Support and activate registration day campaigns

2.6 Diversity, Equity, and Inclusion (DEI) Strategic Action Plan - 2021

Willamalane’s 2021 DEI Strategic Action Plan lays out goals that represent a three-year, comprehensive

approach to Diversity, Equity, Inclusion, and a sense of belonging for district residents and employees.

The plan identified the nine goals below and included action items directly applicable to this planning effort.

1. Develop a support system for DEI initiatives
2. Demonstrate leadership and staff commitment and accountability
3. Design a cohesive and inclusive work culture
4. Ensure recruitment, hiring practices, selection, and promotion processes encourage diversity, equity, and inclusion
5. Encourage Diversity, Equity, and Inclusion
6. Create and implement policies and procedures that are socially responsible for staff, stakeholders, patrons, participants, and vendors
7. Engage minoritized communities
8. Support departmental DEI efforts
9. Provide reasonable accommodations in the workplace

DEI STRATEGIC PLAN PRIORITY INITIATIVES



2.7 The City of Springfield, Oregon Comprehensive Plan - 2012



The City of Springfield Comprehensive Plan includes a recreation element, adopting the Willamalane Comprehensive

Plan by reference. Each update to the Willamalane comprehensive plan is to be reviewed and accepted by the City of Springfield prior to adoption by the district. To ensure consistency, a public engagement plan was presented to the City of Springfield at the onset of this planning process.

2.8 Lane County Parks and Open Space Plan – 2018



Lane County Parks span a large area that includes Florence to the West and the McKenzie and Willamette Rivers to the east. Willamalane is in the center of Lane County. Community priorities identified were to be accessible to water and nature-based recreation. Strategies include collaborating,

connecting, creating vibrance, building economic vitality, protecting resources, and creating a reflection of the county's values. Recommendations within this comprehensive plan will consider these strategies.

2.9 The Rivers to Ridges Metropolitan Regional Parks and Open Space Study - 2003

To create a regional vision for parks, recreation, and natural areas, the Eugene and Springfield City Councils, the Lane County Board of Commissioners, and the Willamalane Park and Recreation Board met jointly in 2000 and agreed to complete a Metropolitan Regional Parks and Open Space Study. The outcome was the Rivers to Ridges Metropolitan Regional Parks and Open Space Study that identified long- and short-term strategies for implementing the vision. While the Vision was first published in 2003, many of the elements continue to apply to current and future planning efforts.

- Variety
- Scenic Quality
- Connectivity
- Recreation and Education
- Habitat
- Rivers, Waterways, and Wetlands
- Community Buffers

2.10 Regional Vision 2003

The 2003 vision included nine vision strategies and a regional visioning map as described below.

1. Existing Open Space Anchors

These include existing regionally significant public parks and open space areas that form the foundation of the existing open space system. These include areas such as the Dorris Ranch Park, Buford Recreation Area, Spencer Butte Park, Island Park, Alton Baker Park, Delta Ponds, the west Eugene wetlands, the Willow Creek Natural Area, Elijah Bristow State Park, Armitage Park, and Fern Ridge Reservoir.

2. Potential Future Open Space Anchors

These are areas that have been identified as potential key additions to the regional parks and open space system based on ecological, scenic, recreational, or cultural values.

3. Key Future Upland Connections (Greenways)

These are primarily ridgeline corridors that could be used to connect major open space anchors and serve as recreational and wildlife corridors.

4. Key Water-Based Connections (Blueways)

These are linear corridors that follow major rivers and creeks. These corridors typically include the riparian zones and floodplains associated with creeks and rivers and are well suited for habitat protection and restoration.

5. Existing Recreational Trails

These include the existing major multi-use paths and trails within the study area and provide both recreational and transportation uses.

6. Potential Future Recreational Trails and Pathways (Opportunities)

These potential recreational trails and pathways could provide access to and between major open space anchors and would be sited to avoid impacts to sensitive habitat and private property.

7. Community Buffers

These are critical areas needed to provide separation between the metro area and nearby small cities. In most instances, these separators or buffers could take the form of agricultural or forest lands, riparian corridors, or other natural areas.

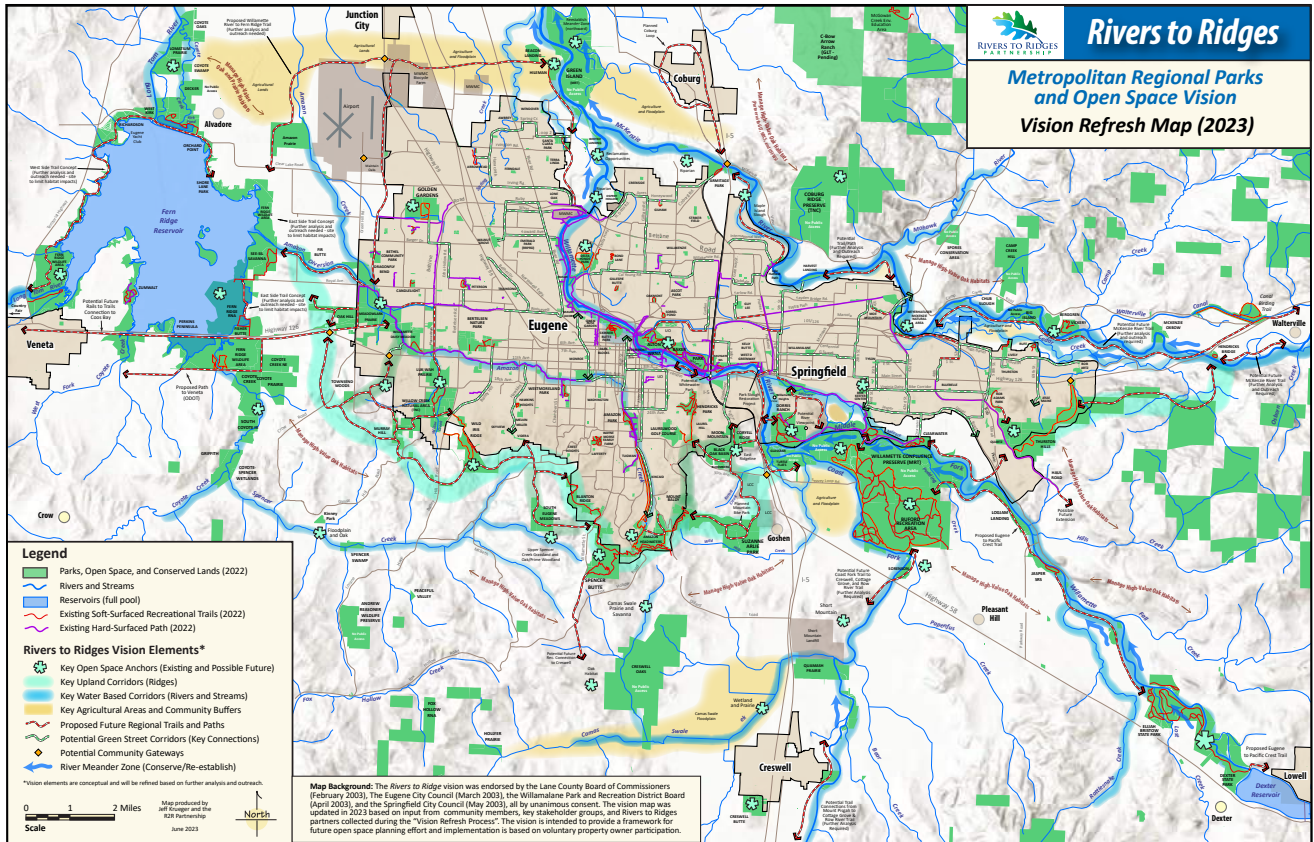
8. Community Gateways

These are major points of entry into the community and have the potential to provide a scenic gateway and a clear urban-rural transition.

9. Highly Visible Scenic Resources

These are generally forested hillslopes and buttes that are highly visible from population centers.

RIVERS TO RIDGES REGIONAL PARKS AND OPEN SPACE STUDY VISION MAP



2.11 The 2017 Community Needs Assessment (Summary)

The district published the results of their last community needs assessment in 2017, allowing comparisons to the 2012 assessment conducted during the last comprehensive plan update.

The community was engaged with a 23-question survey that received 139 paper responses, 1,079 online responses, and 664 intercept surveys and targeted conversations with members of the Latinx community. The needs assessment analysis concluded:

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Key findings led to the following areas of focus for Willamalane:

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- Diversify programs and services to serve the Latinx population
- Increase awareness of available inclusion and accessibility accommodations
- Adjust programming schedules, fees, and locations to meet the needs of the patrons
- Collect feedback on a more regular basis and utilize that data in future programming

Appendix 3: Willamalane's Demographic Profile

Appendix 3. Willamalane’s Demographic Profile

The Willamalane Park and Recreation District demographic profile was developed to provide an analysis of household and economic data in the area, helping residents to understand the historical and projected changes that may impact the community. The demographics analysis provides insight into the potential market for community parks, trails, and recreation programs and services by highlighting where and how the community is likely to change.

3.1 Sources

Reference data was primarily sourced from Esri Business Analyst as of May 2022. According to its website, Esri Business Analyst is “a solution that applies Geographic Information Systems (GIS) to extensive demographic, consumer spending, and business data to deliver on-demand analysis.” At the time of this report, Esri’s primary source for demographic information is the 2020 U.S. Census.

This study also analyzed data from the Population Research Center (PRC) located within the College of

Urban Planning and Affairs at Portland State University, which tracks Oregon’s growth and demographic changes. Data available from the PRC was used as the basis of the population estimates and projections for this report.

While PRC and Esri both utilize the U.S. Census as their primary data source, the data represented here differs due to local and regional estimates. When compared, those differences in data have been noted and analyzed.

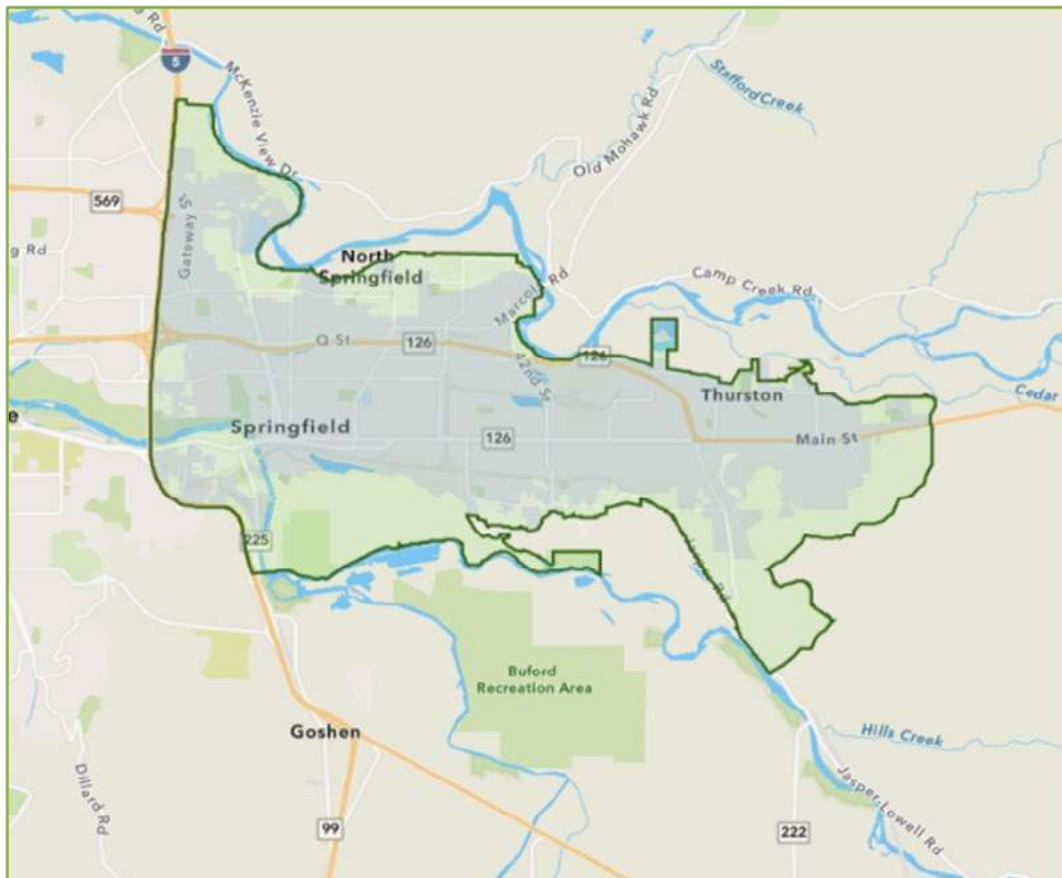
Finally, information about health, wellness, and disability status was sourced from the American Community Survey (ACS) and the Robert Wood Johnson Community Health Foundation.

3.2 Area of Study

Willamalane utilized Springfield’s urban growth boundary (UGB) as the geographic boundary for the demographic analysis. In addition, comparisons to the City of Springfield’s city limits were analyzed to provide additional context.

The boundary of the UGB is approximately 24.1 square miles. and the City of Springfield’s city limits is an estimated 15.74 square miles.

CITY OF SPRINGFIELD AND SPRINGFIELD URBAN GROWTH BOUNDARIES



3.3 Community Profile

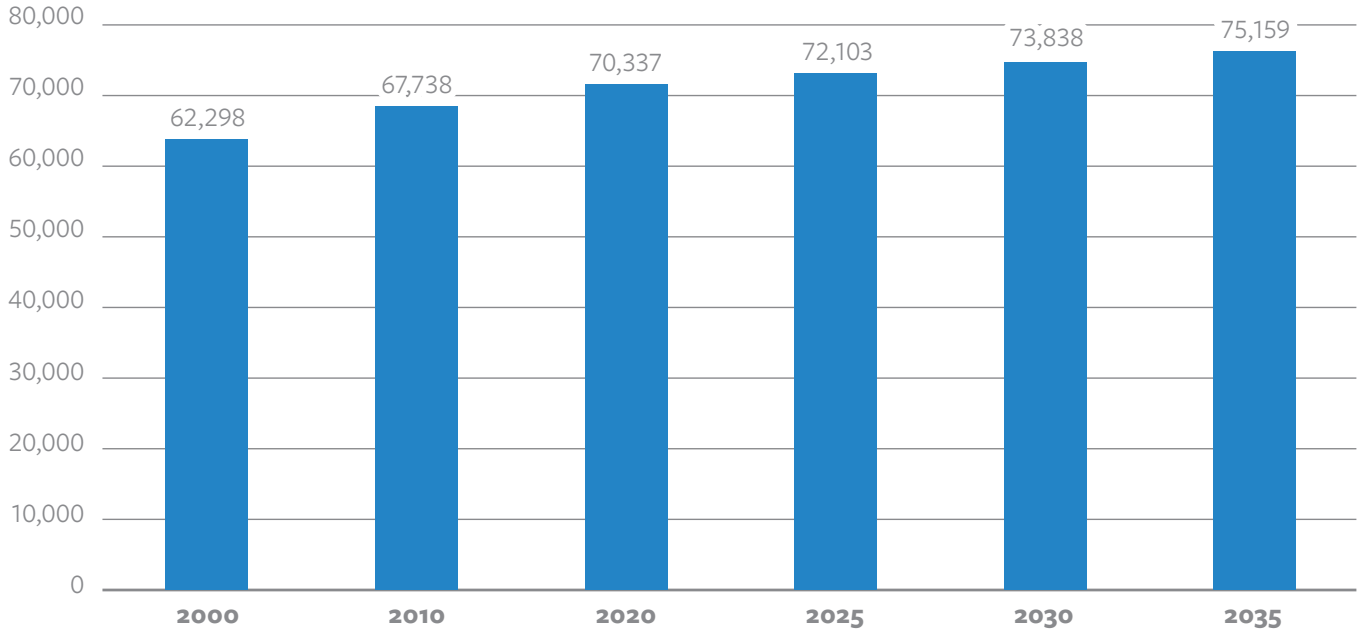
Population

From 62,298 in 2000, the population within the Springfield UGB has continued to grow steadily over the past two decades. In 2020, the population was estimated at 70,337. The PRC projects that the UGB population will grow to over 75,159 by 2035.

The UGB population was estimated at 70,337 in 2020.



HISTORIC AND PROJECTED POPULATION GROWTH IN SPRINGFIELD UGB



Household Information


Analysis of the household characteristics within the Springfield UGB indicates that the area has a lower median income and a lower average home value than the state of Oregon. The following facts demonstrate the key highlights regarding household information compared to the state:

- The median household income was \$50,481, which is over \$15,000 less than the median household income of \$65,472 for the state of Oregon (Esri, 2021).
- The average home value was \$311,024, which is less than the home value average of \$441,837 in the state of Oregon (Esri, 2021).
- Over 18.3% of households in the City of Springfield were below the poverty level in 2020 compared to 12.4% in the state of Oregon (ACS, 2020).
- The average household size in the Springfield UGB (2.48) was similar to the state of Oregon (2.47) (ACS, 2020).
- Children in the Springfield Public Schools System had a 61.5% participation rate in the free and reduced lunch program as reported in 2018, which is the third highest rate of the 12 school districts in Lane County.
- The average household size in the Springfield UGB (2.48) was similar to the household size in state of Oregon (2.47), (ACS, 2020).

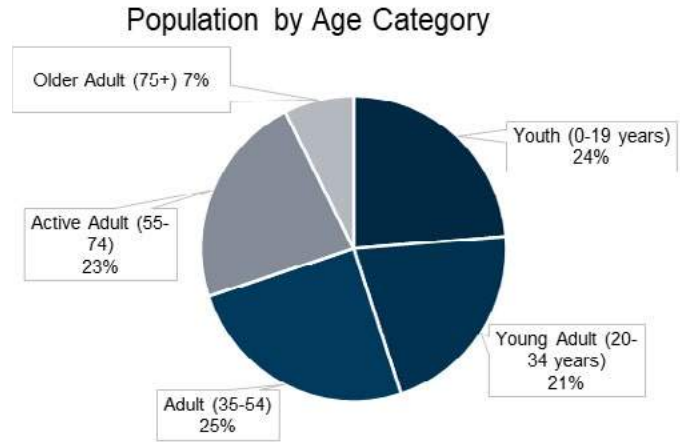
Age

The median age in the Springfield UGB was 38.4 years old in 2021. This is slightly younger than the median ages in the state of Oregon (40.3) and the United States (38.8) (Esri, 2021).

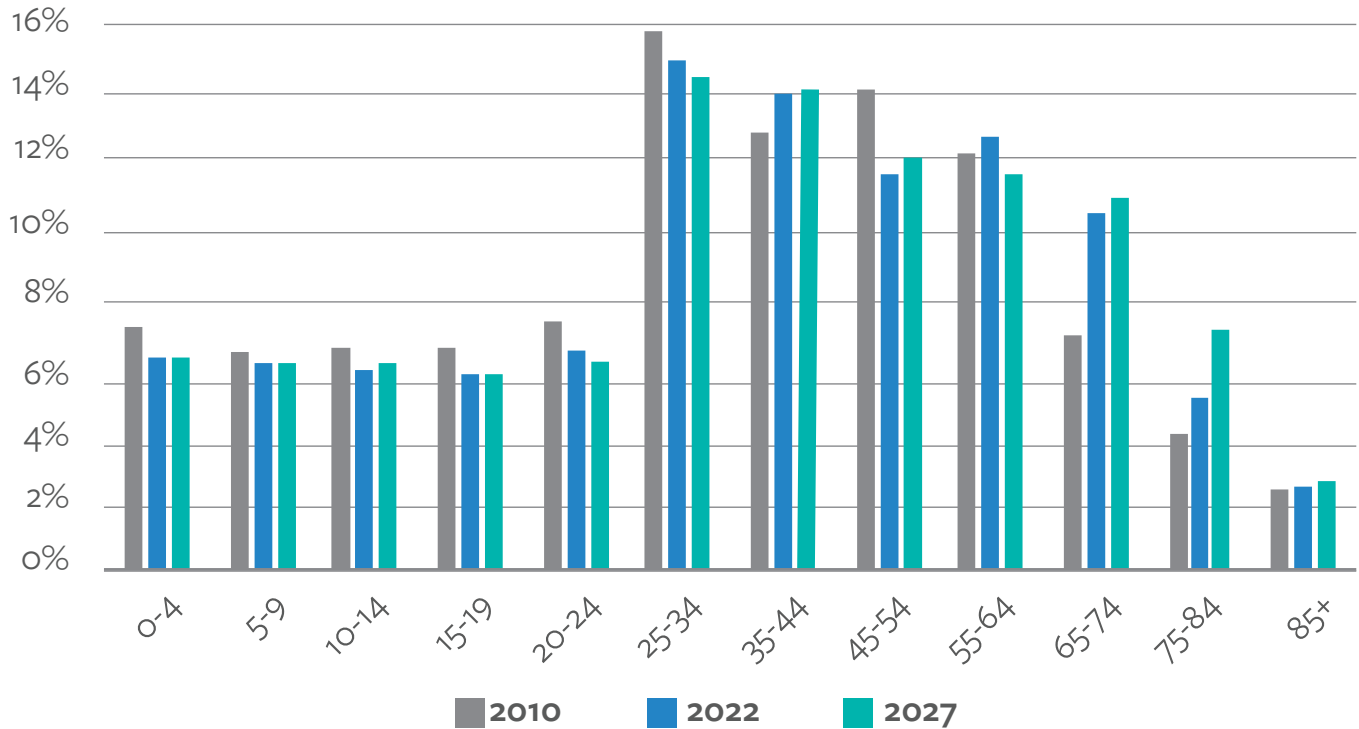
The median age in 2022 was 48.4 years old.



AGE DISTRIBUTION CHARACTERISTICS IN SPRINGFIELD UGB (PROJECTED POPULATION IN 2026)



Age groups 0 – 4, 5 – 9, 10 – 14 and 15 – 19 all account for approximately one-fourth of the total youth population in each group. Age group projections are in the chart below.



Source: 2021 Esri Business Analyst

Race and Diversity

The UGB population is becoming more diverse over time. While still mostly white, the number of people of Latinx origin (irrespective of race) has increased from 11.32% in 2010 to an estimated 16.95% in 2026.

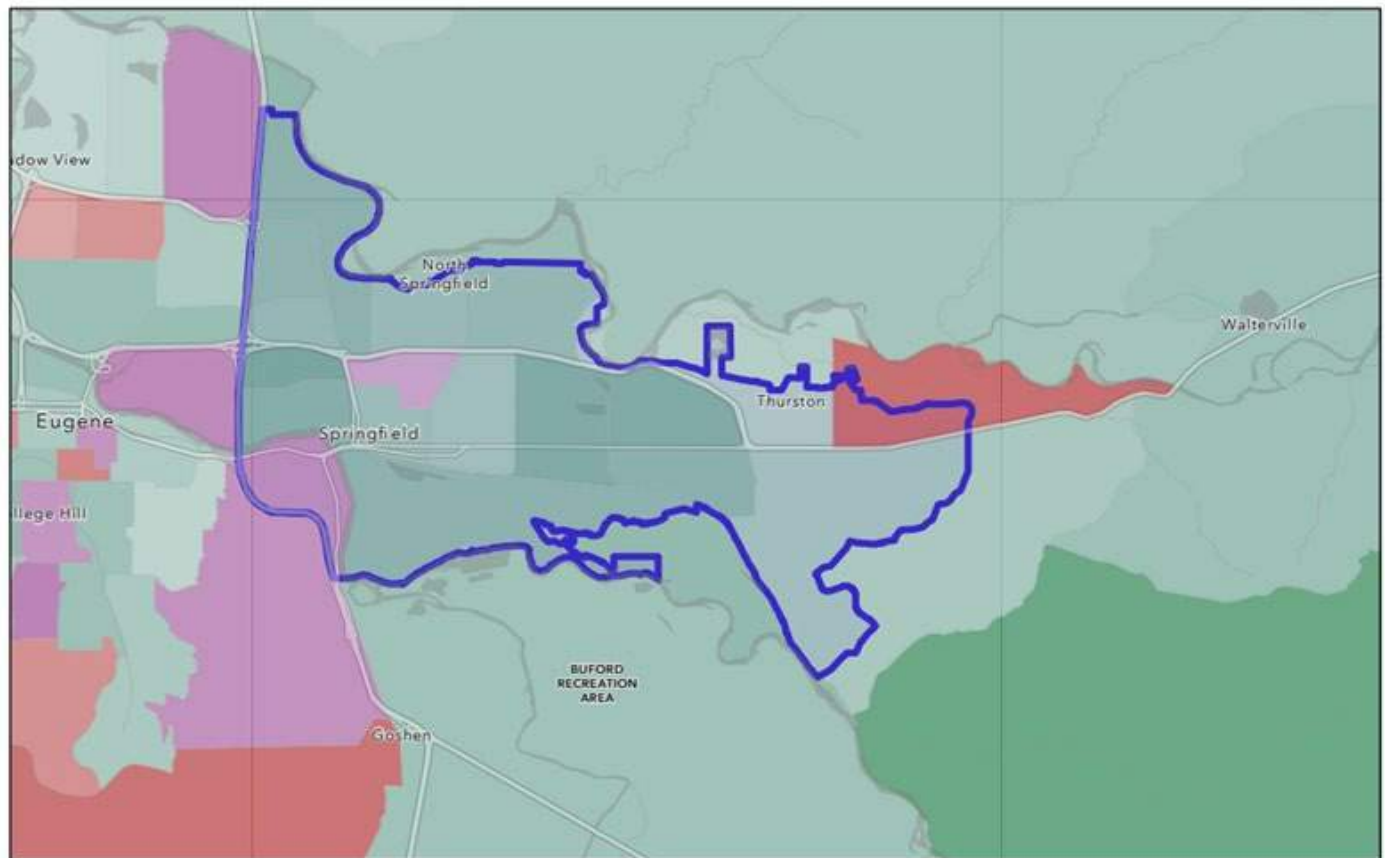
The population of people of color distribution is mapped in the figure below; purple represents the Asian population, and red represents a population of two or more races. The eastern side of Springfield has a higher percentage of those from two or more races (not Hispanic or Latinx), while most of the UGB population is primarily white. Parts of central Springfield and southwestern Springfield have a higher percentage of the Asian residents.

RACE AND ETHNICITY IN THE SPRINGFIELD UGB

Population Group	2010	2021	2026 Projection
White	86.55%	82.91%	81.04%
Black/African American	1.01%	1.29%	1.42%
Asian	1.26%	1.68%	1.87%
American Indian/ Alaska Native	1.39%	1.65%	1.76%
Pacific Islander	0.31%	0.34%	0.35%
Two or More Races	4.63%	5.78%	6.34%
Other Race	4.85%	6.36%	7.22%
Hispanic	11.32%	14.84%	16.95%

Source: Esri Business Analyst, 2021

MINORITY RACE DISTRIBUTION IN SPRINGFIELD UGB



6/5/2022

Geography Areas

- Urban Growth Boundaries
- Tract
- Hispanic or Latino Population
- Asian alone, Not Hispanic or Latino Population
- American Indian and Alaska Native alone, Not Hispanic or Latino Population
- Two or More Races, Not Hispanic or Latino Population

1:140,837

0 0.75 1.5 3 mi

0 1.25 2.5 5 km

Sources: Esri, HERE, Garmin, FAO, NOAA, USGS, © OpenStreetMap contributors, and the GIS User Community

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People with Disabilities

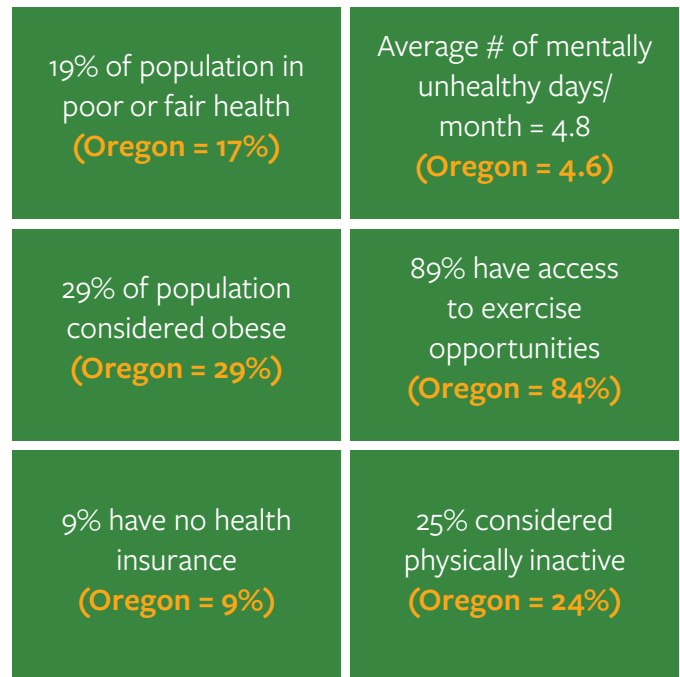
According to the ACS, 19.1% of Springfield UGB’s population experienced living with some sort of hearing, vision, cognitive, ambulatory, self-care, and/or independent living difficulty in 2021. This is higher than the state of Oregon at 14.3% and reaffirms the importance of inclusive programming and Americans with Disabilities Act (ADA) transition plans for parks and facilities. See Table 5b below for a breakout of disability by percentage in the Springfield UGB. The highest percentage of individuals with disabilities in Lane County are American Indian/Alaska Natives (21.6%), white (17.6%), two or more races (15.6%), and Latinx (11.1%).³

TYPES OF DISABILITIES IN THE CITY OF SPRINGFIELD UGB

Hearing difficulty	5.7%
Vision difficulty	3.4%
Cognitive difficulty	8.9%
Ambulatory difficulty	9.1%
Self-care difficulty	3.3%
Independent living difficulty	8.4%

3.4 Health and Wellness

Understanding the status of a community’s health can help inform policies related to recreation and fitness. The Robert Wood Johnson Foundation’s County Health Rankings and Roadmaps provide annual insight on the general health of national, state, and county populations. Lane County, home to the city of Springfield, ranked in the higher-middle range of counties in Oregon (higher 50% – 75%) in 2021. The following figure provides additional information regarding the county’s health data as it may relate to parks, recreation, and community services (Robert Wood Johnson Foundation, 2021).



Source: Robert Wood Johnson Foundation’s County Health Rankings and Roadmaps

³ Lane County Health Equity Report, 2020.

Appendix 4:

Willamalane Park and Recreation District Comprehensive Plan Survey Report

Appendix 4. Willamalane Park and Recreation District Comprehensive Plan Survey Report

May 23 | 1  RRC





Table of Contents

- Introduction
- Methodology
- Key Findings
- Living in Willamalane
- Current Usage
- Current Conditions
- Future Facilities, Amenities and Services
- Communication
- Financial Choices/Fees
- Demographics

Introduction

- The purpose of this study was to gather community feedback on the Willamalane PRD parks, recreation facilities, amenities, future planning, communication, and more.
- This survey research effort and subsequent analysis were designed to assist the Willamalane PRD in developing a plan to reflect the community's needs and desires.



Research Methods

1 = Statistically Valid (Invitation Survey)

Paper surveys were mailed to a systematic random sample of addresses in Willamalane Park and Recreation District with the option to complete online through password protected website (1 response per household).



262 Invitation surveys completed
+/- 6.0% Margin of Error

2 = Open Link Survey

Later, the online survey was made available to all Willamalane Park and Recreation District stakeholders, including non-county residents (e.g., commuters, residents of nearby communities)



1,336 Open Link surveys completed

4,502 Surveys Mailed
(4,406 delivered)



Weighting the Data

1

The underlying data from the survey were weighted by age and ethnicity to ensure appropriate representation of **Willamalane Park and Recreation District residents** across different demographic cohorts in the sample.



2

Using U.S. Census Data, the age and ethnicity distributions in the total sample were adjusted to more closely match the actual population profile of the **Willamalane Park and Recreation District**.

Key Findings



Two samples were collected in the survey effort, the statistically-valid invite sample and the Open link sample, which had a strong response. Together they provide an excellent source of input on topics addressed through the survey. Survey results are presented in formats that compare responses from each sample, along with an overall response. **In general, responses from the Open link survey are similar to the invite, a positive finding that it indicates a more general consensus across the two samples.**



Respondents show higher levels of familiarity of the parks, recreation facilities and services provided by Willamalane. The average rating for the invite sample was 3.6 out of 5 with 5 being “very familiar” and an average of 4 out of 5 for the Open link. Trails/paths maintained by Willamalane, natural areas/open spaces and parks and playgrounds are the most frequently used amenities by both samples.



Awareness of facilities and services provided by Willamalane are the top areas if addressed, would increase use; including for those who identify as Latinx particularly for Areas A and F, and households with a disability.

Key Findings



Overall, respondents generally feel very welcome in Willamalane parks and facilities. The average was 4.3 for the Invite sample and 4.4 for the Open link on a scale of 1 to 5, with 5 being “very welcome”.



The top future amenity and facility priority for both samples is park safety and maintenance. Top priorities for the trail system include soft-surface hiking trails in scenic settings, connectivity between existing trails, and accessible walking trails.



Natural areas/open spaces, community centers and basketball court needs are highly meeting the needs of the community. Restrooms in parks, pickleball courts and outdoor fitness stations in parks needs are not being met as well.

Key Findings



Approximately 89% of invite respondents have children 12-17 at home. Among those with 12–17-year-old children at home, 96% respond saying more trails and bike paths are needed.



Among invite respondents, 69% prefer direct mail for communication, and 64% prefer email communication. Currently, 63% of respondents use direct mail for communication. Effectiveness of communication about parks, recreation facilities, and services is rated to be at least a 3 out of 5 by 74% of invite respondents.



About 69% of the Invite respondents responded they will probably or definitely support a bond referendum for specific projects. In total for both samples, over half of respondents support fees for new development of parks and recreation facilities. 45% of invite respondents do not support increased property taxes.

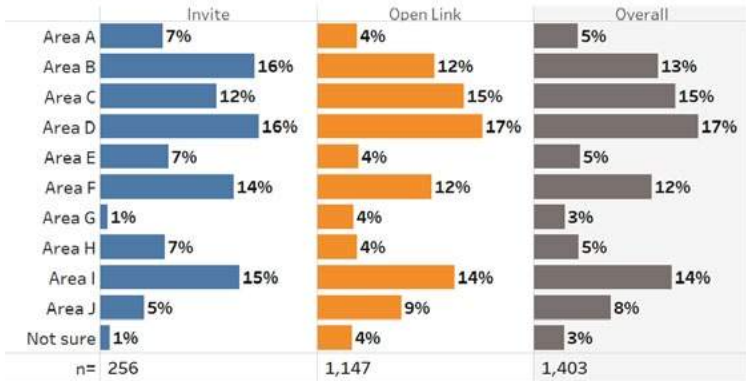
Living in Willamalane



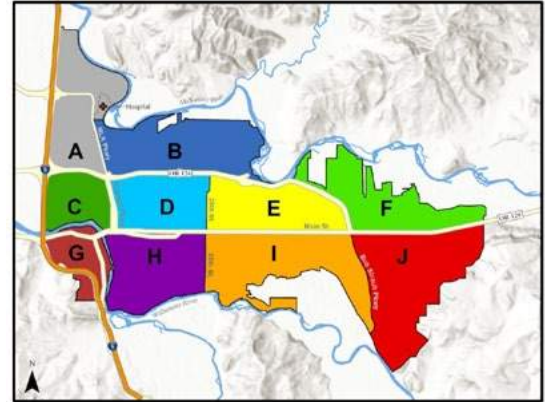
Location in Willamalane

Respondents are well dispersed throughout the Willamalane Park and Recreation District, with fewer from Area G.

According to the map below, in which area do you live?



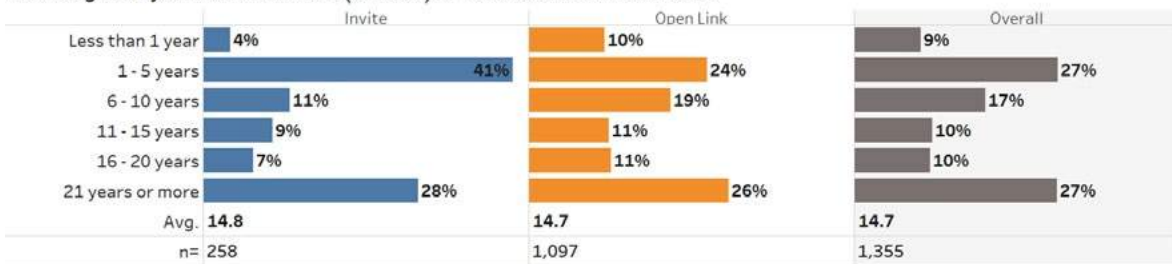
Source: RRC Associates



Length of Time in Willamalane

There are both newer residents and older residents in the District. A total of 45% of the Invite sample has lived in the area for less than a year to five years, and 28% have lived in the area for 21 years or more. The average length of time in the community for both samples is about 15 years.

How long have you lived within one (or more) of the areas identified above?

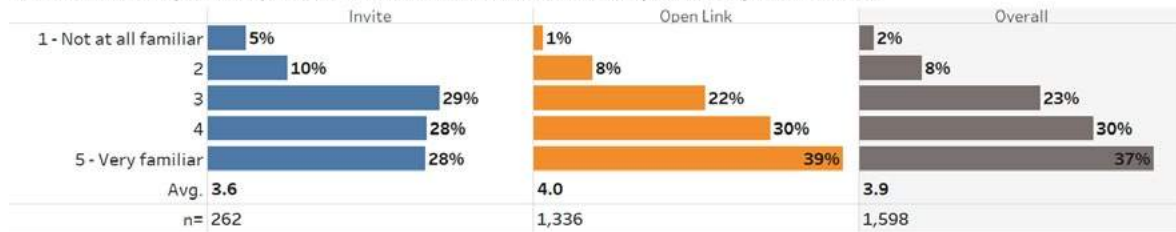


Source: RRC Associates

Familiarity with Parks and Recreation Facilities

Respondents show higher levels of familiarity of the parks, recreation facilities and services provided by Willamalane. The average rating for the invite sample was 3.6 out of 5 with 5 being “very familiar” and an average of 4 out of 5 for the Open link.

How familiar are you with parks, recreation facilities, and services provided by Willamalane?



Source: RRC Associates

Current Usage



Frequency of Use

- Trails/paths maintained by Willamalane, natural areas/open spaces and parks and playgrounds are the most frequently used amenities by both samples.
- Les Schwab Sports Park was the least frequently used.

Q 4: How often do you or members of your household use Willamalane parks, recreation facilities, and services?

Facility/Service	Sample	n	Percent Responding:				
			Daily	Weekly	Monthly	Yearly	Have not used
Trails/paths maintained by Willamalane	Invite	246	19%	25%	26%	13%	16%
	Open Link	1,200	17%	30%	27%	16%	10%
Natural Areas/Open Space	Invite	243	13%	29%	28%	14%	16%
	Open Link	1,186	16%	32%	29%	14%	9%
Parks and Playgrounds	Invite	247	10%	30%	27%	18%	15%
	Open Link	1,192	15%	36%	25%	16%	8%
River Access Points	Invite	243	8%	17%	24%	24%	26%
	Open Link	1,176	6%	20%	29%	25%	20%
Willamalane Park Swim Center	Invite	243	3%	11%	15%	26%	46%
	Open Link	1,191	7%	14%	16%	27%	36%
Bob Keefer Center	Invite	236	1%	5%	9%	47%	38%
	Open Link	1,186	4%	11%	12%	42%	31%
Splash! at Lively Park (swimming facility)	Invite	243	0%	6%	17%	36%	41%
	Open Link	1,182	1%	6%	20%	42%	32%
Willamalane Adult Activity Center	Invite	246	1%	4%	6%	18%	70%
	Open Link	1,183	2%	7%	9%	20%	62%
Seasonal Camps/Childcare	Invite	237	1%	1%	3%	15%	80%
	Open Link	1,131	5%	2%	4%	14%	75%
Les Schwab Sports Park	Invite	235		2%	6%	27%	65%
	Open Link	1,134	1%	4%	8%	23%	63%
Other (if specified)	Invite	43	3%	3%	4%	9%	81%
	Open Link	234	12%	15%	5%	7%	61%

Source: RRC Associates
*Responses are sorted by frequency of use.



Reasons for Non-Use

About 45% of both samples say one of their main reasons for not using the Districts facilities and services is lack of time. Over two-thirds (67%) of Invite respondents, and 52% of Open link respondents are unaware of programs and facilities offered and available.

If you haven't used some of Willamalane's parks, recreation facilities, or services, why not? (Select all that apply)

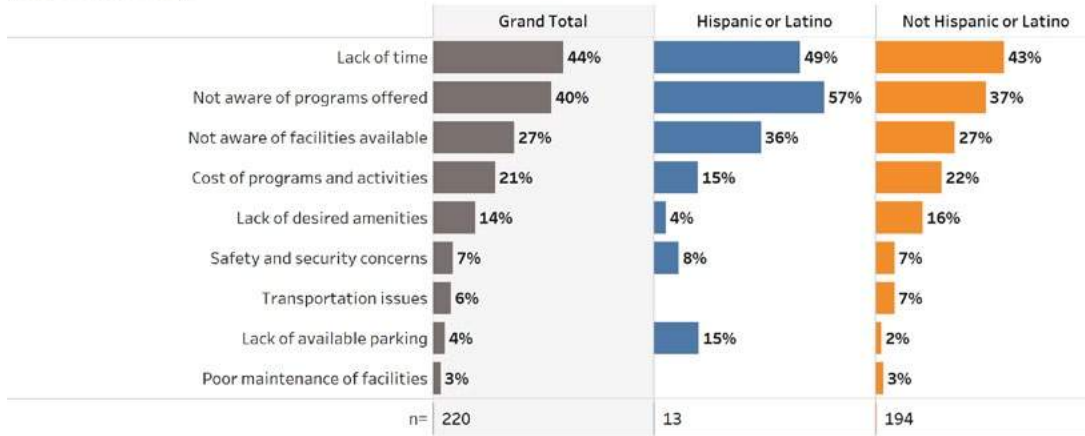
Reason	Invite	Open Link	Overall
Lack of time	44%	45%	45%
Not aware of programs offered	40%	28%	30%
Not aware of facilities available	27%	24%	25%
Cost of programs and activities	21%	17%	18%
Lack of desired amenities	14%	18%	18%
Safety and security concerns	7%	8%	7%
Transportation issues	6%	5%	5%
Lack of available parking	4%	2%	2%
Poor maintenance of facilities	3%	3%	3%
n=	220	1,035	1,255

Source: RRC Associates

Reasons for Non-Use By Ethnicity of the Invite Sample

The sample size of Hispanic or Latino respondents for this question was low, so results may not be representative of the entire community; however, among the Hispanic or Latino respondents, 57% are unaware of programs offered, 20% more than those who are not Hispanic or Latino. Additionally, 36% of respondents who are Hispanic or Latino are not aware of facilities available compared to 27% of those that are not.

If you haven't used some of Willamalane's parks, recreation facilities, or services, why not? (Select all that apply)
(Invite Sample only)



Source: RRC Associates

Reasons for Non-Use By Location of the Invite Sample

By area, reasons for non-use varied, but are generally concentrated on a lack of time, awareness and cost. Individual sample sizes for this question are low for many areas after segmenting and may not represent the full community. Caution should be used for any results with a sample size less than 30.

If you haven't used some of Willamalane's parks, recreation facilities, or services, why not? (Select all that apply) (Invite Sample only)

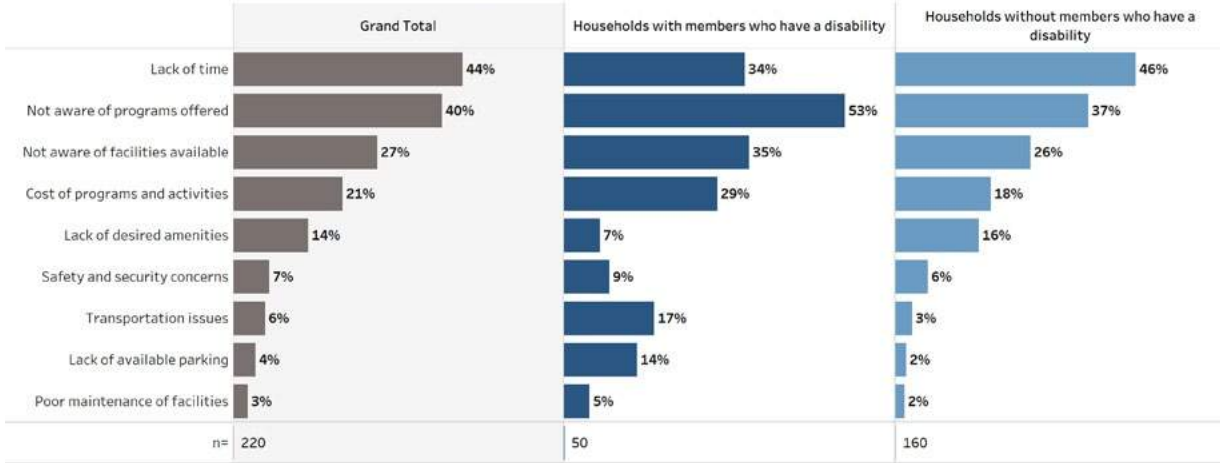


Source: RRC Associates

Reasons for Non-Use By Households with a Disability (Invite Sample)

Over half of households with members who have a disability (53%) are unaware of programs and 35% are unaware of facilities available by Willamalane Park and Recreation District.

If you haven't used some of Willamalane's parks, recreation facilities, or services, why not? (Select all that apply) (Invite Sample only)

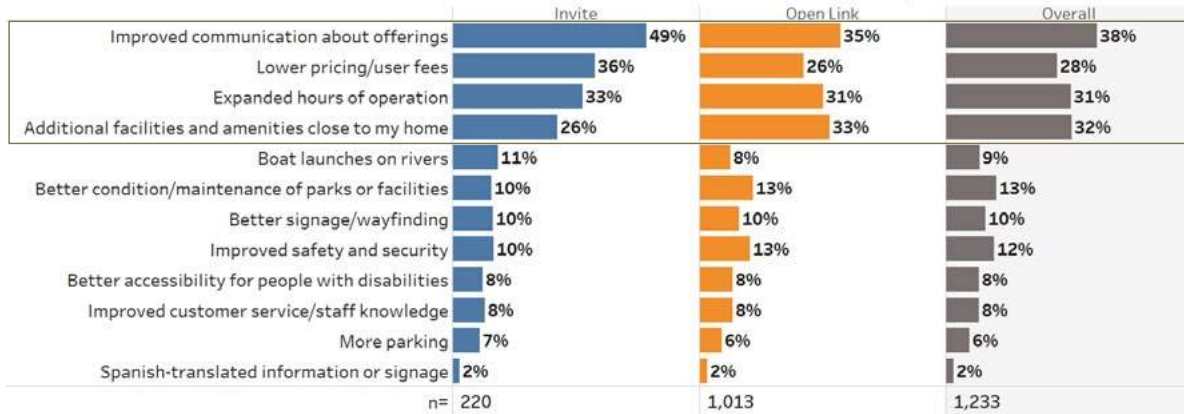


Source: RRC Associates

Assistance to Use Parks or Recreation Facilities

The highlighted responses show the top methods of assisting members of the area in using the Willamalane's parks and recreation facilities. At least a quarter of both samples feel that including improved communication, lower pricing/fees, Expanded hours and additional facilities would increase their use of parks and recreation facilities.

What would assist you or members of your household in using parks and recreation facilities? (Select all that apply)

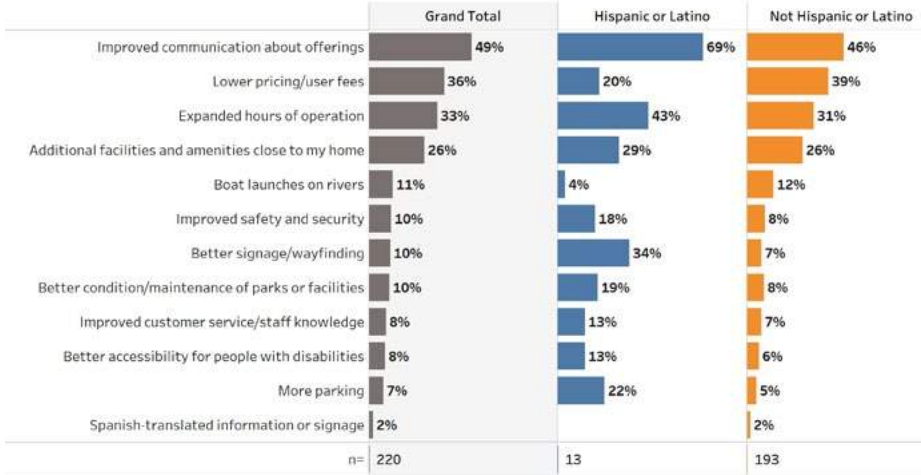


Source: RRC Associates

Assistance to Use Parks or Recreation Facilities By Ethnicity of the Invite Sample

While the sample size is too low to generalize to the community, 69% of Hispanic or Latino respondents indicate that improved communication about offerings would assist households in using parks and recreation facilities.

What would assist you or members of your household in using parks and recreation facilities? (Select all that apply)
(Invite Sample only)

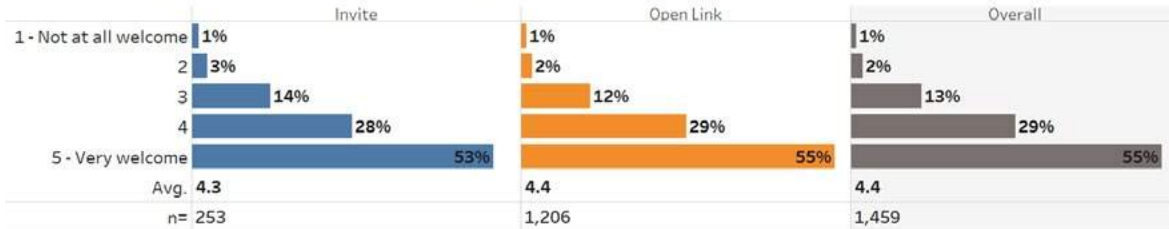


Source: RRC Associates

Sense of Welcomeness at Parks and Facilities

Overall, respondents generally feel very welcome in Willamalane parks and facilities. The average was 4.3 for the Invite sample and 4.4 for the Open link on a scale of 1 to 5, with 5 being "very welcome".

How welcome do you feel in Willamalane parks and facilities?

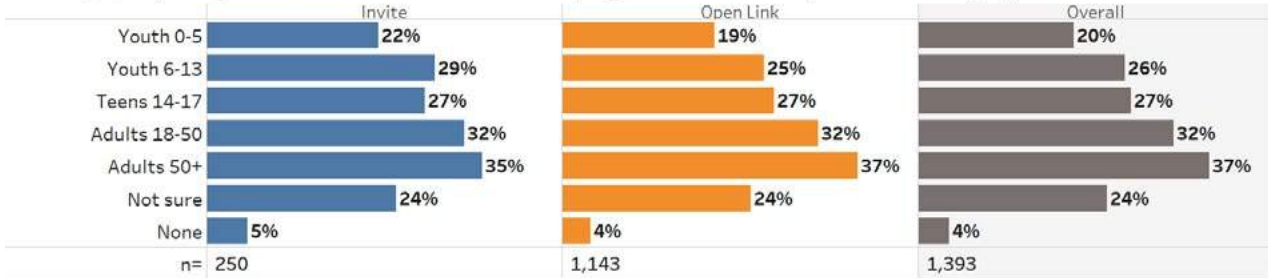


Source: RRC Associates

Age Groups and Additional Programing

All ages groups showed some level of support for additional programming; however, the majority of respondents expressing a desire for additional programs and services focused on adults. For the invite sample, 32% believe adults 18-50, and 35% believe adults over 50, should have additional programs and services.

What age groups do you believe should have additional programs or services? (Select all that apply)



Source: RRC Associates

Facilities and Amenities- Importance

Q 10: Please rate how important the following facilities and services are to your household. Please provide an answer regardless of whether you have used the facility or service.
Facilities & Amenities

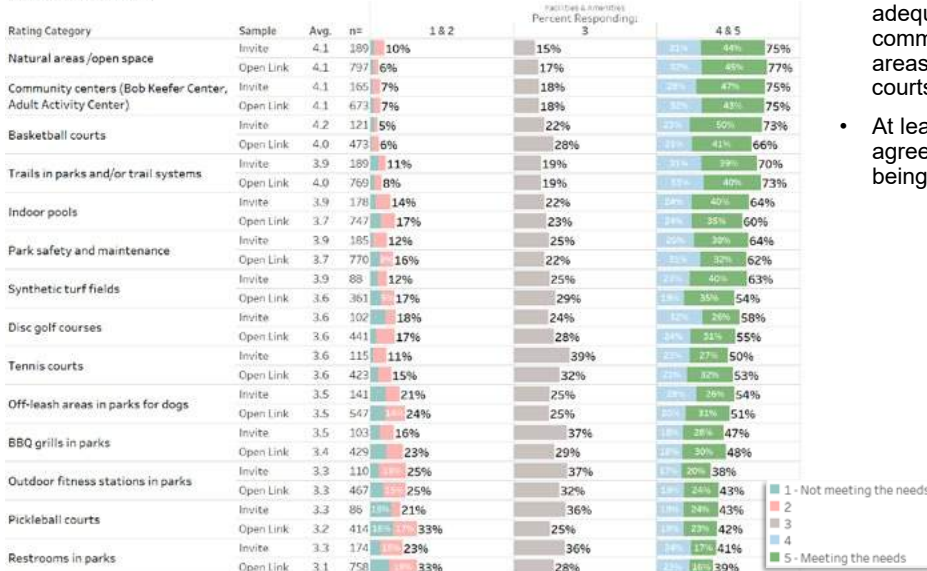
Rating Category	Sample	Avg.	n#	Facilities & Amenities Percent Responding				
				1	2	3	4	5
Natural areas/open space	Invite	4.6	241	4%	9%	77%	87%	
	Open Link	4.6	1,122	4%	8%	74%	86%	
Park safety and maintenance	Invite	4.5	248	4%	6%	70%	90%	
	Open Link	4.6	1,109	3%	7%	73%	91%	
Trails in parks and/or trail systems	Invite	4.4	245	10%	5%	70%	85%	
	Open Link	4.5	1,124	5%	8%	70%	87%	
Restrooms in parks	Invite	4.4	250	8%	8%	64%	84%	
	Open Link	4.4	1,127	5%	12%	63%	84%	
Indoor pools	Invite	3.8	247	15%	27%	45%	58%	
	Open Link	4.0	1,120	15%	16%	51%	69%	
Off-leash areas in parks for dogs	Invite	3.4	241	25%	32%	12%	41%	55%
	Open Link	3.1	1,101	27%	39%	17%	30%	44%
Community centers (Rob Kneefor Center, Adult Activity Center)	Invite	3.3	238	27%	31%	27%	27%	42%
	Open Link	3.7	1,105	19%	23%	23%	36%	59%
Outdoor fitness stations in parks	Invite	2.7	239	23%	44%	26%	30%	
	Open Link	3.0	1,090	37%	28%	28%	34%	
Pickleball courts	Invite	2.1	233	47%	66%	17%	17%	
	Open Link	2.5	1,102	37%	53%	20%	26%	
BBQ grills in parks	Invite	2.4	243	36%	56%	24%	20%	
	Open Link	2.4	1,071	37%	57%	21%	21%	
Tennis courts	Invite	2.4	240	41%	57%	18%	25%	
	Open Link	2.3	1,082	36%	57%	24%	19%	
Basketball courts	Invite	2.3	242	49%	60%	16%	24%	
	Open Link	2.4	1,077	40%	57%	17%	26%	
Disc golf courses	Invite	2.2	238	49%	62%	14%	23%	
	Open Link	2.3	1,076	39%	57%	22%	21%	

*Rating categories are sorted in descending order by the average rating. Source: RRC Associates

Facilities and Amenities- Needs Met

Q 10: Please rate how well you think the following facilities and services are currently meeting the needs of the community. Please provide an answer regardless of whether you have used the facility or service.

Facilities & Amenities



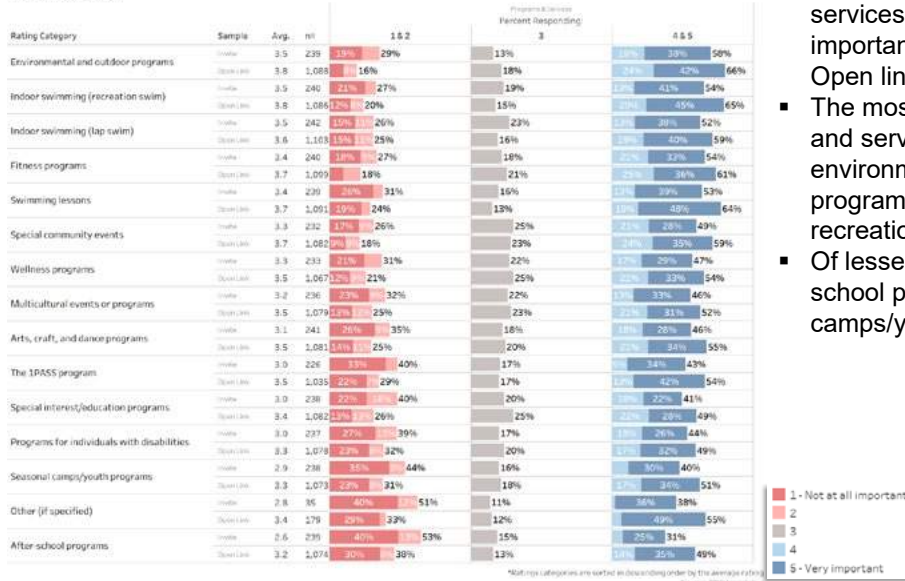
*Ratings categories are sorted in descending order by the average rating. Source: RRC Associates

- All facilities and amenities are adequately meeting the needs of the community (3.1 and above), with the areas of most concern being pickleball courts and restrooms in parks.
- At least 41% of Invite respondents agree that all 14 amenity needs are being met at a 4-5 rating level.

Programs & Services- Importance

Q 10: Please rate how important the following facilities and services are to your household. Please provide an answer regardless of whether you have used the facility or service.

Programs & Services



*Ratings categories are sorted in descending order by the average rating. Source: RRC Associates

- Almost all programs and services showed higher levels of importance, particularly for the Open link sample.
- The most important programs and services include environmental and outdoor programs and swimming (both recreational and lap)
- Of lesser importance are after-school programs and seasonal camps/youth programs.

Programs and Services - Needs Met

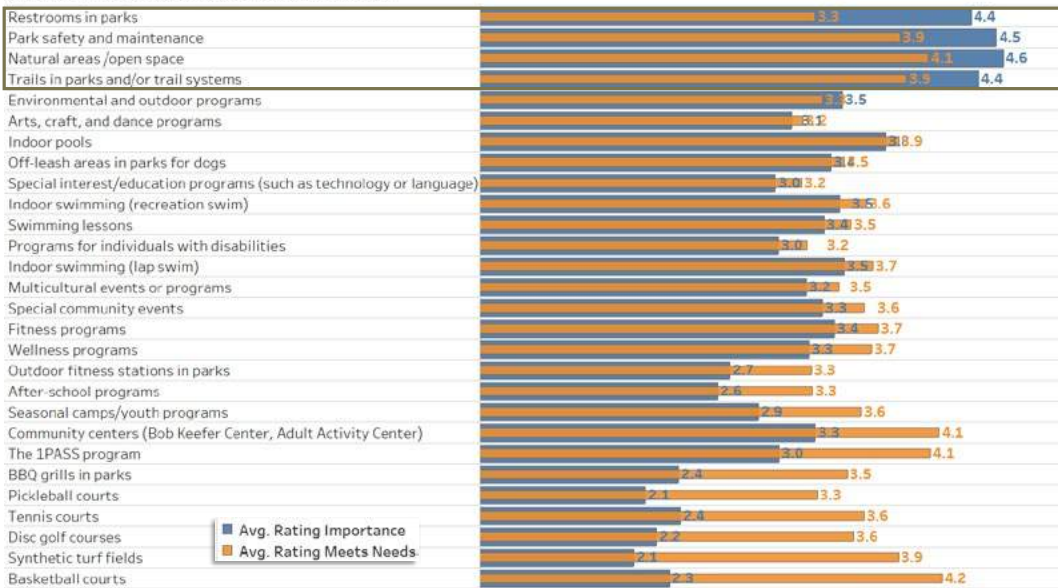
Q 10: Please rate how well you think the following facilities and services are currently meeting the needs of the community. Please provide an answer regardless of whether you have used the facility or service.
Programs & Services

Rating Category	Sample	Avg.	n=	Percent Responding:		
				1 & 2	3	4 & 5
The 1PASS program	Invite	4.1	106	6%	25%	69%
	Open Link	4.1	472	11%	18%	71%
Indoor swimming (lap swim)	Invite	3.7	140	15%	23%	62%
	Open Link	3.7	583	15%	26%	59%
Wellness programs	Invite	3.7	90	6%	38%	56%
	Open Link	3.7	394	13%	30%	56%
Special community events	Invite	3.6	116	16%	27%	57%
	Open Link	3.7	501	11%	33%	56%
Fitness programs	Invite	3.7	122	9%	31%	60%
	Open Link	3.6	518	14%	31%	54%
Indoor swimming (recreation swim)	Invite	3.6	143	15%	30%	56%
	Open Link	3.6	634	18%	27%	55%
Multicultural events or programs	Invite	3.5	94	17%	35%	47%
	Open Link	3.5	430	18%	33%	49%
Seasonal camps/youth programs	Invite	3.6	99	10%	33%	57%
	Open Link	3.4	402	22%	30%	47%
Swimming lessons	Invite	3.5	111	15%	30%	55%
	Open Link	3.4	517	26%	25%	50%
Environmental and outdoor programs	Invite	3.3	109	15%	44%	41%
	Open Link	3.4	452	19%	35%	45%
Arts, craft, and dance programs	Invite	3.2	107	24%	42%	34%
	Open Link	3.4	459	21%	32%	47%
Special interest/education programs	Invite	3.2	76	22%	42%	36%
	Open Link	3.3	372	21%	36%	43%
Programs for individuals with disabilities	Invite	3.2	68	21%	40%	38%
	Open Link	3.3	318	25%	34%	41%
After-school programs	Invite	3.3	95	25%	23%	52%
	Open Link	3.0	378	38%	22%	40%

- All programs and services are adequately meeting the needs of the community (scoring 3.0 and above).
- Respondents are most highly satisfied with the 1PASS program.

Facilities and Amenities- Importance & Satisfaction By Invite Sample

Average Importance vs. Average Satisfaction



This chart shows the difference between the average importance rating and the average needs met rating.

The highlighted areas show the greatest differences between importance and needs met and could be considered priorities for future planning.

Categories sorted by difference between average importance and average needs met rating. Source: RRC Associates

Facilities and Amenities- Importance & Satisfaction By Open Link Sample

Average Importance vs. Average Satisfaction



The greatest differences between importance and needs met are similar for the Open link sample with a greater difference for environmental and outdoor programs.

Categories sorted by difference between average importance and average needs met rating. Source: RRC Associates

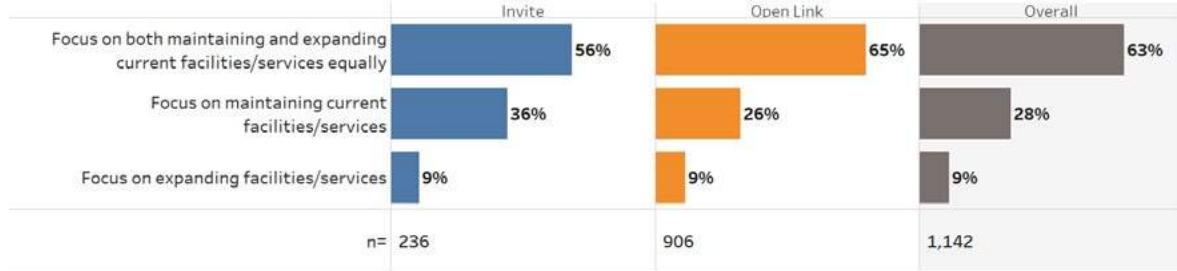
Future Facilities, Amenities and Services



Maintaining vs. Expanding Facilities/Services

A majority of Invite respondents (56%) agree that focusing on both maintaining and expanding the current facilities and services equally is important. More than a third (36%) of Invite respondents say focusing on maintaining the current facilities is most important.

Given Willamalane has limited resources, should they be focusing more on taking care of the amenities they currently have or expanding their facilities and services to support the region's growing population and changing interests?



Source: RRC Associates

Future Priorities Facilities & Amenities

Q 13: What are the most important needs regarding parks, recreation facilities, and/or services to be addressed by Willamalane over the next 5 to 10 years?
Facilities & Amenities

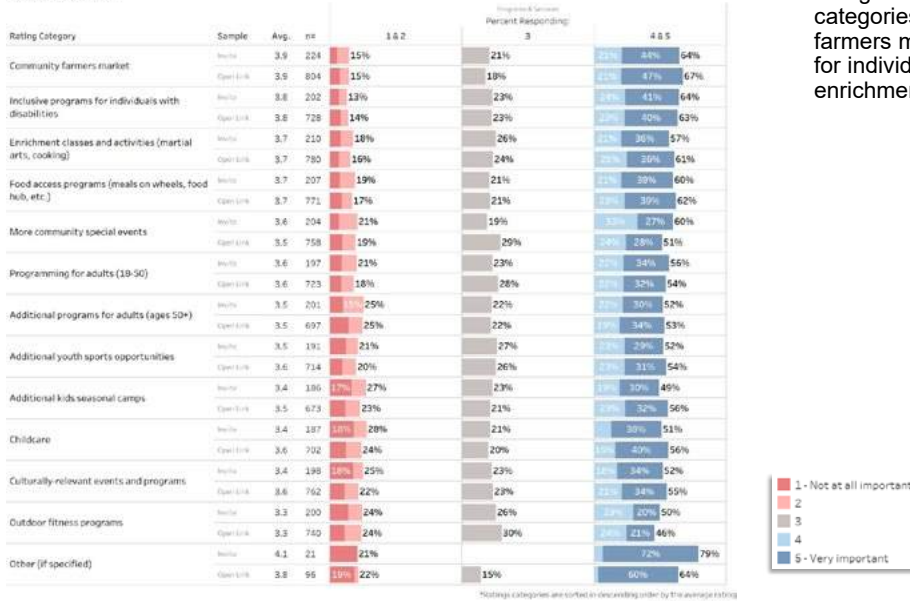
Rating Category	Sample	Avg.	n=	Facilities & Amenities Percent Responding:				
				1 & 2	3	4 & 5		
Park safety and maintenance	Invite	4.2	221	5%	19%	28%	53%	76%
	Open Link	4.2	825	6%	17%	13%	54%	77%
More trails and bike paths	Invite	3.9	216	13%	18%	29%	41%	69%
	Open Link	3.9	848	14%	19%	22%	45%	66%
Better maintenance of existing parks & recreation facilities	Invite	3.8	212	11%	28%	25%	35%	61%
	Open Link	3.8	810	14%	25%	24%	38%	61%
An outdoor splash pad for water play	Invite	3.6	223	22%	20%	19%	32%	58%
	Open Link	3.6	816	23%	19%	21%	37%	57%
More restrooms	Invite	3.6	216	15%	26%	29%	28%	53%
	Open Link	3.7	820	17%	25%	22%	35%	58%
An open-air covered multi-use space (ice hockey, skating, pickleball, basketball, special events, etc.)	Invite	3.4	219	18%	24%	21%	29%	50%
	Open Link	3.4	829	16%	24%	21%	29%	50%
An outdoor swimming pool	Invite	3.3	228	15%	24%	29%	28%	48%
	Open Link	3.4	815	19%	17%	15%	37%	52%
Roller-skating rink	Invite	3.0	217	24%	25%	16%	15%	40%
	Open Link	2.9	783	27%	21%	15%	22%	37%
Additional outdoor courts in parks (basketball, volleyball, tennis)	Invite	2.9	205	15%	30%	21%	32%	
	Open Link	2.8	756	22%	29%	17%	29%	
Additional rentable picnic shelters	Invite	2.8	206	21%	29%	20%	30%	
	Open Link	2.9	768	20%	32%	18%	31%	

*Ratings categories are sorted in descending order by the average rating.
Source: RRC Associates

- The top future priorities for facilities and amenities for both samples are park safety and maintenance, more trails and bike paths and better maintenance of existing parks & recreation facilities.

Future Priorities Programs & Services

Q 13: What are the most important needs regarding parks, recreation facilities, and/or services to be addressed by Willamalane over the next 5 to 10 years?
Programs & Services



- Programs and services show higher ratings overall, with the top-rated categories being a community farmers market, inclusive programs for individuals with disabilities and enrichment classes and activities

Top 3 Future Needs Slide 1 of 2

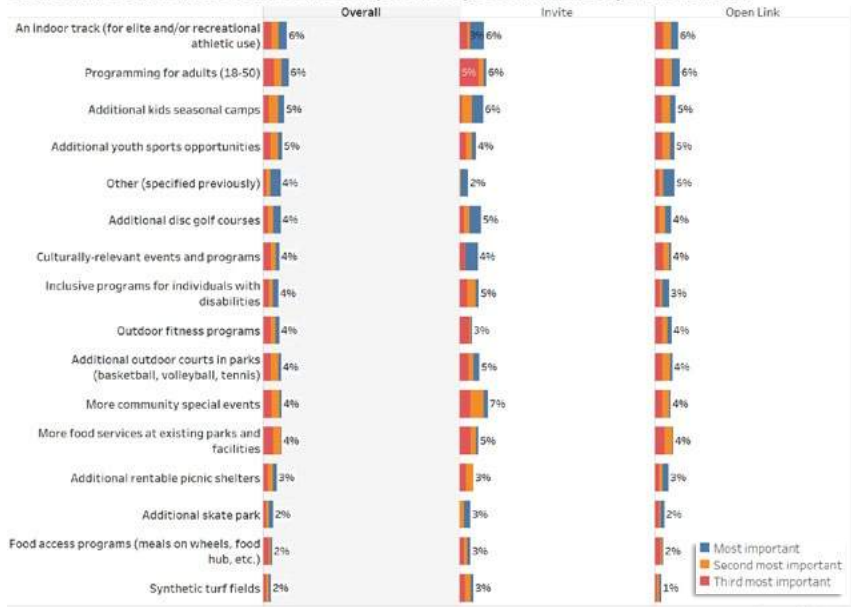
Q 14: Which 3 future needs would be MOST important to you or members of your household?



- Among Invite respondents, the most important future needs are the addition of more trails and bike paths, betterment of maintenance of existing parks and recreation facilities, an outdoor swimming pool and park safety and maintenance

Top 3 Future Needs Slide 2 of 2

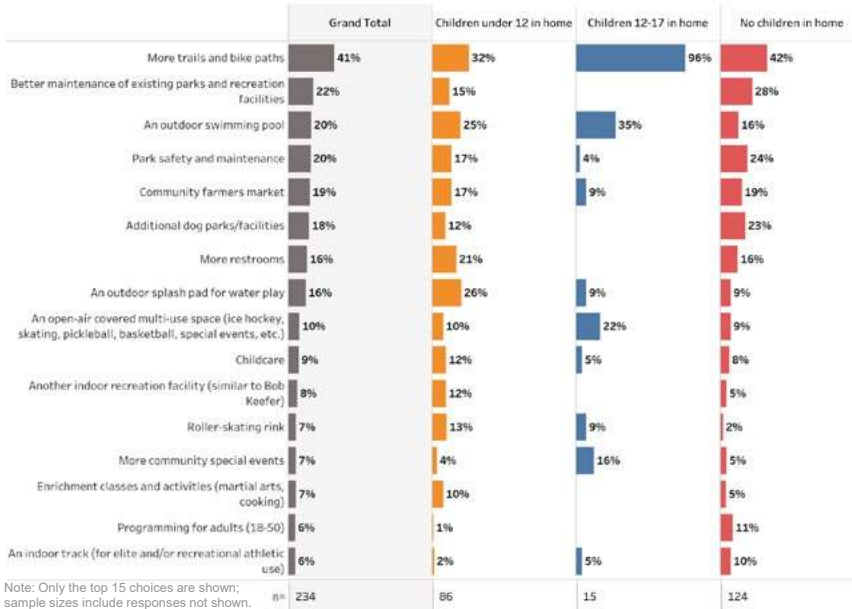
Q 14: Which 3 future needs would be MOST important to you or members of your household?



- Additional skate park, food access programs and synthetic turf fields are the lowest priorities for both samples.
- The Open link sample feels slightly stronger towards more community special events.

Top 3 Future Needs By Households with Children of the Invite Sample (Top 16)

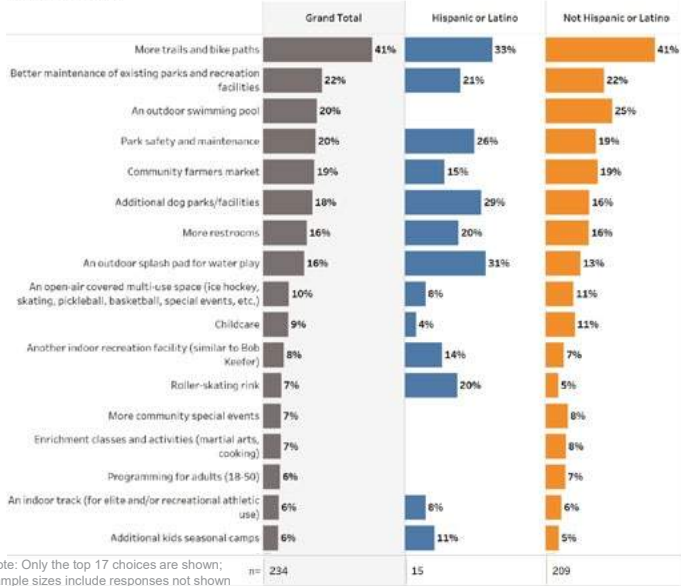
Which 3 future needs would be MOST important to you or members of your household? (Invite Sample only)



- Among households with children at home, as well as those without children at home, the most important future need is more trails and bike paths.
- An outdoor swimming pool is also important among households with children 12-17 at home; however, the overall sample size for this group is low and may not be representative of the whole community.

Top 3 Future Needs By Ethnicity of the Invite Sample (Top 17)

Which 3 future needs would be MOST important to you or members of your household?
(Invite Sample only)

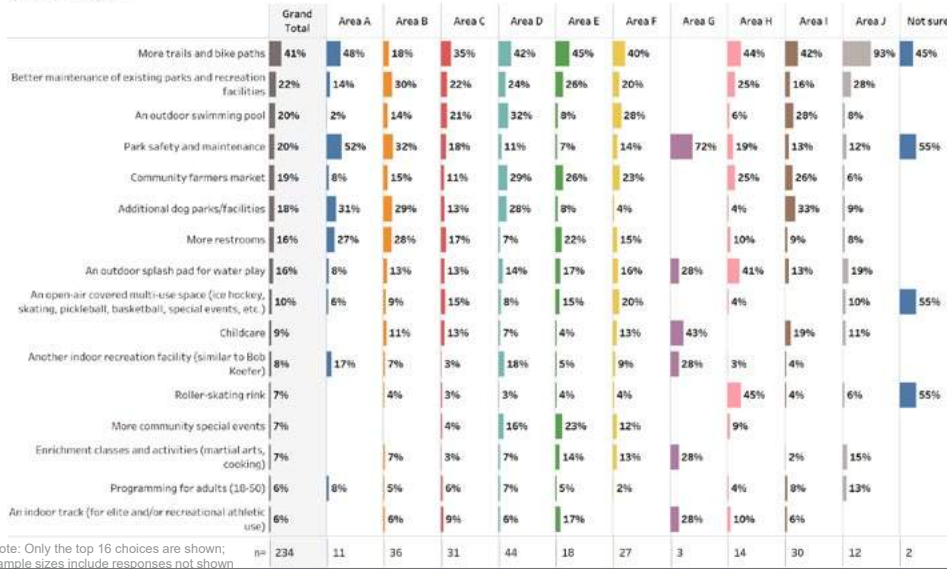


- While the sample size is too low to generalize to the community for Hispanic or Latino respondents, more trails and bike paths are most important for future needs for both groups
- Other top future needs for Hispanic or Latino respondents include better maintenance of existing parks and recreation facilities, an outdoor swimming pool and park safety and maintenance

Top 3 Future Needs By Location of the Invite Sample (Top 16)

- Below the top 3 future needs are shown by resident location; however, many locations have very low sample sizes so caution should be used when interpreting these results.

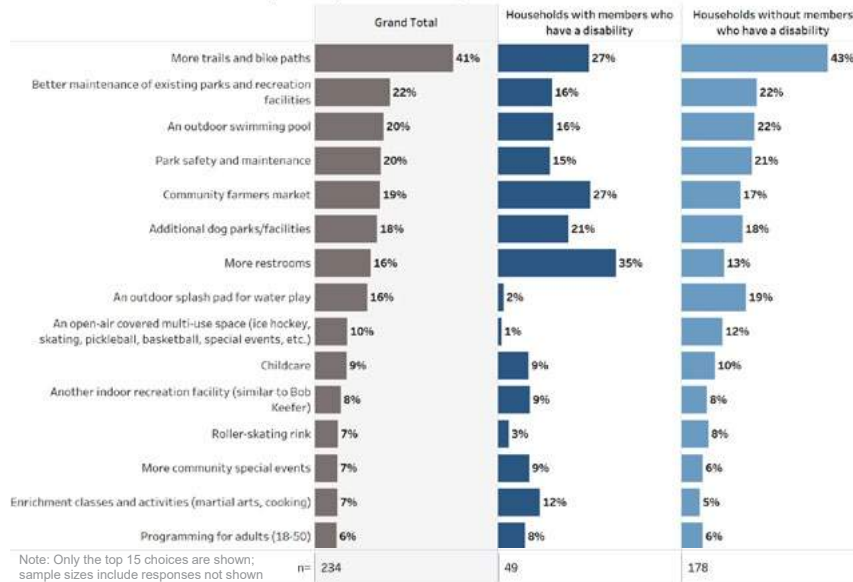
Which 3 future needs would be MOST important to you or members of your household?
(Invite Sample only)



Top 3 Future Needs By Households with a Disability – Invite Sample (Top 15)

- Among Invite respondents, 35% of households with members who have a disability say more restrooms are needed. The least important future needs are an outdoor splash pad and an open-air covered multi-use space.

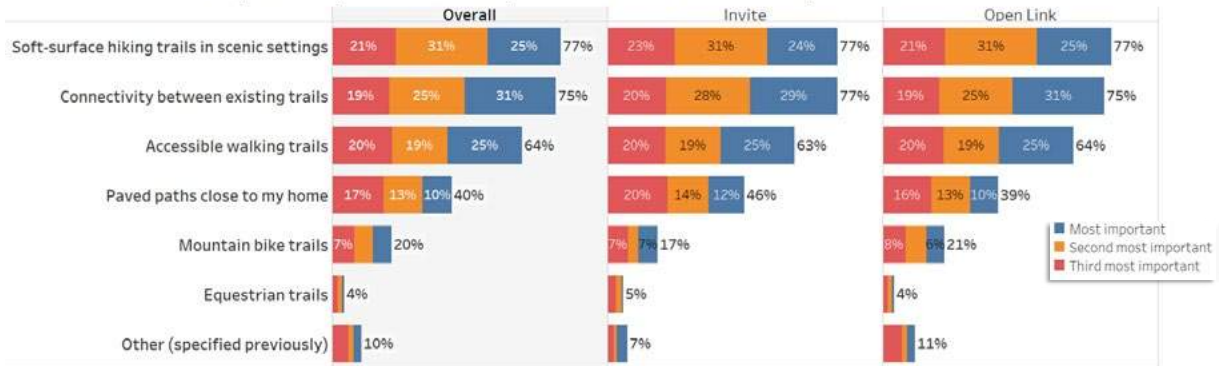
Which 3 future needs would be MOST important to you or members of your household?



Top 3 Priorities

Both samples felt similarly regarding priorities for improvement within the trail system with soft-surface hiking trails in scenic settings and connectivity between existing trails showing similar importance. Equestrian trails showed little to no support.

Q 15: What are the top THREE priorities for improvement within our trail system?



Source: RRC Associates
*Responses are sorted in descending order by the Invite sample

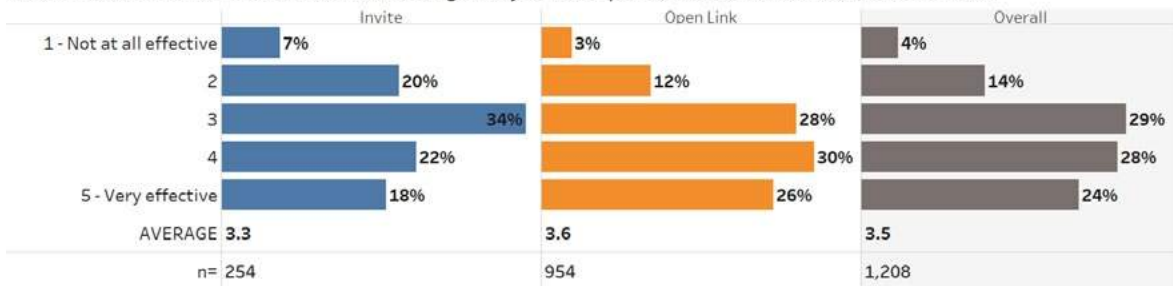
Communication



Effectiveness of Communication

There is some room for improvement regarding Willamalane’s communication about parks and recreation opportunities. The average rating for the Invite sample is 3.3 on a scale of 1-5, with 5 being “very effective”. The Open link rated effectiveness of communication slightly higher, with an average score of 3.6.

How effective is Willamalane at communicating with you about parks, recreation facilities, and services?



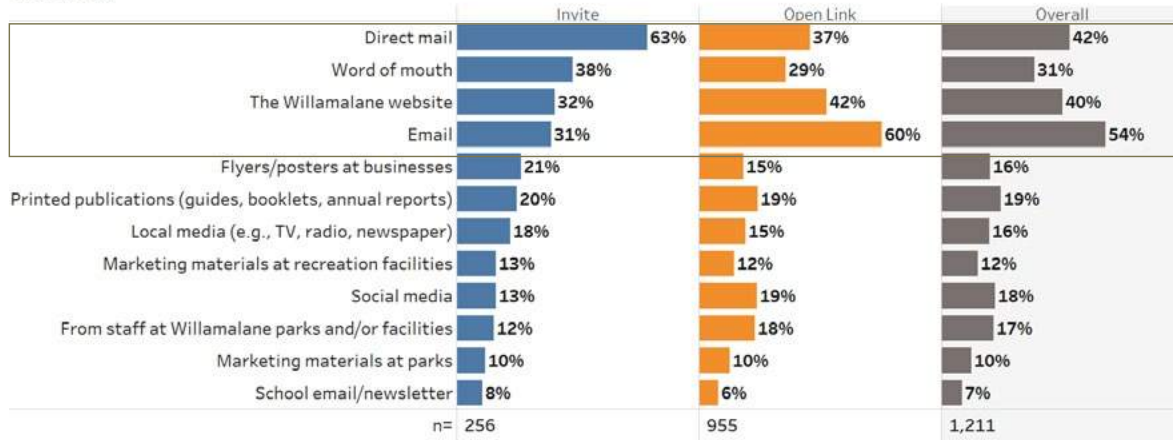
Source: RRC Associates



Current Communication Methods

A majority (63%) of Invite respondents said direct mail is how they currently receive information about parks, recreation facilities and services while 60% of the Open link sample said their currently receive information via email. The top four categories for each sample is highlighted below.

How do you currently receive information about parks, recreation facilities, and services offered by Willamalane? (Select all that apply)



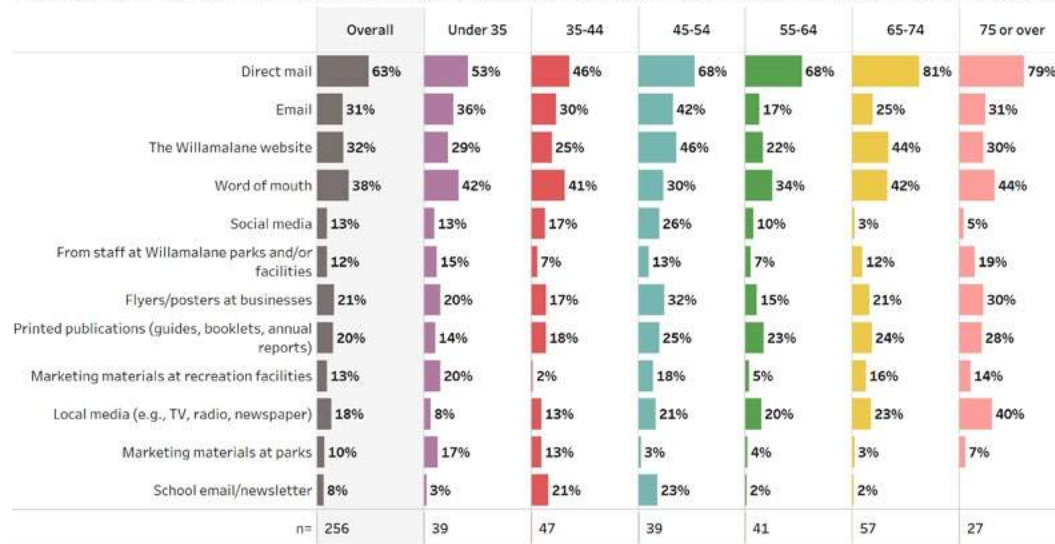
Source: RRC Associates

Current Communication Methods

By Age of the Invite Sample

How respondents currently receive information was similar across all age categories, with direct mail being the highest form of communication for all groups. Younger age groups were more likely to receive information through other methods.

How do you currently receive information about parks, recreation facilities, and services offered by Willamalane? (Select all that apply)

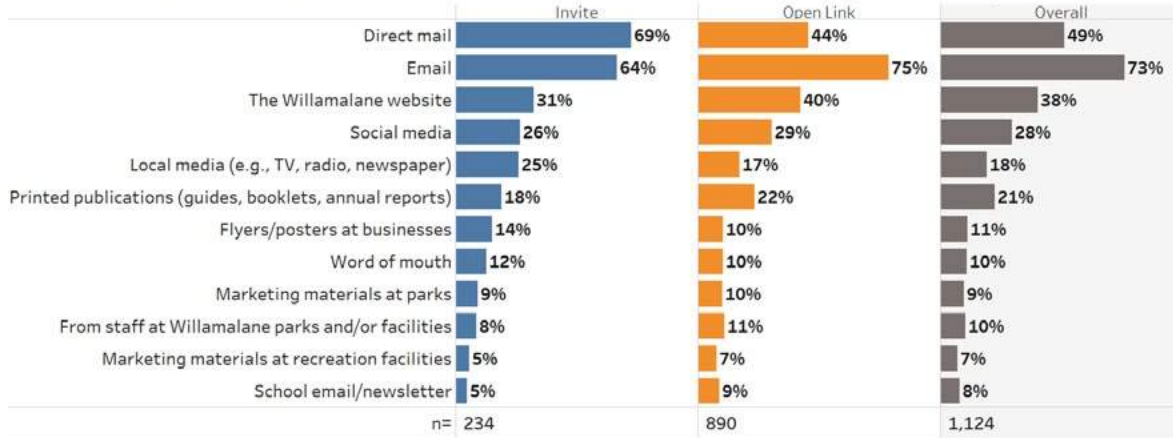


Source: RRC Associates

Preferred Communication Methods

The methods respondents most preferred to receive information about parks, recreation facilities and services are by direct mail and email. Three-quarters of the Open link sample said they prefer email as the main form of communication.

How do you prefer to receive information about parks, recreation facilities, and services? (Select up to 3)

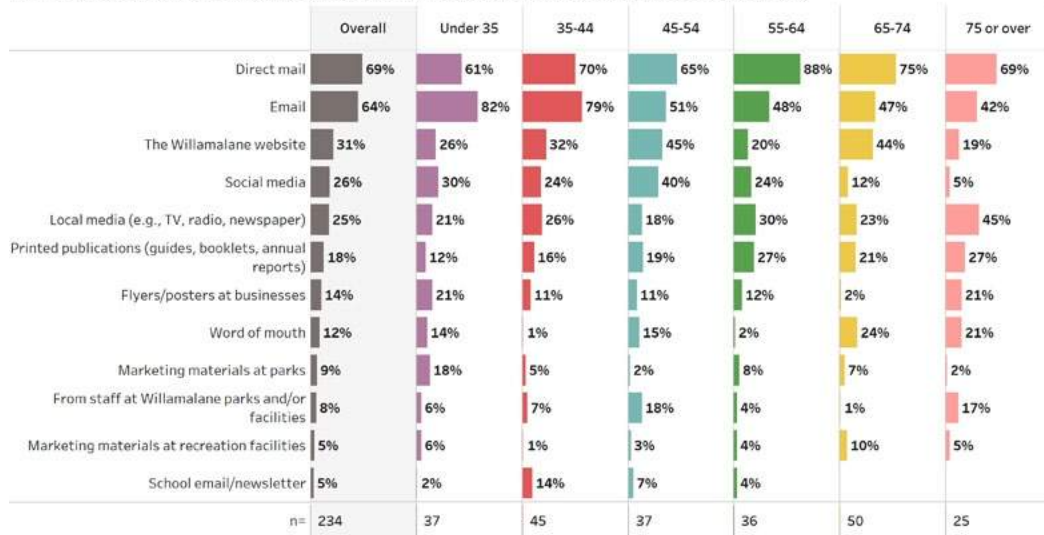


Source: RRC Associates

Preferred Communication Methods By Age of the Invite Sample

How respondents prefer to receive information was more varied across age categories, with younger respondents preferring email over direct mail.

How do you prefer to receive information about parks, recreation facilities, and services? (Select up to 3)



Source: RRC Associates

Financial Choices



Support for Different Types of Funding Support

Among Invite respondents, 69% support/highly support a bond referendum for specific projects for potential funding sources for Willamalane, and over half (55%) support fees for new development. Taxes and user fees received less support.

Q 19: Please indicate how strongly you support each of the following potential funding sources for Willamalane: Financial Choices/Fees

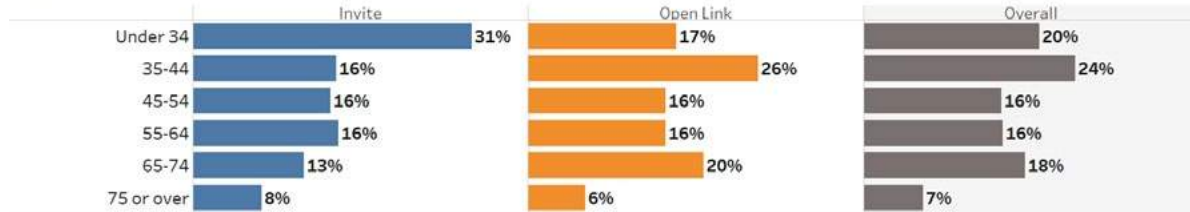
Rating Category	Sample	Avg.	n=	Percent Responding:				
				1 & 2	3	4 & 5		
Bond referendum for specific projects	Invite	3.8	230	14%	17%	34%	35%	69%
	Open Link	4.1	882	9%	13%	46%	32%	78%
Fees for new development	Invite	3.4	225	20%	25%	15%	40%	55%
	Open Link	3.7	881	15%	23%	28%	33%	61%
Increased property tax	Invite	2.7	242	19% 26%	45%	22%	33%	
	Open Link	3.1	905	20% 34%	20%	20%	25%	45%
User fees	Invite	3.2	243	16% 29%	25%	17%	25%	45%
	Open Link	3.3	914	15% 26%	25%	19%	30%	50%

*Ratings categories are sorted in descending order by the average rating
Source: RRC Associates

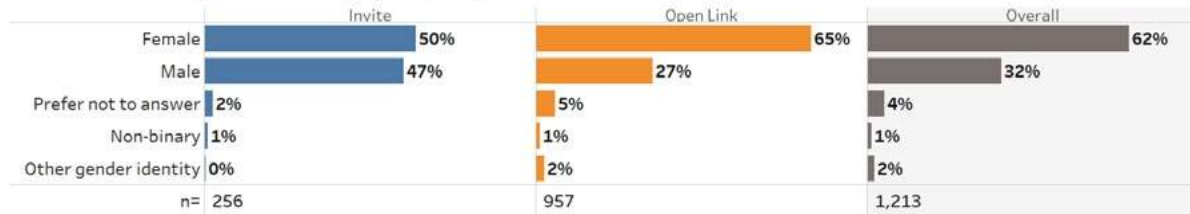
Gender & Age

The Invite sample was weighted by age to better reflect the demographics of the community.

What is your age?



Please indicate the gender with which you identify:

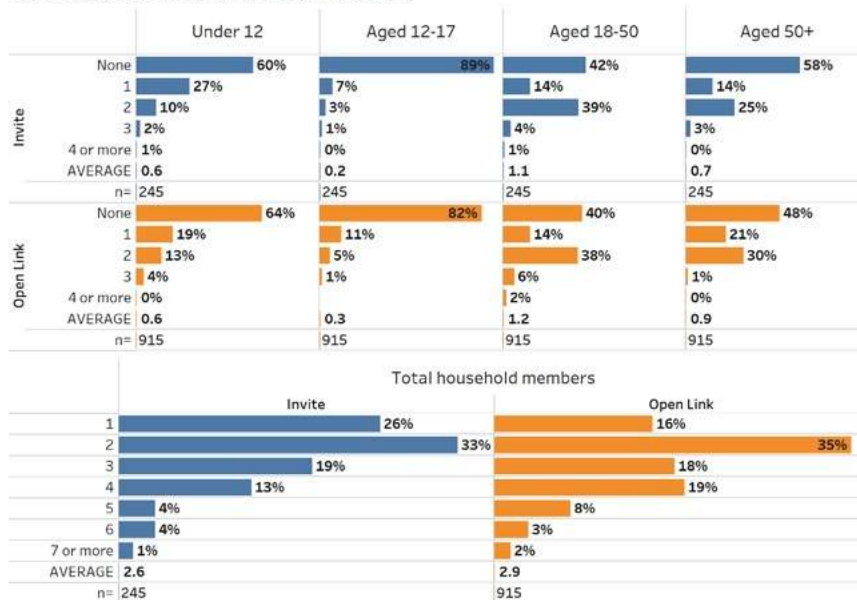


Source: RRC Associates



Household Makeup

How many people currently live in your household?



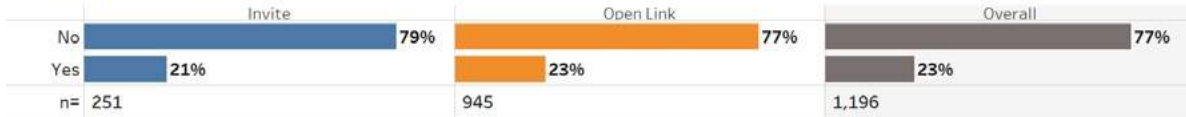
- A total of 27% of the Invite sample report having one child under the age of 12 at home.
- The average number of household members for the Invite sample is 2.6 and for the Open link is 2.9 people.



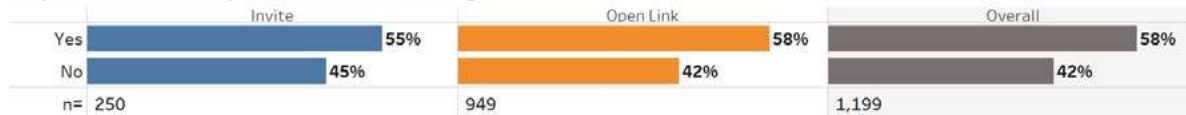
Disabilities, Dog Ownership & Residence Ownership

A total of 21% of the Invite sample and 23% of the Open link sample report that someone in their household has a disability. More than half of all respondents own a dog, and most (about 85% of both samples) of respondents own their residence.

Do you or someone in your household have a disability?



Do you or a member of your household have a dog?



Do you own or rent your residence?

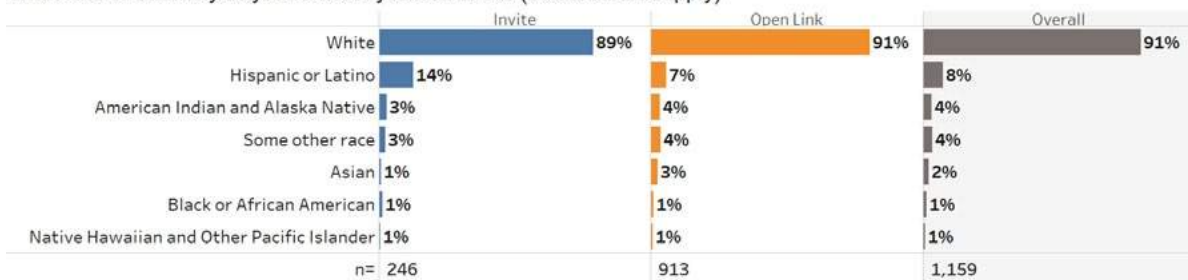


Source: RRC Associates

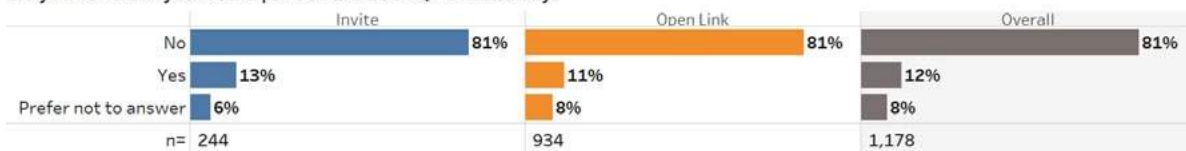
Ethnicity and Race & LGBTQ+ Community

Invite responses were weighted by ethnicity to better reflect the community profile of Willamalane.

What race or ethnicity do you consider yourself to be? (Select all that apply)



Do you consider yourself a part of the LGBTQ+ community?

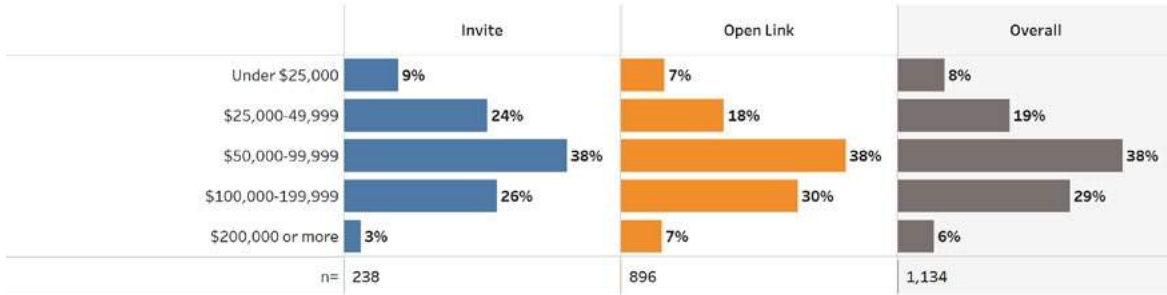


Source: RRC Associates

Income

Most respondents have an annual household income between \$50,000-\$99,999 (38%). Levels of income are similar across sample types.

Which of these categories best describes the total gross annual income of your household (before taxes)?



Source: RRC Associates



RRCAssociates.com
303-449-6558

RRC Associates
4770 Baseline Road, Suite 355
Boulder, CO 80303



Appendix 5:

Relevant Trends in the Willamalane Park and Recreation District

Appendix 5. Relevant Trends in the Willamalane Park and Recreation District

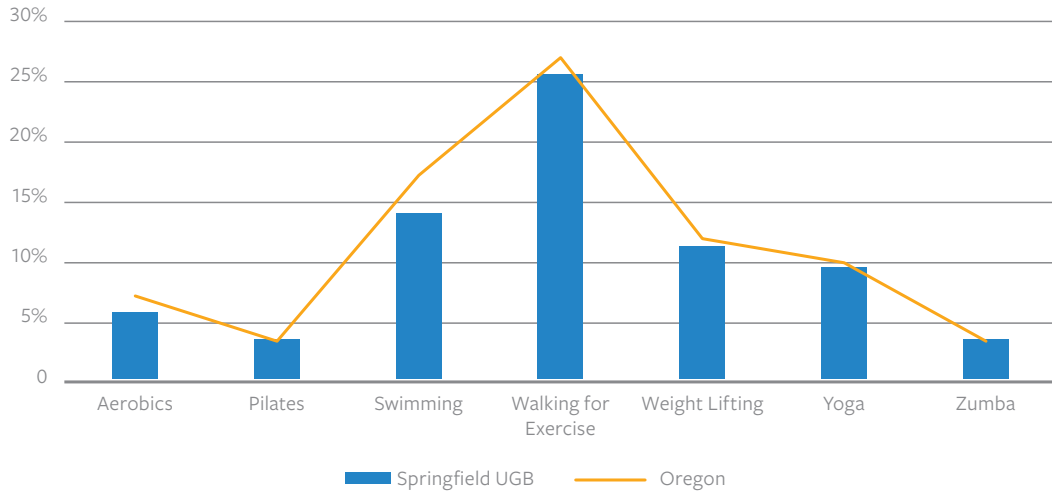
This report details the trends and interests that were identified within the public engagement process – and references various sources from both regional and national research. The following sections summarize an overview of participation within the Springfield Urban Growth Boundary (UGB).

5.1 Estimated Recreation Participation

This section showcases participation in fitness activities, outdoor recreation, and sports teams for adults 25 and older in the Springfield UGB, compared to the State of Oregon. Activity participation and consumer behavior is based on a specific methodology and survey data to makeup what Esri terms “Market Potential Index.”

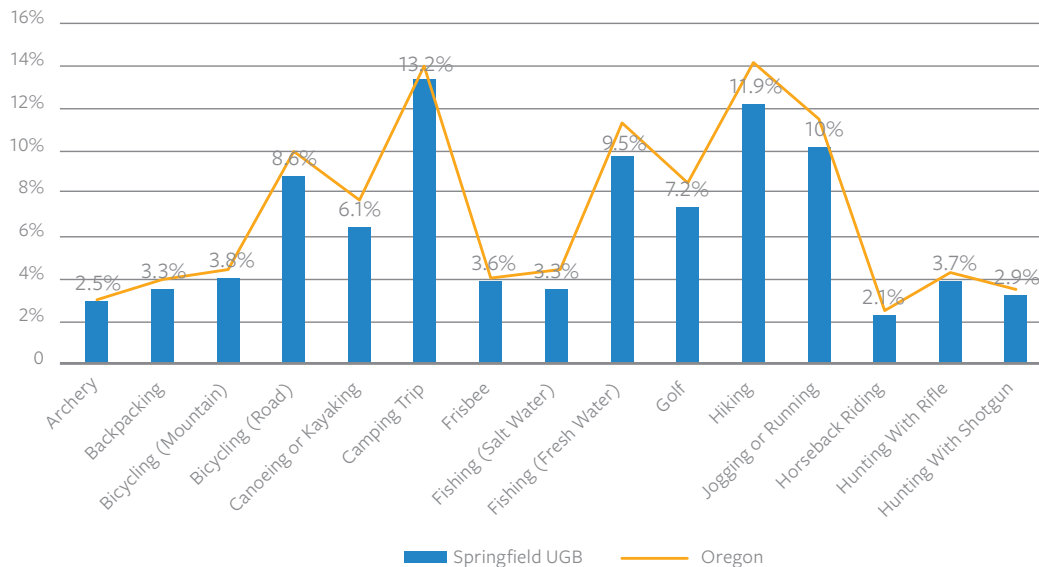
In regard to fitness activities, walking for exercise was the most popular, with over 26.5% of Springfield adults participating. Swimming followed next, with almost 18% of adults participating. Finally, weightlifting was another popular activity with 12.3% participation.

ADULT PARTICIPATION IN FITNESS ACTIVITIES



Source: Esri Business Analyst

ADULT PARTICIPATION IN OUTDOOR RECREATION ACTIVITIES

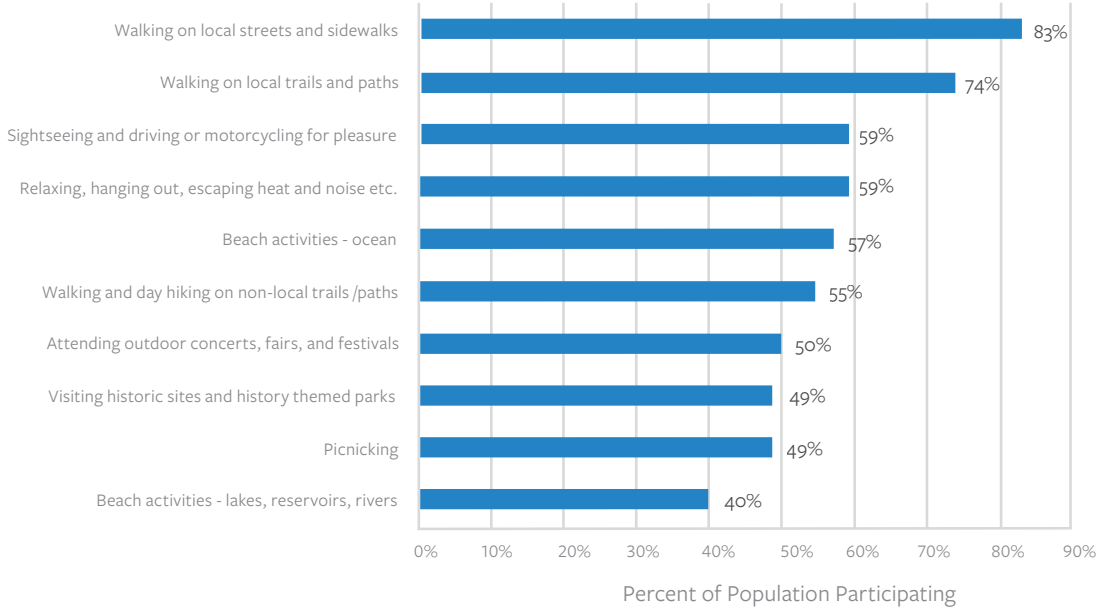


Source: Esri Business Analyst

The most popular outdoor recreation activity in 2021 was overnight camping, followed by hiking/jogging, and freshwater fishing. The Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP) (2019

– 2023) reflected similar participation trends, as noted in the figure below. Walking on local streets, sidewalks, and trails was the top activity. Following this was sightseeing, relaxing, beach activities, day hiking, and outdoor concerts.

TOP TEN ACTIVITIES FOR OREGON RESIDENTS IN 2017



Source: Oregon SCORP

5.2 ADA Compliance

On July 26, 1990, the federal government officially recognized the needs of people with disabilities through the Americans with Disabilities Act (ADA). This civil right law and the subsequent 2011 update expanded rights for activities and services offered by both state and local governmental entities (Title II) and non-profit/for-profit entities (Title III). Parks and Recreation agencies are expected to comply by the legal mandate, which means eliminating physical barriers to provide access

to facilities, and providing reasonable accommodations in regard to recreational programs through inclusive policies and procedures.¹

It is a Department of Justice (DOJ) requirement that agencies develop an ADA Transition Plan, which details how physical and structural barriers will be removed to facilitate access to programs and services. The transition plan also acts as a planning tool for budgeting and accountability.²

¹ “Changes Are Coming to ADA -- New Regulation Standards Expected for Campgrounds, Parks & Beaches.” Recmanagement.com, 2012, recmanagement.com/feature_print.php?fid=201211fe03. Accessed 30 Sept. 2021.

² Parks and Recreation: The Leaders in Before and Afterschool Care, National Recreation and Parks Association. Accessed December 2019. <https://www.nrpa.org/publications-research/park-pulse/parks-and-recreation-the-leaders-in-before-and-after-school-care/>

³ 2018 Out-of-School Time Report, National Recreation and Parks Association Accessed February 2020: <https://www.nrpa.org/contentassets/c76ea3d5bcee4595a17aac298a5f2b7a/out-of-school-time-survey-results-report-2018.pdf>

5.3 Before and After-School Care Programs

OVERVIEW OF NRPA PARK PULSE REPORT ON BEFORE- AND AFTER-SCHOOL CARE



Source: NRPA Park Pulse Report

Many Park and recreation agencies offer before and after-school care programs. These programs may include fitness/play opportunities, healthy snack, and tutoring/homework services. According to a National Recreation and Park Association (NRPA) poll, 90 percent of U.S. adults believe that before-and after-school programs offered by local park and recreation agencies are important. According to the NRPA's 2018 Out-of-School Time Report, approximately 55 percent of local parks and recreation agencies offer after-school programming. Parks and recreation professionals consider the top five benefits of afterschool programs provided to youth are:³

- Safe spaces to play outside of school

- Free or affordable places for health and wellness opportunities
- Opportunities to network and socialize with others
- Experience nature and outdoors
- Educational support and learning opportunities

5.4 Community and Special Events

Community-wide events and festivals often act as essential place-making activities for residents, economic drivers, and urban brand builders. Chad Kaydo describes the phenomenon in *Governing Magazine*: “Municipal officials and entrepreneurs see the power of cultural festivals, innovation-focused business conferences and the like as a way to spur short-term tourism while shaping an image of the host city as a cool, dynamic location where companies and citizens in modern, creative industries can thrive.”⁴ According to the 2020 Event Trends Report by EventBrite, the following trends are expected to impact event planners and community builders in the coming years:⁵

- Focus on sustainability: Zero-waste events are quickly becoming an expectation. Some of the primary ways of prioritizing environmental sustainability include e-tickets, reusable or biodegradable items, offering vegan/vegetarian options, encouraging public transport and carpooling, and working with venues that recycle
- Diversity, Equity, and Inclusion (DEI): Ensuring that the venue is inclusive to not only all abilities by offering ADA facilities, but also welcoming to all races, ethnicities, and backgrounds through signage, messaging, and the lineup of speakers. Ways to incorporate a focus on inclusivity include planning for diversity through speakers, talent, and subject matter, enacting a code of conduct that promotes equity, and possibly providing scholarships to attendees
- Engaging Experiences: Being able to customize and cater the facility to create immersive events that bring together culture, art, music, and elements of a company's brand will be critical in creating a more authentic experience

4 Kaydo, Chad. “Cities Create Music, Cultural Festivals to Make Money.” *Governing*, *Governing*, 18 Dec. 2013, www.governing.com/archive/gov-cities-create-music-festivals.html. Accessed 30 Sept. 2021.

5 “The 2020 Event Trends Report- Eventbrite.” *Eventbrite US Blog*, 2020, www.eventbrite.com/blog/academy/2020-event-trends-report/. Accessed 30 Sept. 2021.

6 Joe Bush, “Tour-Legged-Friendly Parks, *Recreation Management*, February 2, 2016.

7 “State of the Industry Report, Trends in Parks and Recreation,” *Recreation Management*, June 2021.

5.5 Dog Parks

Dog parks continue to see high popularity and have remained among the top planned addition to parks and recreational facilities over the past three years. They help build a sense of community and can draw potential new community members and tourists traveling with pets.⁶

Recreation Magazine suggests that dog parks can represent a relatively low-cost way to provide an often-visited popular community amenity.⁷ Dog parks can be as simple as a gated area, or more elaborate with “designed-for-dogs” amenities like water fountains, agility equipment, and pet wash stations, to name a few. Even “spraygrounds” are being designed just for dogs. Dog parks are also places for people to meet new friends and enjoy the outdoors.

Generation Alpha	~ Born 2010-Present
Generation Z	Born 1997 - 2010
Millennials	Born 1981 - 1996
Generation X	Born 1965 - 1980
Baby Boomers	Born 1946 - 1964
Silent Generation	Born 1928 - 1945

The best dog parks cater to people with design features for their comfort and pleasure, but also with creative programming.⁸ Amenities in an ideal dog park might include the following:

- Benches, shade and water – for dogs and people
- At least one acre of space with adequate drainage
- Double gated entry
- Ample waste stations well-stocked with bags
- Sandy beaches/sand bunker digging areas
- Custom designed splashpads for large and small dogs
- People-pleasing amenities such as walking trails, water fountains, restroom facilities, picnic tables, and dog wash stations

5.6 Generational Changes

Activity participation varies based on age, but it also varies based on generational preferences. The Sports and Fitness Industry Association (SFIA) issues a yearly report on generational activity. In the 2020 SFIA report, millennials’ had the highest percentage of those who were “active to a healthy level,” but a quarter also remained sedentary. Nearly 28 percent of Generation X were inactive, with Baby Boomers at 33 percent inactive. Baby Boomers prefer low impact fitness activities such as swimming, cycling aquatic exercise, and walking for fitness.

A condensed list of generational trends which may impact recreational services are below:

- Baby Boomers are staying in the workforce longer than generations before them⁹
- Almost a third of millennials are not affiliated with religion, and half of them describe themselves as political independents¹⁰
- Approximately 13 percent of teens (Generation Z) said they’ve had a major depressive episode in the last year¹¹

8 Dawn Klingensmith “Gone to the Dogs: Design and Manage an Effective Off-Leash Area”, Recreation Management, March 2014. (http://recmanagement.com/feature_print.php?fid=201403fe02).

9 <https://www.pewresearch.org/fact-tank/2019/07/24/baby-boomers-us-labor-force/>

10 <https://www.pewresearch.org/fact-tank/2014/03/07/6-new-findings-about-millennials/>

11 <https://www.pewresearch.org/fact-tank/2019/07/12/a-growing-number-of-american-teenagers-particularly-girls-are-facing-depression/>

12 <https://www.pewresearch.org/fact-tank/2019/06/18/americans-60-and-older-are-spending-more-time-in-front-of-their-screens-than-a-decade-ago/>

13 <https://www.pewsocialtrends.org/2018/11/15/early-benchmarks-show-post-millennials-on-track-to-be-most-diverse-best-educated-generation-yet/>

14 <https://www.pewresearch.org/fact-tank/2014/03/07/6-new-findings-about-millennials/>

- Those 60 and older (Baby Boomers) spend more than of their leisure time (about 4 hours) a day in front of a screen¹²
- Generation Z is the most racially and ethnically diverse generation, with only 52 percent identifying as non-Hispanic whites.¹³
- Millennials have more financial hardships, such as student loan debt, poverty and unemployment, and lower levels of wealth, but are optimistic about their future¹⁴

5.7 Outdoor Fitness Trails

A popular trend in urban parks for health, wellness, and fitness activities is to install outdoor fitness equipment along trails and in parks. The intent of the outdoor equipment is to provide an accessible form of exercise for all community members, focusing on strength, balance, flexibility, and cardio exercise. These fitness stations – also known as “outdoor gyms” -- are generally meant for adults but can be grouped together near a playground or kid-friendly amenity so that adults can exercise and socialize while supervising their children. The fitness equipment can also be dispersed along a nature trail or walking path to provide a unique experience to exercise in nature. Educational and safety signage should be placed next to equipment to guide the user in understanding and utilizing the outdoor gyms.

5.8 Nature Programming & Nature-Deficit Disorder

Playing in nature is an educational opportunity that has numerous benefits, from increasing active and healthy lifestyles, to developing a conservation mindset, to understanding the ecosystems and wildlife that depend on them.¹⁵ According to the report, “Nature Play & Learning Places: Creating and Managing Places where Children Engage with Nature” there is a genuine need in today’s society for learning spaces that spark creative

play with natural materials, such as plants, vines, shrubs, rocks, water, logs, and other elements.

Richard Louv introduced the term, “Nature-Deficit Disorder” in 2005, which describes the effects of urbanization, technological advances, and social changes. Scientific evidence suggests that this disorder contributes to emotional and physical illnesses, including attention difficulties, obesity, nature illiteracy, and an “epidemic of inactivity.”¹⁶ Environmental education, provided by non-profits and parks and recreation agencies, can help combat nature-deficit disorder by sparking curiosity in the outdoors either through structured nature programming or through unstructured nature play. Nature Play is defined as “A designated, managed area in an existing or modified outdoor environment where children of all ages and abilities play and learn by engaging with and manipulating diverse natural elements, materials, organisms, and habitats, through sensory, fine motor and gross motor experiences.”

Nature play spaces can provide valuable lessons for children, not only in regard to learning their natural environment and appreciation for nature, but also for personal development. These spaces, similar to playgrounds, provide safe spaces to take risks and understand behavioral outcomes. One of the most essential elements in planning nature play spaces is to conduct a risk assessment to reduce the unnecessary potential of injury. For instance, natural objects such as logs and boulders may be placed strategically for climbing but consider where the child might land if he or she were to fall or jump off. Similarly, trees can be used as natural climbing features, with consideration to removing shrubs and nearby smaller trees below. Nature play can happen in forest-based schools, play zoos, gardens, and summer camps. The American Camp Association reported that there are approximately 5,000 nature day camps that currently operate in the U.S.¹⁷

15 Moore, R. (2014). Nature Play & Learning Places. Creating and managing places where children engage with nature. Raleigh, NC: Natural Learning Initiative and Reston, VA: National Wildlife Federation

16 Children and Nature Network, “Nature Deficit Disorder” Accessed January 2020: <https://www.childrenandnature.org/about/nature-deficit-disorder/>

17 Moore, R. (2014). Nature Play & Learning Places. Creating and managing places where children engage with nature. Raleigh, NC: Natural Learning Initiative and Reston, VA: National Wildlife Federation

18 “2021 Outdoor Participation Trends Report.” Outdoor Industry Association, 2021, [outdoorindustry.org/resource/2021-outdoor-participation-trends-report/](https://www.outdoorindustry.org/resource/2021-outdoor-participation-trends-report/). Accessed 6 Oct. 2021

5.9 Outdoor Recreation

Outdoor recreation has become a thriving economic driver, even in the midst of a global pandemic. In 2020, 53% of Americans over six years of age participated at least once in outdoor recreation – an increase of 7.1 million Americans over the previous year. However, a number of challenges continue to impact the industry, including retention of new COVID participants, lack of diversity, fewer outings, and stagnant female participation.¹⁸

The Outdoor Recreation economy in Oregon generates nearly:

- 88,000 direct jobs
- \$4.0 billion in wages and salaries
- \$7.2 billion in total outdoor recreation value added
- 2.9% share of Oregon’s Gross Domestic Product (GDP)

TOP FIVE RATED ACTIONS TO INCREASE OUTDOOR RECREATION ENGAGEMENT IN COMMUNITIES BY AGE/DEMOGRAPHIC GROUP

Action	General Population	Young Old Population	Middle Old Population	Latino Population	Asian Population	Families with Children	Low Income Population
Providing more free-of-charge recreation opportunities	1	2	3	1	3	1	1
Ensuring clean and well-maintained parks & facilities	2	1	1	2	1	2	2
Developing walking/hiking trails closer to home	3	4		4	4	3	3
Making parks safer from crime	4	3	2	3	2	5	4
Developing parks closer to home	5			5	5	4	5
Expanding park facilities		5	4				
Placing more benches & restroom facilities along trails			5				

Source: Oregon SCORP

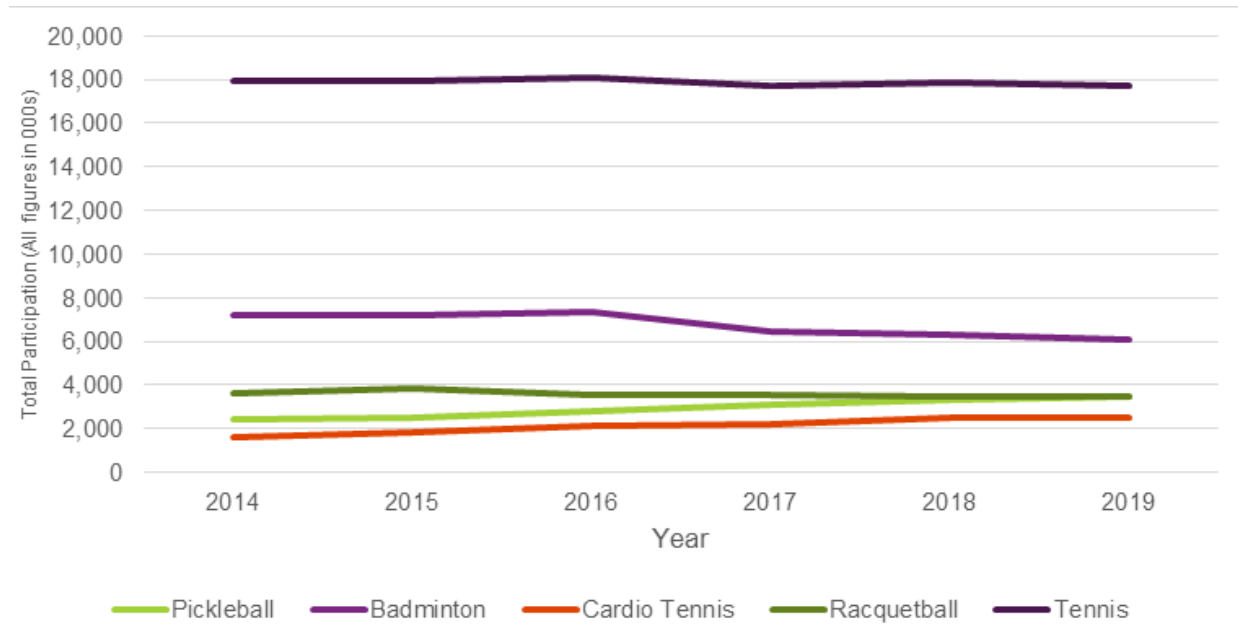
Data provided by the Oregon Statewide Outdoor Recreation Plan (SCORP) indicates that the top ways to increase outdoor recreation engagement in local communities is primarily to provide more free-of-charge recreation opportunities, ensure clean and well-maintained parks and facilities, and develop walking/

hiking trails closer to home. The top five priorities varied based on age, income, and the presence of children – as seen below.

Note: Young Old represents 60-74 years of age, and Middle Old represents 75-84 years of age

19 Green, Daniel, August 2018. “ACE-Sponsored Research: Can Pickleball Help Middle-aged and Older Adults Get Fit?” American Council on Exercise. Accessed 2020. <https://www.acefitness.org/education-and-resources/professional/certified/august-2018/7053/ace-sponsored-research-can-pickleball-help-middle-aged-and-older-adults-get-fit/>
 20 “SFIA Sports, Fitness and Leisure Activities Topline Participation Report” February 2020. Sports & Fitness Industry Association. Accessed 2020.

RACQUET SPORT PARTICIPATION FROM 2014 - 2019



Source: 2020 SFIA Topline Report

5.10 Pickleball

Pickleball continues to be a fast-growing sport throughout America. Considered a mix between tennis, ping pong, and badminton, the sport initially grew in popularity with older adults but is now expanding to other age groups. According to the American Council on Exercise (ACE), regular participation in Pickleball satisfied daily exercise intensity guidelines for cardio fitness for middle-aged and older adults.¹⁹ The sport can be temporarily played on existing indoor or outdoor tennis courts with removable equipment and taped or painted lining. This lining, if painted on tennis surfaces, may interfere with requirements for competitive tennis programs or tournaments. Agencies will need to look at their community’s tennis and pickleball participation to determine the benefits and costs of constructing

new pickleball courts versus utilizing existing tennis courts. Best practices regarding pickleball setup and programming can be found on usapa.com, the official website for the United States Pickleball Association.

According to the 2020 SFIA Topline Report, over the past five years, from 2014 to 2019, total participation in Pickleball increased 7.1 percent on average each year. From 2018 to 2019, the sport grew 4.8 percent. Out of the most common racquet sports, pickleball and cardio tennis are the only sports that have seen positive growth on average over the past five years. Tennis is still the most popular racquet sport by far, although participation growth has slowed over the past five years.²⁰

21 <https://udisc.com/disc-golf-growth-report/2021bid>.

23 <https://www.wilddiscs.com/2021/03/20/playing-disc-golf-the-mental-and-physical-benefits/>

Appendix 6: Community Outreach Strategy

Appendix 6. Community Outreach Strategy

Willamalane Park and Recreation District (Willamalane) recently initiated a project to update its 2012 Park and Recreation Comprehensive Plan (“Comprehensive Plan,” “Plan”). To incorporate Willamalane’s updated Plan as the Recreation Element of the overall Springfield Comprehensive Plan, the City Council and Lane County Board of Commissioners must co-adopt the Plan as a legislative Plan Amendment—a process that involves public hearings and adoption of an ordinance. The process for developing the plan must comply with Oregon’s Statewide Planning Goals, including Goal 1 - Citizen Involvement. This document provides the context, scope, and timing of the community engagement strategies that will be incorporated into the planning process for this Plan update.

6.1 Project Background

Willamalane operates five recreation facilities and 46 parks and natural areas totaling nearly 1,600 acres. Highlights include 10 waterfront areas, 29 miles of hiking and biking trails, 13 sports fields, and 27 playgrounds. A portion of the 29 miles of trails also serve the City’s transportation system in the form of paved paths. With these parks, natural areas, and recreation sites, Willamalane offers recreation programs to people of all ages and abilities to serve their mission of delivering “exceptional parks and recreation to enrich the lives of everyone” they serve.

Willamalane strategically plans to meet its service needs by exploring opportunities for future growth, improvements, and priorities for land. Updates to its Comprehensive Plan will provide a 20-year vision and a prioritized project list to guide Willamalane’s fiscal planning and future work. Willamalane’s administrative policies call for major updates to its Comprehensive Plan every 10 years.

Willamalane has contracted with BerryDunn (“Consultants”, previously known as “GreenPlay”), to assist with the Plan update. The process for the update is heavily founded on public engagement. In addition to

engagement, the Consultants will do a thorough analysis of all parks and facilities, management & operations, and finances to identify gaps, barriers and opportunities for Willamalane to prioritize moving forward. The final Plan will include visions for the future, a capital improvement plan, and a financial strategy along with metrics to assist with implementation.

The community engagement strategies incorporated in this plan include some that will be facilitated by Consultants and some facilitated by Willamalane staff. The intention is to reach as many community members as possible and incorporate the values identified in the recently adopted Willamalane Diversity, Equity, & Inclusion Strategic Action Plan.

6.2 Community Engagement Goals

The community engagement strategies selected for this plan support the following goals in order to inform the overall comprehensive planning process:

1. Promote project awareness throughout the planning process.

- a. Promote project awareness throughout the planning process.
- b. Find opportunities to engage early with various groups in the community.
- c. Provide as many opportunities for community members to engage as possible.
- d. Follow up with those that engage:

Provide opportunities for patrons to see they were “heard” and how feedback was integrated.

Promote ongoing involvement.

- e. Build relationships with participants and provide information about programs, events & services Willamalane offers.

2. Gain a Deeper Understanding of who Willamalane Serves.

- a. Who does Willamalane currently serve? Who is not being served?
- b. What are the demographics of users/non-users (age, race/ethnicity, families, renters/homeowners, gender, socioeconomic status)?
- c. What demographics use Willamalane's facilities the most/least?
- d. What programs, parks, trails, activities, and events are accessed the most/least?
- e. How does the community learn about programs, events and services offered by Willamalane?
- f. How satisfied is the community with Willamalane's offerings?
- g. What are common hardships that make accessing park and recreation services challenging (physical/cognitive limitations, socioeconomic limitations, language barrier, schedule, feeling of safety or belonging, etc.)

3. Learn about gaps, barriers, needs, and preferences within the park district.

- a. What does Willamalane do well? What can Willamalane do better?
- b. What improvements or changes would increase use of Willamalane parks, facilities, and programs?
- c. What new park opportunities should be considered?
- d. What new recreation opportunities should be considered?
- e. What is Springfield lacking?

4. Understand the community's priorities for park and recreation for the coming future.

- a. What does Willamalane do well? What can Willamalane do better?
- b. What improvements or changes would increase use of Willamalane parks, facilities, and programs?
- c. What new park opportunities should be considered?
- d. What new recreation opportunities should be considered?
- e. What is Springfield lacking?

5. Gain support of final plan recommendations.

6.3 Target Audience

- General public - current users and non-users
- Target user groups and demographics as stated in the Oregon's Statewide Comprehensive Outdoor Recreation Plan. These groups include: older adults (and those with limited abilities), diverse populations, youth, and those with low income. Willamalane would like to work with partners to engage Latinx and Indigenous residents living in the district.
- Community partners in Springfield. This includes the City of Springfield, Lane County, Springfield School District, Springfield Utility Board, local nonprofits that provide community services and many other agencies that contribute towards furthering Willamalane's mission.
- Willamalane Staff

6.4 Process Overview and Timeline

Understanding community priorities for park and recreation programs and facilities forms the basis for any parks and recreation plan, and community collaboration and support is essential to the Plan's implementation. Community members and key stakeholders need to be intimately involved during the project in order to create a fully implementable Plan. Exhibit A shows the tasks identified in the Consultant's contract for the overall project and how community engagement is embedded within the overall planning effort.

Willamalane intends to engage with the community early and often throughout the planning process through a diverse set of strategies. Exhibit B showcases all of the engagement strategies and their associated timelines. There are two benchmarks in the engagement process where efforts will be amplified. The first benchmark will focus on goals 2, to better understand the community, and 3, to understand gaps, barriers, needs, and preferences of the community. The second benchmark will occur later in the process after results from the statistically valid survey have been analyzed. The focus of this effort will be goals 4, to understand future priorities, and 5, to gauge support for the draft recommendations in the plan.

INVOLVED PARTIES & OVERSIGHT

Willamalane staff and the Consultants will work collaboratively to ensure maximum participation in the engagement process. The Consultants have worked on over 600 comparable plans for other communities and their knowledge and expertise will be a critical asset to the planning process. During the engagement process they will serve as a neutral third party to facilitate interviews, focus groups, and public meetings. They will also facilitate two rounds of surveys, including one statistically valid survey. Willamalane staff will provide support for these and take leadership of engagement strategies that amplify awareness of the project and promote participation. Willamalane will also implement strategies that support the inclusion of groups that may not otherwise participate through typical forms of engagement or that Willamalane has a special interest in hearing from.

Willamalane's Community Engagement team will be taking a strong leadership role in reviewing final plans for engagement activities and any and all content prior to it going public. The Planning and Development Department at Willamalane will manage the overall project, the contract with the Consultants, and assist with the implementation of the strategies included in this plan.

Willamalane's staff will be actively engaged through the entire planning process. The overall project is being vetted through a Project Team that includes management representation from all Divisions, and a project Advisory Group that includes staff from various departments across the agency. A Communication Plan diagram is included to showcase the meeting frequency for key players of the project. Staff not actively engaged through these teams will have opportunities to contribute through staff surveys and staff meetings facilitated by the Consultants. There will also be many opportunities for staff to assist with the implementation of engagement strategies such as the Project Pitch and/or Pop Up Events (described in the next section).

The following figure shows the cycle of communication between Consultants and Willamalane to oversee the planning process and outcomes.

COMMUNICATION STRATEGY				
	WEEK 1	WEEK 2	WEEK 3	WEEK 4
PM Meeting	●	●	●	●
P&D Check In	●		●	
PM meets with CoS		●		
Superintendent Report	●			
Board Update (Quarterly)		Q		
BD Agenda Outline			●	
Advisory Group Meeting				●
Project Team Meeting				●

BD: BerryDunn, Project Consultant (aka GreenPlay)
PROJECT MANAGER (PM): Kristina Boe (WPRD), Jeff Milkes (BD)
CoS: City of Springfield, Monica Sather & Sandy Belson
PROJECT TEAM: Eric Adams, Michael Wargo, Kenny Weigandt, Jase Newton, Kristina Boe, BerryDunn Project Team
ADVISORY GROUP: Project Team + Denise Bean, Simon Daws, Tracy Kribs, Brandon Lemcke, Fraser MacDonald, Skylar Shane

CITY INVOLVEMENT

The Consultants, Willamalane, and City staff will ensure the update to Willamalane’s 2012 Plan meets requirements for legislative land use decisions. The City, Willamalane, and Consultants will also work together to maximize areas of potential collaboration, including transportation, economic development, operations, and natural resources. Springfield’s Planning Commission and City Council will play a key role in the process to adopt the Plan as a land use decision.

There will be one or more Work Sessions with the Springfield Planning Commission and the Springfield City Council before the public hearings.

6.5 Engagement Strategies

Feedback from the community, along with additional research will strongly inform the recommendations and priorities identified in the final Plan. The strategies presented below aim to reach a diverse audience in as many ways as possible.

1. ONLINE ENGAGEMENT: willamalane.org/future

Target Audience: General public

Lead Agency: Willamalane

Timeframe: Ongoing

Measure of Success: Willamalane will be able to monitor web page analytics to assess activity and engagement levels. A goal of 4,000 page views to willamalane.org/future has been established. This is based on previous outreach and engagement campaigns Willamalane has completed in the last 12 months.

Incentives: N/A

Summary: Willamalane will host a landing page (www.willamalane.org/future) for this project. The page will include: a project description, project contacts, a timeline of upcoming milestones and events, promotion of engagement strategies, an opportunity to submit comments, an opportunity to sign up for future email updates, and potentially other interactive tools for providing feedback (e.g., maps, polls, etc.).

Diversity, Equity & Inclusion

Considerations: The landing page will be able to be translated into over 100 languages using Google Chrome's translation tool.

2. SURVEYS

Target Audience: General public

Lead Agency: RRC Associates (sub-consultant) in coordination with Consultants and Willamalane.

Timeframe: (1) Mid-summer (both paper and online) and (1) late fall-winter (online only)

Measures of Success: Success will be determined by achieving a 95% confidence for the statistically valid survey. For online/non-statistically valid surveys there is a target of 1,000 responses.

Incentives: RRC Associates will provide incentives for participating in the survey.

Summary: Two rounds of surveys will occur during this project. The first survey will be a statistically valid survey that will launch early summer after the first round of engagement. Questions for this survey will be formed based on information learned through the first set of focus groups, stakeholder interviews, the public meeting, and staff survey/engagement. It will be mailed to a random invitation sample of approximately 2,000 to 3,000 people living within the district boundary. Appropriate outreach will be completed to target statistically valid results with a margin of error +/- 5 at a 95% confidence level. This will allow both district users and non-users to provide input.

Following closure of the random invitation survey, an open link version of the same survey will be published, and the remaining district residents will be encouraged to complete the survey online. Those participating in the open-link survey will be able to be differentiated from those participating in the statistically valid survey as to not skew or duplicate results.

2. SURVEYS

Summary: A second online survey will be pushed out at the end of the second round of engagement (late fall-winter) to validate what was heard and gauge support of the draft recommendations being prepared for the plan. Willamalane plans for this to be an online survey, however if deemed valuable as the project progresses this may transition to a second statistically valid survey following the same process noted above.

Diversity, Equity & Inclusion

Considerations: The survey will be produced in both English and Spanish, the two most common languages spoken in the Springfield community. Reasonable accommodations will be made for residents who cannot complete the survey as it is posted by contacting Willamalane's Inclusion Coordinator.

3. FOCUS GROUP

Target Audience: Community partners and representatives of target demographics

Lead Agency: Consultants will facilitate, Willamalane will recruit and host.

Timeframe: (3-4) April 2022, (2-3) Fall 2022

Measures of Success: Minimum of 6 participants in at least 5 Focus Group discussions including representation from each demographic identified by the district (see below).

Incentives: \$50 gift card, snacks and drinks for those participating in person.

Summary: Willamalane will invite project stakeholders such as community leaders, organizers, user group representatives, and/or affiliates of local community groups to participate in these focus groups.

3. FOCUS GROUP

Summary: These small group discussions will be facilitated by Consultants in order to build an initial assessment of park and recreation opportunities, challenges, existing conditions, needs, trends, and goals. Lessons learned through this process will help inform the questions used for the creation of the statistically valid survey that will launch directly after these efforts.

Based on best practices and recommendations from Consultants, the focus groups should be representative of the Springfield community. The groups should include both currently served and historically underrepresented community members. To facilitate this, Willamalane developed a roster of demographics they will seek when recruiting for this project, some examples include: older adults, teens, racial and ethnic diversity, those with limited abilities, current users of parks and facilities, special interest groups, etc. Willamalane will aim to include representation from at least 5 of these demographics in each meeting.

The focus groups will be hosted at a Willamalane facility with virtual/hybrid options for those who choose it. Food and snacks will be provided and participants will be reimbursed with a gift card for their time and participation. Willamalane staff will be available to answer questions about the district through this process; however, will not participate in the conversations otherwise.

Diversity, Equity & Inclusion

Considerations: Focus groups participants will receive a \$50 gift card for their time and contributions. Through the registration process participants will be asked if they will require translation or any other reasonable accommodations in order to participate so Willamalane can make accommodations in advance of the event. Participants will be strongly encouraged to attend in person; however, virtual attendance will be available for those who request it.

4. STAKEHOLDER INTERVIEWS

Target Audience: Community leaders and decision makers

Lead Agency: Consultants will host these conversations, Willamalane will schedule

Timeframe: (3-4) in April 2022

Measures of Success: Completion of 3-4 interviews by the consultant team

Incentives: N/A

Summary: These interviews will cover similar topics as those addressed in the Focus Group Discussion, however will be conversational in nature and will have the overall intention of providing the consultant team any additional context or information needed to understand the needs of the district and the priorities of those who influence it. Participants in each interview will hopefully include:

1. Willamalane Board members and Superintendent,
2. Representatives and decision makers from the City of Springfield,
3. Representatives and decision makers from the School District.

Diversity, Equity & Inclusion

Considerations: Reasonable accommodations will be made for accessibility, scheduling, language or any other considerations that may limit a stakeholder's ability to participate.

5. TOWN HALL MEETINGS

Target Audience: General public

Lead Agency: Consultants will facilitate, Willamalane will help coordinate

Timeframe: (1) April 2022, (1) Fall 2022, (1) Spring 2023

Measures of Success: Attendance of 100 people from the community

Incentives: N/A

Summary: These meetings are intended to share progress to date and ask community members to confirm that what the consultants heard is correct and complete.

1. Public Forum #1 Information Gathering (present input received at initial engagement)
2. Public Forum #2 Findings (Survey results, demographics, trends, and Level of Service)
3. Public Forum #3 Draft Report

Diversity, Equity & Inclusion

Considerations: A Spanish language and ASL translator will be available during the presentations.

6. INTERNAL WILLAMALANE STAFF ENGAGEMENT

Target Audience: Willamalane staff at all levels in all departments

Lead Agency: Consultants

Timeframe: (1) April 2022, (2) Fall 2022

Measures of Success: 40% response rate on survey, meetings/interviews with staff from each division.

Incentives: N/A

Summary: Staff will be engaged via an online survey and through in person meetings. Meetings will occur during both rounds of engagement (Spring/Fall). Consultants will use these to understand specifics about how Willamalane is operated and ways operations could be more efficient.

Diversity, Equity & Inclusion

Considerations: All staff will be able to attend during their paid work hours. Those who are not able to attend will be able to respond to the virtual survey during work hours.

7. POP-UP EVENTS

Target Audience: General public, target user groups, community partners

Lead Agency: Willamalane

Timeframe: Ongoing

Measures of Success: 6 pop up events at locations outside of Willamalane events/facilities + 6 events within Willamalane events/facilities

Incentives: Willamalane will provide small, fun giveaways at events

Summary: These events will occur at both Willamalane and non-Willamalane programs/sites and high traffic locations. The main objective is to let people know about the project and encourage community members to participate in the survey or other engagement strategies. These events will include fun, interactive ways that people can provide feedback as well.

Diversity, Equity & Inclusion

Considerations: By creating a mobile promotional event Willamalane can target groups that may not already be engaging with the agency. Willamalane will provide bilingual material (English/Spanish) and include a Spanish speaking staff member or partner to the extent possible.

8. PROJECT PITCH

Target Audience: Target demographics and community partners

Lead Agency: Willamalane

Timeframe: March-May 2022, or as needed

Measures of Success: Complete a minimum of 4 pitches to public groups

Incentives: N/A

Summary: Willamalane staff will attend community meetings and give a pitch about the Comprehensive Plan project to spread awareness and let stakeholders know how to engage throughout the process. Some possible groups may include: the Springfield Area Chamber of Commerce, Rotary Club of Springfield, Springfield Bike and Pedestrian Committee, Friends of the Springfield Library, Huerto de la Familia, Community Alliance of Lane County, etc.

Diversity, Equity & Inclusion

Considerations: Willamalane will work with groups prior to attending the meeting to determine whether Spanish speaking staff or translation services will be beneficial.

9. EXTERNAL ADVISORY GROUPS / LISTENING SESSIONS

Target Audience: Target demographics and community partners

Lead Agency: Willamalane

Timeframe: At least (1) meeting in May, with the rest of the meetings occurring as possible throughout the project.

Measures of Success: Minimum of 5 participants representing different perspectives per meeting. The number and focus of overall groups/sessions will be determined based on feedback received in the first round of engagement.

Incentives: \$50 gift card, snacks and drinks for those participating in person.

Summary: These meetings will include groups of people invited based on their professional or lived experiences in order to inform specific content in the plan. These exact topics and groups will become more apparent as the planning process moves forward, however some key subject areas already being considered as focuses for these meetings include: natural resources, accessibility in parks/facilities, culturally responsive design for parks and programs, establishing relationships with native people, and understanding barriers for Latinx and other Black, Indigenous, People of Color (BIPOC).

Each group will meet at least one time during the planning process. Meetings will be facilitated by key Willamalane staff with support from Willamalane's DEI Committee and external partners and groups with expertise in the subject matter as appropriate. Settings and structure for these conversations will be informal and will occur in a neutral/non-threatening environment.

Diversity, Equity & Inclusion

Considerations: Willamalane will work with groups prior to attending the meeting to determine whether Spanish speaking staff or translation services will be beneficial.

EXHIBIT A: OVERALL PROJECT SCOPE AND WORK PLAN

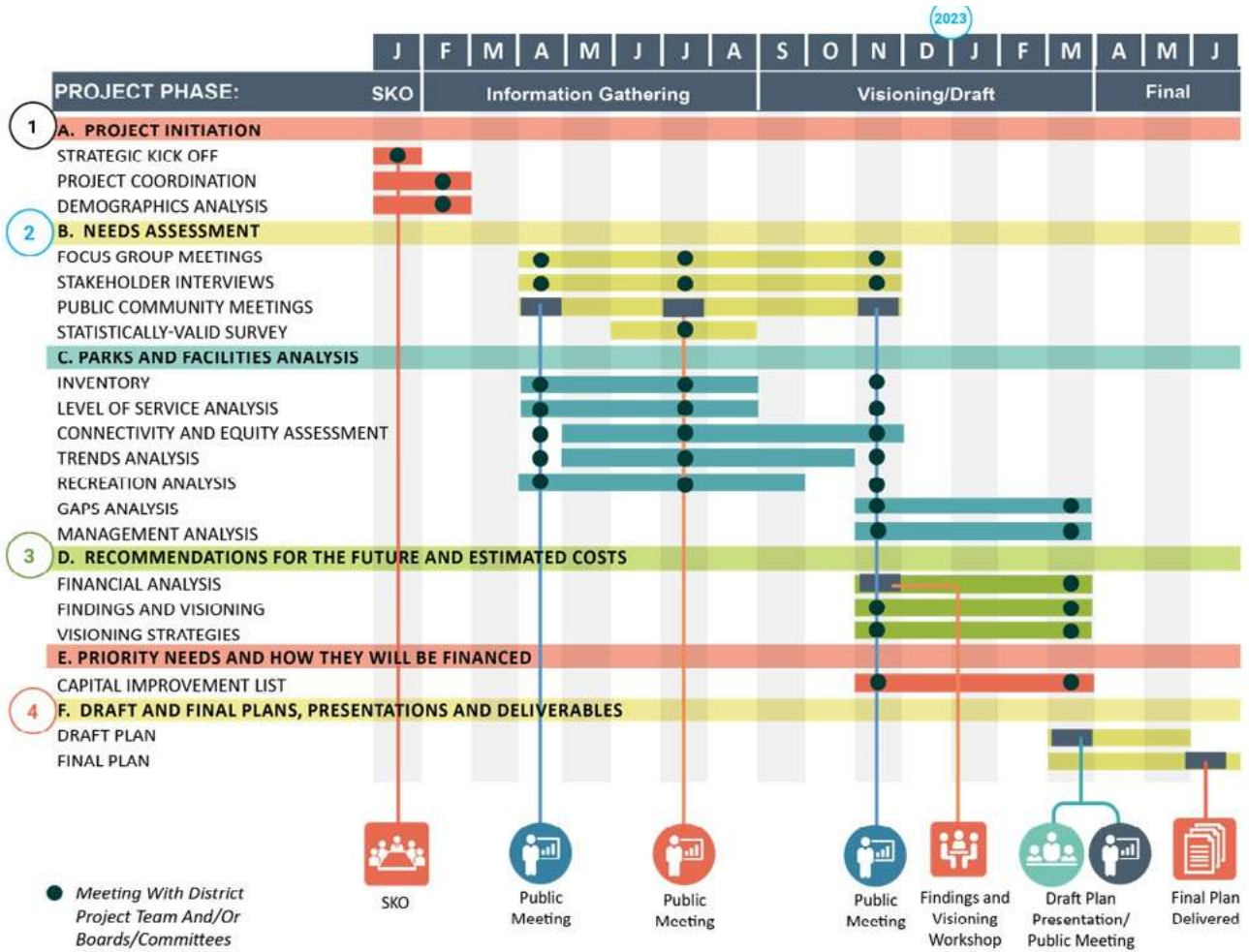


EXHIBIT B: SEQUENCING AND LAYOUT OF PROPOSED COMMUNITY ENGAGEMENT STRATEGIES.

Green Tasks will be led by Consultants and orange tasks will be led by Willamalane staff; however, both groups will be working collaboratively to support all aspects of public engagement. Within the timeline there are two consolidated engagement efforts: (1) in the spring to determine needs and (2) one in the fall to assess priorities for the district.

Appendix 7: Pop-Up Intercept Events and Digital Outreach

Appendix 7. Pop-Up Intercept Events & Digital Outreach

7.1 Pop-Up Intercept Events

Twenty-two community intercept events were held that created significant input to be used in the comprehensive plan.

A key part of this campaign was the event activation and survey promotion. Willamalane created staffed pop-up event tables and attended community events over the summer. Staff invited event attendees to play a voting game where each community member received five tokens and placed them in their choice of nine voting boxes (categories listed below). The voting game helped people understand the types of projects Willamalane is considering and collected feedback from various demographics about the community's broad priorities for park, facility, and recreation improvements.

Willamalane staffed the pop-up event table at 22 events between June 11 and Sept. 21. Some events were hosted by Willamalane and others were hosted by partner organizations. The target audiences for these events included families with children, older adults, people with Latinx heritage, people with AAPI heritage, and people in the LGBTQ+ community.

In total, 1,766 people cast their votes at these events. The vote breakdown is as follows:

- Outdoor Pool and/or Water Play: 27.5%
- Expand Trail System: 13.9%
- Improve Existing Playgrounds: 13%
- Childcare Opportunities: 11.3%
- Field/Court Options in Parks: 7.5%
- Outdoor Recreation Equipment Rentals: 7.3%
- Fitness Classes: 7.1%
- Recreation Classes: 7%
- Other: 5%



Those who voted for “Other” shared their ideas with a staff member who recorded them. Some ideas that were shared multiple times included:

- Dog parks
- Indoor or shaded playgrounds
- Disc golf courses
- Additional summer camp opportunities
- Splash pads
- Video game programs
- Therapeutic saltwater pool

7.2 Digital Outreach

Digital outreach included communication and outreach to district residents through the Willamalane.org/future website, email blasts and use of social media. The outreach effort impacted the whole of the engagement process.

- 3,723 visited the Willamalane Project specific webpage Willamalane.org/future
- 23,493 people were reached on social media ad campaigns
- 1,052 people were reached by email blasts
- 213 people responded to advertised QR Codes

Appendix 8: Level of Service Assessment

Appendix 8. Level of Service Assessment

8.1 Level of Service Assessment

What is Level of Service, and why do we use it?

LOS measures how a system provides residents access to parks, open spaces, trails, and facilities. It indicates the ability of people to connect with the outdoors and nature and pursue active lifestyles with implications for health and wellness, the local economy, and quality of life. LOS for a park and recreation system tends to mirror community values reflective of personal connections to communities. It is also useful in benchmarking current conditions and directing future planning efforts. The service offered by a park or a component is a function of two main variables: location and ease of access.

What is GRASP®?

GRASP® (Geo-referenced Amenities Standards Process) has been applied in many communities across the country as a measure of LOS. With GRASP®, information from the park and facilities inventory is combined with GIS software produces analytic maps and data called Perspectives that show the distribution and quality of these services.

What do Perspectives do for us?

Perspectives can be maps or other analyses incorporating statistics, diagrams, tables, and charts that provide benchmarks or insights useful in determining community success in delivering services. The park and facility inventory provides details of what is available at any given location, and GIS analysis measures user access. People use various ways of reaching a recreation destination: on foot, on a bike, in a car, via public transportation, or some combination. There are two distinct types of service areas for examining the park system to account for this variability:

- 1) Walkable Access– uses a travel distance of one-half mile, a suitable distance for a ten-minute walk.
- 2) Neighborhood Access– uses a travel distance of one mile to each component and gives a premium for areas within a ten-minute walk. It is intended to account for users traveling from home or elsewhere to a park or facility, most likely by bike, bus, or automobile.

A Brief History of Level of Service Analysis

To help standardize parks and recreation planning, many parks & recreation professionals look for ways to benchmark and provide “national standards.” These standards might include how many acres, how many ballfields, pools, playgrounds a community should have. In 1906 the fledgling “Playground Association of America” called for playground space equal to 30 square feet per child. In the 1970s and early 1980s, the first detailed published works on these topics began emerging (Gold, 1973; Lancaster, 1983). In time “rule of thumb” ratios emerged with 10 acres of parklands per thousand, becoming the most widely accepted norm. Other normative guides also have been cited as traditional standards but have been less widely accepted. In 1983, Roger Lancaster compiled a book called “Recreation, Park and Open Space Standards and Guidelines,” published by the National Park and Recreation Association (NRPA). In this publication, Mr. Lancaster centered on a recommendation “that a park system, at minimum, be composed of a core system of parklands, with a total of 6.25 to 10.5 acres of developed open space per 1,000 population (Lancaster, 1983, p. 56). The guidelines went further to recommend an appropriate mix of park types, sizes, service areas, acreages, and standards regarding the number of available recreational facilities per thousand population. While published by NRPA, the table became widely known as “the NRPA standards,” but these were never formally adopted for use by NRPA.

Since that time, various publications have updated and expanded upon possible “standards,” several of which have been published by NRPA. Many of these publications did a benchmark and other normative research to determine what an “average LOS” should be. Organizations such as NRPA and the American Academy for Park and Recreation Administration have focused on accreditation standards for agencies. These standards have been less directed towards outcomes and performance and more on planning, organizational structure, and management processes. The popularly referred to as “NRPA standards” for LOS, as such, do not exist.

It is critical to realize that the above standards can be valuable when referenced as “norms” for capacity but not necessarily as the target standards for which a community should strive. Each agency is different, and the criteria above do not address many factors. For example:

- Does “developed acreage” include golf courses”? What about indoor and passive facilities?
- What are the standards for skateparks? Ice Arenas? Public Art? Etc.?
- What if it’s an urban land-locked community? What if it’s a small town surrounded by open Federal lands?
- What about quality and condition? What if there are many ballfields, but they are not maintained?
- And many other questions.

8.2 The GRASP® Process – a greater tool for completing level of service analysis

Parks, trails, recreation, and open space are part of an overall infrastructure for a community made up of various components, such as playgrounds, multi-purpose fields, passive areas. A methodology for determining the LOS is appropriate to address these and other relevant questions. Composite-values methods are applied to measure better and portray the service provided by parks and recreation systems. The trademarked name for the composite-values methodology process is called GRASP® (Geo-Referenced Amenities Standards Program). For this methodology, capacity is only part of the LOS equation. Consider other factors, including quality, condition, location, comfort, convenience, and ambiance.

This methodology records each park component’s geographic location, quantity, and capacity. Also, it uses comfort, convenience, and ambiance as characteristics that are part of the context and setting of a component. They are not characteristics of the element itself, but they enhance the value when they exist. Combining and analyzing each component’s composite value makes it possible to measure the service provided by a parks and recreation system from various perspectives and for any given location. Typically, this begins with deciding on “relevant components,” collecting an accurate inventory of those components, and analysis. Maps and tables represent the results of the GRASP® study.

Utilizing GRASP® Perspectives

GRASP® perspectives evaluate the LOS throughout an area. Their purpose is to reveal possible gaps in service; however, it is not necessarily beneficial for all community parts to score equally in the analyses. The desired LOS for a location should depend on the type of service, the site’s characteristics, and other factors, such as community need, population growth forecasts, and land-use issues. For example, commercial, institutional, and industrial areas might reasonably have lower service levels for parks and recreation opportunities than residential areas. GRASP® perspectives focus attention on gap areas for further scrutiny. Perspectives can determine if current levels of service are appropriate if used in conjunction with other assessment tools, such as needs assessment surveys and a public input process.

Table 33 lists those components that although present and available in the park system, scored a “1” suggesting that they perform poorly and need to be upgraded, repaired or replaced. These components directly impact the GRASP® scores and thus the overall level of service provided.

A GRASP® Glossary

Buffer: see catchment area

Catchment area: a circular map overlay that radiates outward in all directions from a component and represents a reasonable travel distance from the edge of the circle to the asset. Used to indicate access to an asset in a level of service assessment

Component: an amenity such as a playground, picnic shelter, basketball court, or athletic field that allows people to exercise, socialize, and maintain a healthy physical, mental, and social wellbeing

Geo-Referenced Amenities Standards Process® (GRASP®): a proprietary composite-values methodology that takes quality and functionality of assets and amenities into account in a level of service assessment

GRASP® Level of service (LOS): the extent to which a recreation system provides community access to recreational assets and amenities

GRASP®-IT audit tool: an instrument developed for assessing the quality and other characteristics of parks, trails, and other public lands and facilities. The tested, reliable, and valid tool has been used nationwide in more than 125 park systems inventories.

Low-score component: a component given a GRASP® score of “1” or “0” as it fails to meet expectations

Low-service or Lower-service area: an area that has some GRASP® LOS but falls below the minimum standard threshold for the overall LOS

Modifier: a basic site amenity that supports users during a visit to a park or recreation site, to include elements such as restrooms, shade, parking, drinking fountains, seating, BBQ grills, security lighting, and bicycle racks, among others

No-service area: an area with no GRASP® LOS

Perspective: a perspective is a map or data quantification, such as a table or chart, produced using the GRASP® methodology that helps illustrate how recreational assets serve a community

Radius: see catchment area

Recreational trail: a recreation trail can be a soft or hard-surfaced off-street path that promotes active or passive movement through parklands or natural areas. Recreational trails are typically planned and managed by parks and recreation professionals or departments.

Service area: all or part of a catchment area ascribed a particular GRASP® score that reflects the LOS provided by a specific recreational asset, a set of assets, or an entire recreation system

Target or Threshold: a minimum LOS standard typically determined based on community expectations

Trail: any off-street or on-street connection dedicated to pedestrian, bicycle, or other non-motorized users

Trail network: a trail network is a functional and connected part of a trail system. Different networks are separated from other trail networks by missing trail connections or barriers such as roadways, rivers, or railroad tracks.

Trail system: all trails in a community that serve pedestrian, bicycle, and alternative transportation users for purposes of both recreation and transportation

Transportation trail: a hard-surface trail, such as a sidewalk, intended for traveling from one place to another in a community or region. These trails typically run outside of parklands and are managed by Public Works or another City utility department.

GRASP® COMPONENTS AND DEFINITIONS

GRASP® Outdoor Component List	
Component	Definition
Adventure Course	An area designated for activities such as ropes courses, zip-lines, challenge courses. Type is specified in the comments.
Amusement Ride	Carousel, train, go-carts, bumper cars, or other ride-upon features. The ride has an operator and controlled access.
Aquatics, Complex	An aquatic complex has at least one immersion pool and other features intended for aquatic recreation.
Aquatics, Lap Pool	A swimming pool intended for swimming laps.
Aquatics, Leisure Pool	A swimming pool intended for leisure water activities. May include zero-depth entry, slides, play and spray features.
Aquatics, Spray Pad	A play feature without immersion intended for interaction with moving water.
Aquatics, Therapy Pool	A temperature-controlled pool intended for rehabilitation and therapy.
Basketball Court	A dedicated full-sized outdoor court with two goals.
Basketball, Practice	A basketball goal for half-court play or practice, including goals in spaces associated with other uses like parking lots.
Batting Cage	A stand-alone facility with pitching machines and restricted entry.
Bike Complex	A bike complex accommodates various bike skills activities with multiple features or skill areas.
Bike Course	A designated area for non-motorized bicycle use may be constructed of concrete, wood, or compacted earth. Includes pump tracks, velodrome, and skills courses.
Camping, Defined	Defined campsites may include a variety of facilities such as restrooms, picnic tables, water supply. Use the official agency count for quantity if available.

Component	Definition
Camping, Undefined	Allows users to stay overnight outdoors in undefined sites and receives a quantity of one for each park or location.
Climbing, Designated	A designated natural or human-made facility provided or managed by an agency for recreation climbing but is not limited to play.
Climbing, General	Allows users to participate in a climbing activity. Use a quantity of one for each park or other location.
Concession	A facility used for the selling, rental, or other provision of food, drinks, goods, and services to the public.
Diamond Field	Softball and baseball fields, suitable for organized diamond sports games. Not specific to size or age-appropriateness.
Diamond Field, Complex	Many ballfields at a single location that are suitable for tournaments.
Diamond Field, Practice	An open or grassy area is used to practice diamond sports and is distinguished from a ballfield. Does not lend itself to organized diamond sports games and from open turf by the presence of a backstop.
Disc Golf	A designated area for disc golf. Quantities: 18 hole course = 1; 9 hole course =.5
Dog Park	An area explicitly designated as an off-leash area for dogs and their guardians.
Educational Experience	Signs, structures, or features provide an educational, cultural, or historical experience. They are distinguished from public art by the presence of interpretive signs or other information. Assign a quantity of one for each contiguous site.
Equestrian Facility	An area designated for equestrian use and typically applied to facilities other than trails.

Component	Definition
Event Space	A designated area or facility for an outdoor class, performance, or special event, including an amphitheater, bandshell, stage.
Fitness Area	Features intended for personal fitness activities. Fitness areas are groupings of equipment in immediate proximity.
Fitness Course	Features intended for personal fitness activities are typically located along a path or trail. A course receives a quantity of one for each complete grouping of fitness equipment.
Game Court	Outdoor court designed for a game other than tennis, basketball, and volleyball distinguished from a multi-use pad, including bocce, shuffleboard, and lawn bowling. The type specified in the comments. Quantity counted per court.
Garden, Community	A garden area that provides community members a place to have a personal vegetable or flower garden.
Garden, Display	An area designed and maintained to provide a focal point or destination, including a rose garden, fern garden, native plant garden, wildlife/habitat garden, and an arboretum.
Golf	A course designed and intended for the sport of golf counted per 18 holes. Quantities: 18 hole course = 1; 9 hole course =.5
Golf, Miniature	A course designed and intended as a multi-hole golf putting game.
Golf, Practice	An area designated for golf practice or lessons, including driving ranges and putting greens.
Historic Feature	A site designated to commemorate an event, person, or place of local, statewide or national significance.

Component	Definition
Horseshoe Court	A designated area for the game of horseshoes, including permanent pits of regulation length. Quantity counted per court.
Horseshoes Complex	Several regulation horseshoe courts in a single location. They are suitable for tournaments.
Ice Hockey	Regulation size outdoor rink explicitly built for ice hockey games and practice. General ice skating included in "Winter Sport."
In-line Hockey	Regulation size outdoor rink built specifically for in-line hockey games and practice.
Loop Walk	Opportunity to complete a circuit on foot or by non-motorized travel mode. Suitable for use as an exercise circuit or leisure walking. Quantity of one for each park or other location unless more than one particular course is present.
Multi-Use Pad	A painted area with games such as hopscotch, four square, tetherball found in schoolyards. As distinguished from "Games Court," which is typically single-use.
Natural Area	Describes an area in a park that contains plants and landforms that are remnants of or replicate undisturbed native regions of the local ecology. It can include grasslands, woodlands, and wetlands.
Open Turf	A grassy area that is not suitable for programmed field sports due to size, slope, location, or physical obstructions. It may be used for games of catch, tag, or other informal play and uses that require an open grassy area.

Component	Definition
Other	An active or passive component that does not fall under another definition. Specified in comments.
Passive Node	A place designed to create a pause or particular focus within a park includes seating areas, plazas, overlooks, and not intended for programmed use.
Pickleball Court	A designated court designed primarily for pickleball play.
Picnic Ground	A designated area with a grouping of picnic tables suitable for organized picnic activities. Account for individual picnic tables as Comfort and Convenience modifiers.
Playground, Destination	A destination playground attracts families from the entire community. Typically has restrooms and parking on-site. May include special features like a climbing wall, spray feature, or adventure play.
Playground, Local	A local playground serves the needs of the surrounding neighborhood. Includes developed playgrounds and designated nature play areas. These parks generally do not have restrooms or on-site parking.
Public Art	Any art installation on public property. Art receives a quantity of one for each contiguous site.
Rectangular Field Complex	Several rectangular fields in a single location. A complex is suitable for tournament use.

Component	Definition
Rectangular Field, Large	Describes a specific field large enough to host one adult rectangular field sports game such as soccer, football, lacrosse, rugby, and field hockey. The approximate field size is 180' x 300' (60 x 100 yards). The field may have goals and lines specific to an individual sport that may change with the permitted use.
Rectangular Field, Multiple	Describes an area large enough to host one adult rectangular field sports game and a minimum of one other event/game, but with an undetermined number of actual fields. This category describes a large open grassy area arranged in configurations for any number of rectangular field sports. Sports may include but are not limited to: soccer, football, lacrosse, rugby, and field hockey. The field may have goals and lines specific to an individual sport that may change with the permitted use.
Rectangular Field, Small	Describes a specific field too small to host a regulation adult rectangular field sports game but accommodates at least one youth field sports game. Sports may include but are not limited to: soccer, football, lacrosse, rugby, and field hockey. A field may have goals and lines specific to a particular sport that may change with a permitted use.
Shelter, Large	A ramada, shade shelter, or pavilion large enough to accommodate a group picnic or other event for a minimum of 16 seated. Address lack of seating in scoring.
Shelter, Small	A ramada, shade shelter, or pavilion large enough to accommodate a family picnic or other event for approximately 4-16 persons with seating for a minimum of four. Covered benches are included in comfort and convenience scoring and should not be included here.

Component	Definition
Skate Feature	A small or single feature primarily for wheel sports such as skateboarding, in-line skating. The component may or may not allow freestyle biking. Categorize dedicated bike facilities as Bike Course.
Skate Park	An area set aside primarily for wheel sports such as skateboarding and in-line skating. The park may allow freestyle biking. It may be specific to one user group or allow for several user types and accommodate various abilities. Typically has a variety of concrete or modular features.
Target Range	A designated area for practice or competitive target activities. The type specified, such as archery or firearms, in comments.
Tennis Complex	Multiple regulation courts in a single location with amenities suitable for tournament use.
Tennis Court	A court that is suitable for recreation or competitive play. Quick-start or other non-standard types specified in comments.
Tennis, Practice Wall	A wall intended for practicing tennis.
Track, Athletic	A multi-lane, regulation-sized running track appropriate for track and field events.
Trail Access Point	A point of connection to a trail or trail system, without amenities
Trail, Multi-Use	A trail, paved or unpaved, is separated from the road and provides recreational opportunities or connections to walkers, bikers, rollerbladers, and equestrian users. Paths that make a circuit within a single site are Loop Walks.
Trail, Primitive	An unpaved path is located within a park or natural area that provides recreational opportunities or connections to users. Minimal surface improvements that may or may not meet accessibility standards.

Component	Definition
Trail, Water	A river, stream, canal, or other waterway trails for floating, paddling, or other watercraft.
Trailhead	A designated staging area at a trail access point may include restrooms, an information kiosk, parking, drinking water, trash receptacles, and seating.
Volleyball Court	One full-sized court. It may be a hard or soft surface, including grass and sand. May have permanent or portable posts and nets.
Wall Ball Court	Walled courts are associated with handball and racquetball—the type specified in the comments.
Water Access, Developed	A developed water access point includes docks, piers, kayak courses, boat ramps, fishing facilities. It is specified in comments, including the quantity for each unique type.
Water Access, General	Measures a user's general ability to access the edge of open water. May include undeveloped shoreline. Typically receives a quantity of one for each contiguous site.
Water Feature	This passive water-based amenity provides a visual focal point of fountains and waterfalls.
Water, Open	A body of water such as a pond, stream, river, wetland with open water, lake, or reservoir.
Winter Sport	An area designated for a winter sport or activity. For example, a downhill ski area, nordic ski area, sledding hill, tobacco run, and recreational ice. The type specified in the comments.

8.3 Inventory Methods and Process

The planning team's detailed GIS inventory first prepared a preliminary list of existing components using aerial photography and GIS data. Components identified in aerial photos were located and labeled.

Next, the consulting team conducted field visits to confirm or revise preliminary component data, make notes regarding sites or assets, and understand the system. The inventory for this study focused primarily on components at public parks. Each element's evaluation ensures it serves its intended function, noting any parts needing refurbishment, replacement, or removal.

Collection of the following information during site visits:

- Component type and geo-location
- Component functionality
- Assessment scoring is based on the condition, size, site capacity, and overall quality. The inventory team used the following three-tier rating system to evaluate these:
 - 1 = Below Expectations
 - 2 = Meets Expectations
 - 3 = Exceeds Expectations
- Components were evaluated from two perspectives: first, the value of the component in serving the immediate neighborhood (N Score), and second, its value to the greater community (C Score). The score is on a scale of 0-3, with zero meaning nonfunctioning, one being below expectations, two meeting expectations, and three exceeding expectations.
- Neighborhood Score:
 - » Each component was evaluated from the perspective of a resident that lives nearby.
 - » High scoring components are easily accessible to pedestrians in the neighborhood, are attractive for short and frequent visits, and are unobtrusive to the surrounding neighborhood.
 - » Low-scoring components may have limited access to residents such as locked gates, have nuisance features such as sports lighting, or draw large crowds for which parking is not provided.

- Community Score:
 - » Components were evaluated from residents' perspective in the greater community.
 - » High scoring components in this category may be unique components within the parks and recreation system, have a broad draw from throughout the community, have the capacity and associated facilities for community-wide events, or are in areas that are accessible only by car.
 - » An example of low-scoring components may be when a park's components are limited to only Homeowners' Association (HOA) residents
- Site modifiers
 - » In addition to standard components, the inventory also evaluates features that provide comfort and convenience to the users.
 - » These are things that a user might not go to the parks specifically to use but are things that enhance the users' experience by making it a nicer place to be.
 - » Modifiers encourage people to stay longer and enjoy the components more fully.
 - » The presence of features such as drinking water, shade, seating, and restrooms in proximity to a component increases the component's value.
 - » These features are scored as described above with the 0-3 system.
 - » Scoring focuses on service to the user rather than the quantity
- Site design and ambiance
- Site photos
- General comments

8.4 Asset Scoring

All components were scored based on condition, size, site capacity, and overall quality, reflecting the user's expectations of recreational features. Beyond the quality and functionality of components, however, GRASP® LOS analysis considers other essential aspects of a park or recreation site. Not all parks are created equal, and their surroundings may determine the quality of a user's experience. For example, the GRASP® system acknowledges the essential differences between identical playground structures as displayed in the following example figures:

GRASP® EXAMPLES



In addition to scoring components, GRASP®-IT assesses each park site or indoor facility for comfort, convenience, and ambient qualities. These qualities include the availability of restrooms, drinking water, shade, scenery. These modifier values then enhance or amplify component scores at any given location.

This inventory atlas consists of the Geographic Information System (GIS) data displayed by location on an aerial photograph. Compiled GIS information collected during the site visit, including all GIS data and staff input. An accompanying data sheet for each site lists modifier and component scores and observations and comments.

Analyzing the existing parks, open space, trails, and recreation systems determines how they serve the public. LOS defines the capacity of various components and facilities to meet the public's needs regarding the size or quantity of a given facility.

DESIGN AND AMBIANCE – Simple observation proves that places that “feel” right attract people. A sense of safety and security, pleasant surroundings, attractive views, and a sense of place impact ambiance. A well-designed park is preferable to a poorly designed one, enhancing its components' degree of service.

COMFORT AND CONVENIENCE – The service provided by a component, such as a playground, is increased by having amenities such as shade, seating, and a restroom nearby. Comfort enhances the experience of using a component. Convenience encourages people to use

an element, which increases the amount of service that it offers. Easy access and the availability of trash receptacles, bike racks, or nearby parking are examples of conveniences that enhance the service provided by a component.

LOCATION – To be served by something, you need to be able to get to it. The typical park playground is more service to people who live within easy reach than someone living across town. Therefore, service is dependent upon proximity and access.

QUALITY – The service provided by anything, whether a playground, soccer field, or swimming pool, is determined in part by its quality. A playground with various features, such as climbers, slides, and swings, provides a higher degree of service than one with nothing but an old teeter-totter and some “monkey-bars.”

CONDITION – The condition of a component within the park system also affects the service it provides. A playground in disrepair with unsafe equipment does not offer the same function as one in good condition. Similarly, a soccer field with a smooth surface of well-maintained grass certainly provides more service than one full of weeds, ruts, and other hazards.

8.5 GRASP® Score

Each park or recreation location and all on-site components have been assigned a GRASP® Score. The resulting scores reflect the overall value of that site. A basic algorithm calculates scoring totals, accounting for components and modifiers, every park and facility in the inventory. Scores for each inventory site and its components may be found in the GRASP® Inventory Atlas provided to the district as a staff document.

GRASP® SCORE CALCULATION

Component Assessment Score: 1, 2, or 3

The sum of site modifiers determine a multiplier: 1.1, 1.3, or 1.3

Design & Ambiance as a stand alone modifier: 1, 2, or 3

Component GRASP Score: 4.8

Catchment Areas

Catchment areas also called buffers, or service areas, are drawn around each component. The GRASP® Score for that component is then applied to that buffer and overlapped with all other component catchment areas. This process yields the data used to create perspective maps and analytical charts.

Perspectives

Maps and data produced using the GRASP® methodology are known as perspectives—each perspective models service across the study area. The system can be further analyzed to derive statistical information about service in various ways. Maps, tables, and charts provide benchmarks or insights a community may use to determine its success in delivering services.

Mapping service areas for multiple components on a map produces a heat map representing the cumulative LOS provided by that set of elements in a geographic area. On a map, darker orange shades result from the overlap of multiple service areas. They indicate areas served by more or higher quality components. For any given spot, there is a GRASP® Value that reflects cumulative scoring for nearby assets. The figure below provides an example.

8.6 Component Scoring

To assess quality of service within existing parks, each park improvement, or component, was given a score of 1-3 based on condition, size, site capacity, and overall quality that impacts the experience provided to the user.

- 1 = Below Expectations
- 2 = Meets Expectations
- 3 = Exceeds Expectations

Typically, a rating of 1 suggests a need for improvement or replacement, 2 suggests the component meets the need but is not ideal and 3 is newer and excellent. Willamalane components are more likely to be scored a “2” (over 80% of components), and less likely to be scored a “3” (less than 5% of components) when compared to averages from the national dataset. This could signify fewer signature or special improvements across the system. The table below illustrates district component scores compared to the national dataset.

DISTRICT COMPONENT SCORE BREAKDOWN VS NATIONAL DATASET

Willamalane		Willamalane Community Park		National Dataset		National Dataset Community Park	
Scores	Percent %	Scores	Percent %	Scores	Percent %	Scores	Percent %
0	1%	0	0%	0	3%	0	3%
1	11%	1	11%	1	10%	1	11%
2	84%	2	85%	2	78%	2	77%
3	4%	3	4%	3	8%	3	9%

PLAYGROUNDS EXAMPLE PHOTOS



An example of a scorecard is shown below as is an example of a component assessment (for playgrounds).

EXAMPLES SCORECARD

Quartz Park																																																
Address: 6001 Quartz Ave. <div style="text-align: center; font-weight: bold; font-size: 1.2em;">A</div> GIS Acres 2.68 Classification: Neighborhood Park Inventory Date: 4/22/2022	Park Overview: Newer development with large play set. Portable restroom. Next to trail but no trail access. <div style="text-align: center; font-weight: bold; font-size: 1.2em;">C</div>			Park Cumulative Scores: <div style="display: flex; justify-content: space-around; align-items: center;"> <div style="border: 1px solid black; background-color: #00838f; color: white; padding: 10px; text-align: center; width: 40px;"> <div style="font-size: 1.5em; font-weight: bold;">24</div> <small>GRASP® Community Score</small> </div> <div style="border: 1px solid black; background-color: #00838f; color: white; padding: 10px; text-align: center; width: 40px;"> <div style="font-size: 1.5em; font-weight: bold;">24</div> <small>GRASP® Neighborhood Score</small> </div> </div>																																												
Comfort and Convenience Scores: 																																																
<div style="display: flex; justify-content: space-between;"> <div style="width: 30%;"> <p>2 -Design and Ambiance</p> <p>2 -Park Access</p> <p>2 -Parking</p> <p>1 -Restrooms</p> </div> <div style="width: 30%;"> <p>B</p> <p>2 -Seating</p> <p>2 -Picnic Tables</p> <p>0 -BBQ Grills</p> </div> <div style="width: 30%;"> <p>0 -Trail Connection</p> <p>0 -Seasonal Plantings</p> <p>0 -Shade</p> <p>1 -Ornamental Plantings</p> </div> <div style="width: 30%;"> <p>2 -Dog Pick-Up Station</p> <p>2 -Bike Parking</p> <p>2 -Drinking Fountains</p> <p>2 -Security Lighting</p> </div> </div>																																																
<table style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="text-align: left; font-weight: normal;">Components:</th> <th style="text-align: left; font-weight: normal;">MAP ID</th> <th style="text-align: left; font-weight: normal;">N Score</th> <th style="text-align: left; font-weight: normal;">C Score</th> <th style="text-align: left; font-weight: normal;">Qty</th> <th style="text-align: left; font-weight: normal;">Lights</th> <th style="text-align: left; font-weight: normal;">Observations</th> </tr> </thead> <tbody> <tr> <td>Basketball Court</td> <td>C298</td> <td>2</td> <td>2</td> <td>1</td> <td></td> <td></td> </tr> <tr> <td>Loop Walk</td> <td>C296</td> <td>2</td> <td>2</td> <td>1</td> <td></td> <td style="text-align: center; font-weight: bold;">D</td> </tr> <tr> <td>Open Turf</td> <td>C297</td> <td>2</td> <td>2</td> <td>1</td> <td></td> <td></td> </tr> <tr> <td>PARCEL</td> <td>L105</td> <td>2</td> <td>2</td> <td>1</td> <td></td> <td></td> </tr> <tr> <td>Playground, Local</td> <td>C299</td> <td>2</td> <td>2</td> <td>1</td> <td></td> <td></td> </tr> </tbody> </table>							Components:	MAP ID	N Score	C Score	Qty	Lights	Observations	Basketball Court	C298	2	2	1			Loop Walk	C296	2	2	1		D	Open Turf	C297	2	2	1			PARCEL	L105	2	2	1			Playground, Local	C299	2	2	1		
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<i>N Score = Neighborhood Score / C Score = Community Score / Qty = Quantity</i>																																																

Map ID	Park / Location	Component	Qty	Neighborhood Score	Community Score	Comments / Observations
C381	Arrow Park	Playground, Local	1	2	2	
C182	Bluebelle Park	Playground, Local	1	2	2	
C187	Bob Artz Memorial Park	Playground, Local	1	1	1	Minimal
C204	Douglas Gardens Park	Playground, Local	1	1	1	Minimal and older
C212	Fort (William S.) Memorial Park	Playground, Local	1	2	2	
C218	Gamebird Park	Playground, Local	1	1	1	Minimal
C235	Island Park	Playground, Local	1	2	2	
C244	Lively Park	Playground, Destination	1	2	2	
C248	James Park	Playground, Local	1	1	1	Minimal, old equipment
C250	Jasper Meadows Park	Playground, Local	1	2	2	Newer climber
C257	Jesse Maine Memorial Park	Playground, Local	1	2	2	
C265	Les Schwab Sports Park	Playground, Local	1	2	2	Minimal set but with climbing structure
C267	Marylhurst Park	Playground, Local	1	2	2	Minimal, but suits pocket park
C270	Meadow Park	Playground, Local	1	2	2	Nicer than other sets
C276	Menlo Park	Playground, Local	1	2	2	
C284	Pacific Park	Playground, Local	1	2	2	
C295	Pride Park	Playground, Local	1	1	1	Older set
C299	Quartz Park	Playground, Local	1	2	2	
C301	Rob Adams Park	Playground, Local	1	2	2	
C306	Robin Park	Playground, Local	1	2	2	Small but suiting pocket park
C310	Royal Delle Park	Playground, Local	1	2	2	
C318	Thurston Park	Playground, Local	1	2	2	
C321	Tyson Park	Playground, Local	1	1	1	Old and battered
C327	Volunteer Park	Playground, Local	1	2	2	
C333	West D St Greenway	Playground, Local	1	1	1	Small
C346	Willamalane Park	Playground, Local	1	2	2	

The table includes the park name, playground type, quantity, neighborhood score, community score, and site visit notes.

8.7 Park Scoring

Park scoring measures how the parks and components serve residents and users. These scores often make the most sense when compared within the same classification, i.e., when comparing one neighborhood park to another neighborhood park. It may be reasonable that there are wide ranges of scores within a category. It may also be an opportunity to re-evaluate a park’s particular classification based on the service to the community or neighborhood it serves. Park scores are made up of the collective component scores from the assessment.

In addition to locating components, the assessment includes quality, function, condition, and modifiers. Cumulative scores most directly reflect the number and quality of improvements, or components, within a park. The availability of modifiers, such as restrooms, drinking fountains, seating, parking, and shade, also affects park scores. Higher scores reflect more and better recreation opportunities than lower scores. There is no ultimate or perfect score.

To assist in prioritizing parks to improve level of service, each park has a neighborhood score and a community score. The biggest difference in these two scores is that the neighborhood score is focused on the diversity of experiences available at a park while community score considers the quantity of each experience and its ability to support a broader, community-wide use. An example of this might be a park that has several different improvements including a playground, a picnic shelter, a basketball court, and four tennis courts. The neighborhood score would reflect that users have access to four different components. The community score recognizes the four unique component types but also factors in the fact that there are multiple courts available. In this case, the park would have a higher community score than neighborhood score.

In Willamalane’s park district, scores among the different classifications vary greatly (tables 21-26). This likely means that some adjustments may need to be made to park categories (classifications) to closely match these park services and public expectations. The follow park scores are grouped by classification and listed from high to low for both neighborhood and community score.

COMMUNITY PARK SCORES

	Neighborhood Score	Community Score
Community Park		
Willamalane Park	58	82
Lively (Jack B.) Park	58	65
Island Park	55	60

Average Neighborhood Score: 57
Average Community Score: 69

NEIGHBORHOOD PARK SCORES

	Neighborhood Score	Community Score
Neighborhood Park		
Meadow Park	46	79
Fort (William S.) Memorial Park	29	38
Arrow Park	34	34
Thurston Park	24	29
Rob Adams Park	29	29
Jasper Meadows Park	29	29
Volunteer Park	24	24
Quartz Park	24	24
Bluebelle Park	24	24
Willamette Heights Park	22	22
Royal Delle Park	22	22
Jesse Maine Memorial Park	22	22
Gamebird Park	22	22
Pacific Park	19	19
Page Park	18	18
Menlo Park	18	18
Pride Park	14	14
Douglas Gardens Park	12	12
Lyson Park	9	9
James Park	6	6

Average Neighborhood Score: 57
Average Community Score: 69

POCKET PARK SCORES

	Neighborhood Score	Community Score
Pocket Park		
Robin Park	22	22
Marylhurst Park	13	13

Average Neighborhood Score: 18
Average Community Score: 18

SPORTS PARK SCORES

	Neighborhood Score	Community Score
Sports Park		
Les Schwab Sports Park	50	82
Guy Lee Park	22	29
Bob Artz Memorial Park	14	41

Average Neighborhood Score: 29

Average Community Score: 50

SPECIAL USE FACILITY SCORES

	Neighborhood Score	Community Score
Special-Use Park		
Dorris Ranch	72	72
Clearwater Park	38	38
Ruff (Wallace M. Jr.) Memorial Park	34	34
Mill Race Park	31	31
Kelly Butte Overlook	15	15

Average Neighborhood Score: 38

Average Community Score: 38

8.8 Target Score Calculation

The ability to show where LOS is adequate or inadequate is an advantage of GIS analysis. First, an appropriate LOS for District residents is determined. The target value would be comparable to a typical neighborhood park, such as Bluebelle Park, Quartz Park, Thurston Park, or Volunteer Park. Higher-scoring parks also exceed the target score as well. The diversity within these parks represents the critical finding that parks vary greatly yet score similarly in the GRASP® system and are presented in the table below.

TARGET SCORE CALCULATION

Park Classification	Service Area Radius	Current Range	Proposed average size for new parks	Examples of components and amenities
Pocket Parks	1/4 to 1/2 mile	0.3 to 0.8 acres	less than 1 acre	<ul style="list-style-type: none"> » Small playground » Water fountain » Plantings » Monuments or art installations » Sport court » Limited seating
Neighborhood Parks	1/4 to 1/2 mile	1 to 32 acres	3 acres to 20 acres	<ul style="list-style-type: none"> » Children's play areas » Court sports facilities » Picnic tables and benches » Paths » Lighting » Drinking fountains » Informal play areas » Neighborhood gardens » Portable restrooms, when needed » Natural areas » Recreational facilities intended for large groups » Off-street parking » Permanent rest rooms

<p>Community Parks</p>	<p>2 miles</p>	<p>16 to 31 acres</p>	<p>15 to 30 acres</p>	<ul style="list-style-type: none"> » Children’s play areas » Competitive sports fields » Community recreation facilities » Court sports facilities » Skateboarding facilities » Off-street parking » Rest rooms » Public art/Fountains » Single and group picnic areas » Paths » Lighting » Natural areas » Interpretive facilities » Water access » Amphitheaters » Festival space » Community garden » Unprogrammed open space
<p>Natural Area Parks</p>	<p>2 to 5 miles</p>	<p>11 to 666 acres</p>	<p>Varies</p>	<ul style="list-style-type: none"> » Trailhead amenities » Multi-purpose paved trails » Soft-surface trails » Boardwalks » Benches » Overlooks » Interpretive facilities » Wildlife blinds » Water access » Should not include facilities that conflict with nature-and trail oriented recreation, or ornamental plants

Linear Parks (Trails and Pathways)	Varies	Varies	Varies	<ul style="list-style-type: none"> » Multiple access points » Benches » Limited recreation facilities » Soft-surface trails » Water access » Picnic facilities
Special-Use Parks	Varies	0.4 to 300 acres	Varies	<ul style="list-style-type: none"> » Water access » Arboretum » Viewpoints » Neighborhood park facilities » Natural areas » Picnic facilities
Sports Parks	2 miles	11 to 19 acres	5 to 30 acres or sufficient to place rectangle and diamond fields on the site	<ul style="list-style-type: none"> » Diamond ballfields » Rectangle ballfields » Lights » Parking » Restrooms » Irrigated turf » Playground » Storage facility
Pocket Parks	1/4 to 1/2 mile	0.3 to 0.8 acres	less than 1 acre	<ul style="list-style-type: none"> » Small playground » Water fountain » Plantings » Monuments or art installations » Sport court » Limited seating

<p>Neighborhood Parks</p>	<p>1/4 to 1/2 mile</p>	<p>1 to 32 acres</p>	<p>3 acres to 20 acres</p>	<ul style="list-style-type: none"> » Children’s play areas » Court sports facilities » Picnic tables and benches » Paths » Lighting » Drinking fountains » Informal play areas » Neighborhood gardens » Portable restrooms, when needed » Natural areas » Recreational facilities intended for large groups » Off-street parking » Permanent rest rooms
<p>Community Parks</p>	<p>2 miles</p>	<p>16 to 31 acres</p>	<p>15 to 30 acres</p>	<ul style="list-style-type: none"> » Children’s play areas » Competitive sports fields » Community recreation facilities » Court sports facilities » Skateboarding facilities » Off-street parking » Rest rooms » Public art/Fountains » Single and group picnic areas » Paths » Lighting » Natural areas » Interpretive facilities » Water access » Amphitheaters » Festival space » Community garden » Unprogrammed open space

Natural Area Parks	2 to 5 miles	11 to 666 acres	Varies	<ul style="list-style-type: none"> » Trailhead amenities » Multi-purpose paved trails » Soft-surface trails » Boardwalks » Benches » Overlooks » Interpretive facilities » Wildlife blinds » Water access » Should not include facilities that conflict with nature-and trail oriented recreation, or ornamental plants
Linear Parks (Trails and Pathways)	Varies	Varies	Varies	<ul style="list-style-type: none"> » Multi-purpose paved trails » Multiple access points » Benches » Limited recreation facilities » Soft-surface trails » Water access » Picnic facilities
Special-Use Parks	Varies	.4 to 300 acres	Varies	<ul style="list-style-type: none"> » Interpretive facilities » Water access » Arboretum » Viewpoints » Neighborhood park facilities » Natural areas » Picnic facilities
Sports Parks	2 miles	11 to 19 acres	15 to 30 acres or sufficient to place rectangle and diamond fields on the site	<ul style="list-style-type: none"> » Diamond ballfields » Rectangle ballfields » Lights » Parking » Restrooms » Irrigated turf » Playground » Storage facility

Presented here is additional comparative data from other communities of similar populations to the District across the United States. As every community is unique, there are no standards or “correct” numbers, but the analysis offers interesting comparisons.

GRASP® COMPARATIVE DATA (SIMILAR-SIZE AGENCY)

City / Agency	Encinitas, CA	Tamarac, FL	Grand Junction, CO	Willamalane PRD, OR	Arlington Heights PD, IL	Georgetown, TX	Frederick, MD	Average
Year	2016	2020	2020	2022	2015	2021	2021	
Population	61,518	66,138	66,764	70,337	72,465	74,198	75,281	67,444
Study Area Size (Acres of City or County Limits)	13,339	7,662	34,741	14,610	9,883	38,151	15,366	16,047
Population Density (Per Acre)	4.6	8.6	1.9	4.8	7.3	1.9	4.9	5
# Of Sites (Parks, Facilities, Etc.)	63	15	53	48	57	52	85	47
Total Number of Components	439	110	312	249	348	302	366	292
Average # of Components per Site	7	7	6	5	6	6	4	6
Total GRASP® Value (Entire System)	1,931	624	1,824	1,511	2,078	1,609	1,766	1,594
GRASP® Index	31	9	27	21	29	22	23	19
Average Score/Site	31	42	34	31	36	31	21	35
% of Total Area w/LOS >o	97%	93%	90%	1	100%	71%	99%	96%
Average LOS per Acre Served	252	110	163	148	353	101	241	205
Components per Capita	7	2	5	4	5	4	5	4
Average LOS / Population Density per Acre	55	13	85	31	48	52	49	46
% of Population with Walkable Target Access	63%	27%	35%	32%	64%	23%	79%	44%
People per Park	976	4,409	1,260	1,465	1,271	1,427	886	1,876
Park per 1k People	1.0	0.2	0.8	0.7	0.8	0.7	1.1	0.7
Better Than The Average								
Below The Average								
Neutral								

Park Acreage Analysis

Comparison of and projection for park acres and number of parks is also a traditional analysis. Table 31 shows the need for 36 acres of developed parkland and two new parks based on projected growth. The district currently exceeds the NRPA median for park acres per capita and has fewer people per park than other agencies.

8.9 Making Justifiable Decisions

GRASP® stores all data generated from the evaluation in an electronic database available and owned by the agency for use in various ways. The database tracks facilities and programs and can schedule services, maintenance, and components’ replacement. In addition to determining LOS, it can be used to project long-term capital and life-cycle costing needs. All portions of the information are in available standard software and can be produced in various ways for future planning or sharing with the public.

The methods provide accurate LOS and facility inventory information and integrates with other tools to help agencies decide. It is relatively easy to maintain, updatable, and creates easily understood graphic depictions of issues. Combined with a needs assessment, public and staff involvement, program, and financial assessment, GRASP® allows an agency to defensibly make recommendations on priorities for ongoing resource allocations along with capital and operational funding.

8.10 Addressing Low-scoring Components

Components whose functionality ranks below expectations are identified and scored with a “one.” Find a list of these as extracted from the inventory dataset below. When raising the score of a component through improvement or replacement, the LOS is increased. The following is an outline strategy for addressing the repair/refurbishment/replacement or repurposing of low-functioning components.

Determine why the component is functioning below expectations.

- a.** Was it poorly conceived in the first place?
- b.** Is it something that was not needed?
- c.** Is it the wrong size, type, or configuration?
- d.** Is it poorly placed or located in a way that conflicts with other activities or detracts from its use?
- e.** Have the needs changed so that the component is now outdated, obsolete, or no longer needed?
- f.** Has it been damaged?
- g.** Has the component’s maintenance been deferred or neglected to the point where it no longer functions as intended?
- h.** Does the component score low because it is not available to the public in a way that meets expectations?

Is the component old, outdated, or otherwise dysfunctional but has historical or sentimental value? An example would be an archaic structure in a park such as a stone barbecue grill that is not restorable to its original purpose but has historical significance.

Depending on the answers from the first step, select a strategy for addressing the low-functioning component:

Suppose the need for that type of element in its current location still exists. In that case, the feature should be repaired or replaced to match its original condition as much as possible.

- a.** If the need for that type of component has changed to where the original one is no longer suitable, replace it with a new one that fits the current requirements.
- b.** If a component is poorly located or poorly designed to start with, consider relocating, redesigning, or otherwise modifying it.
- a.** Remove a component because of changing demands unless it can be maintained in good condition without excessive expense or has historical or sentimental value. In-line hockey rinks may fall into this category. If it has been allowed to deteriorate because the community has no desire for in-line hockey, repurpose it into some other use.

Through ongoing public input and as needs and trends evolve, there may be the identification of new demands for existing parks. Suppose there is no room in an existing location for unique needs. In that case, the decision may include removal or repurposing a current component, even if it is functional.

- a.**
 - a.** As tennis’s popularity declined and demand for courts dropped off in some communities over recent decades, functional courts became skate parks or in-line rinks. In most cases, this was an interim use, intended to satisfy a short-term need until a decision to either construct a permanent facility or let the fad fade. The need for in-line rinks now seems to have diminished. In contrast, temporary skate parks on tennis courts have now had permanent locations of their own. They become more elaborate facilities as skateboarding, and other wheel sports have grown in popularity and permanence.
 - b.** One community repurposed a ball diamond into a dog park. The diamond is well-suited because it is already fenced. Combining the skinned infield where the dogs enter and natural grass in the outfield where traffic disperses. In time this facility either becomes a permanent facility or is constructed elsewhere. It could also turn out that dog parks fade in popularity and dog owners have other preferences. Meanwhile, the use of the diamond for this purpose is an excellent interim solution.

Willamalane Level of Service Analysis Using GRASP®

PARKS SUMMARY MATRIX

Classification	Park / Location	Basketball Court	Basketball, Practice	Bike Course	Concessions	Diamond Field	Diamond Field, Complex	Diamond Field, Practice	Disc Golf	Dog Park	Educational Experience	Event Space	Fitness Area	Game Court	Garden, Community	Garden, Display	Golf, Miniature	Historic Feature	Horseshoe Court	Loop Walk	Natural Area	Open Turf	Passive Node	Pickleball Court	Playground, Destination	Playground, Local	Public Art	Rectangular Field, Complex	Rectangular Field, Large	Shelter, Large	Shelter, Small	Skate Park	Tennis Court	Trail Access Point	Trail, Primitive	Trailhead	Volleyball Court	Water Access, Developed	Water Access, General	Water, Open	Total Components	Component Diversity %	Acres				
Community Park	Island Park									1	1									1	1	1							2								1	1	1	12	92	16					
	Lively (Jack B.) Park	1								1		1			1					1	1	1			1					2							1						11	91	31		
	Willamalane Park	2				1					1	1						1	3	1		1				1	1						1	4										18	67	17	
Sports Park	Bob Artz Memorial Park				1	3	1																			1																		6	67	11	
	Guy Lee Park					2															1	1										2												6	67	14	
	Les Schwab Sports Park							2					1								1		1				1		1	4															11	64	19
Neighborhood Park	Arrow Park	1		1																	1		1											1										6	100	6	
	Bluebelle Park		1																		1		1				1																		4	100	3
	Douglas Gardens Park	1	1																				1						1		1														6	100	6
	Fort (William S.) Memorial Park	2																			1		1				1										2							7	71	5	
	Gamebird Park	1						1								1							1				1																		5	100	3
	James Park		1			1																					1																		3	100	3

Classification	Park / Location	Basketball Court	Basketball, Practice	Bike Course	Concessions	Diamond Field	Diamond Field, Complex	Diamond Field, Practice	Disc Golf	Dog Park	Educational Experience	Event Space	Fitness Area	Game Court	Garden, Community	Garden, Display	Golf, Miniature	Historic Feature	Horseshoe Court	Loop Walk	Natural Area	Open Turf	Passive Node	Pickleball Court	Playground, Destination	Playground, Local	Public Art	Rectangular Field, Complex	Rectangular Field, Large	Shelter, Large	Shelter, Small	Skate Park	Tennis Court	Trail Access Point	Trail, Primitive	Trailhead	Volleyball Court	Water Access, Developed	Water Access, General	Water, Open	Total Components	Component Diversity %	Acres	
Main Park	Jasper Meadows Park		1																		1	1			1	1														5	100	6		
	Jesse Maine Memorial Park		1																			1	1		1																	4	100	2
	Meadow Park	2					1							1						1		1		8	1				1													16	50	8
	Menlo Park		1																			1				1																3	100	1.4
	Pacific Park	1																				1				1																3	100	5
	Page Park						1															1								1												3	100	4
	Pride Park	1																				1				1																3	100	2
	Quartz Park	1																		1		1				1																4	100	3
	Rob Adams Park	1																		1		1				1							1									5	100	32
	Royal Delle Park		1																	1		1				1																4	100	3
	Thurston Park		2																	1		1				1																5	80	6
	Tyson Park	1						1														1				1				1												5	100	4
	Volunteer Park	1																		1		1				1																4	100	5
	Willamette Heights Park																					1	1	1			1																4	100
Pocket Park	Marylhurst Park																				1				1																	2	100	0.3
	Robin Park		1				1														1				1																	4	100	0.8

Classification	Park / Location	Basketball Court	Basketball, Practice	Bike Course	Concessions	Diamond Field	Diamond Field, Complex	Diamond Field, Practice	Disc Golf	Dog Park	Educational Experience	Event Space	Fitness Area	Game Court	Garden, Community	Garden, Display	Golf, Miniature	Historic Feature	Horseshoe Court	Loop Walk	Natural Area	Open Turf	Passive Node	Pickleball Court	Playground, Destination	Playground, Local	Public Art	Rectangular Field, Complex	Rectangular Field, Large	Shelter, Large	Shelter, Small	Skate Park	Tennis Court	Trail Access Point	Trail, Primitive	Trailhead	Volleyball Court	Water Access, Developed	Water Access, General	Water, Open	Total Components	Component Diversity %	Acres						
			Mill Race Park									1											1	1																		1	6	100	0.4				
	Ruff (Wallace M. Jr.) Memorial Park									1						1				1	1	1																				1	6	100	17				
Natural Area Park	Eastgate Woodlands of the Whilamut Natural Area									1											1					1																		1	1	8	100	41	
	Georgia Pacific Natural Area																			1	1		1																					1	1	7	86	120	
	Harvest Landing																				1																								1	2	100	23	
	Moe Mountain Natural Area																				1																									1	100	11	
	Thurston Hills Natural Area			1																		1																							1	1	4	100	666
	Weyerhaeuser McKenzie Natural Area																					1																								1	1	4	100
	System Totals	16	10	2	1	7	1	7	1	1	6	4	1	0	3	1	0	2	3	17	14	28	7	8	1	24	5	1	4	6	3	1	8	8	1	3	3	3	5	9	225		1,571.64						

INDOOR FACILITIES SUMMARY MATRIX

LOCATION	Aquatics, Lap Pool	Aquatics, Leisure Pool	Aquatics, Therapy Pool	Arts and Crafts	Auditorium/Theater	Childcare/Preschool	Climbing, Designated	Concessions	Fitness/Dance	Food - Vending	Gallery/Exhibits	Gymnasium	Kitchen - Commercial	Kitchen - Kitchenette	Lobby/Entryway	Multi-purpose Room	Patio/Outdoor Seating	Retail/Pro-shop	Weight/Cardio Equipment	Total Indoor Components
Bob Kefer Willamalane Center for Sports and Recreation						1	1	1	2	1	1	2		4	1	4	1		1	20
Splash!	1	1	1					1		1					1	1	1	1		9
Willamalane Adult Activity Center				2	1					1	1		1	3	1	5	1	1		17
Willamalane Park Swim Center	1	1	1							1					1			1	1	7
SYSTEM TOTALS	2	2	2	2	1	1	1	2	2	4	2	2	1	7	4	10	3	3	2	53

^Includes indoor components only. For outdoor components see Les Schwab Sports Park in the Outdoor Summary Table.

8.11 LOS Improvements

Addressing Lower and No-Service Areas

One way of using GRASP® Perspectives is to prioritize gap areas. For example, the walkable access analysis identified several regions with low or no service.

Future growth or subdivision development may significantly impact future gap areas. Further investigations of these areas can help prioritize improvements and opportunities. Willamalane District may consider multiple factors, including providing maximum impact to the highest number of residents. Social equity factors, such as average household income, could also influence priorities.

Component Inventory and Assessment

Maintaining and improving existing facilities typically ranks very high in public input. Existing features that fall short of expectations should be enhanced to address this concern. Elements have been assessed based on condition and functionality in the inventory phase of this plan. Identify and treat those with low scores, as explained below. The assessment should be updated regularly to assure the upgrade or improvements of components affected by wear and tear over time.

Addressing Low-Scoring Components

Low-scoring components are found in the following table:

LIST OF PARK COMPONENTS THAT WERE SCORED A “1”

Map ID	Park / Location	Component	Qty	Neighborhood Score	Community Score	Comments / Observations
C202	Douglas Gardens Park	Basketball Court	1	1	1	Rough
C219	Gamebird Park	Basketball Court	1	1	1	Old
C269	Meadow Park	Basketball Court	1	1	1	Rough surface and graffiti
C293	Pride Park	Basketball Court	1	1	1	Older goals, rough surface, no access path
C320	Tyson Park	Basketball Court	1	1	1	Malfunctioning goals
C358	James Park	Basketball, Practice	1	1	1	Eroded surface, no net
C365	Douglas Gardens Park	Basketball, Practice	1	1	1	Behind tennis court, rough
C226	Guy Lee Park	Diamond Field	2	1	1	Deferred maintenance
C249	James Park	Diamond Field	1	1	1	
C348	Willamalane Park	Diamond Field	1	1	1	Less maintained
C370	Tyson Park	Diamond Field, Practice	1	1	1	Minimal
C237	Island Park	Event Space	1	1	1	Small stage area
C343	Willamalane Park	Horseshoe Court	3	1	1	Old deferred maintenance
C187	Bob Artz Memorial Park	Playground, Local	1	1	1	Minimal
C204	Douglas Gardens Park	Playground, Local	1	1	1	Minimal and older
C218	Gamebird Park	Playground, Local	1	1	1	Minimal
C248	James Park	Playground, Local	1	1	1	Minimal, old equipment
C295	Pride Park	Playground, Local	1	1	1	Older set
C321	Tyson Park	Playground, Local	1	1	1	Old and battered
C333	West D St Greenway	Playground, Local	1	1	1	Small
C323	Tyson Park	Shelter, Small	1	1	1	No tables or bbq, deferred maintenance
C203	Douglas Gardens Park	Tennis Court	1	1	1	Rough
C227	Guy Lee Park	Tennis Court	2	1	1	Rough surface

Booster Components

Another way to enhance service is by adding booster components at specific park sites or recreation facilities. These are most effective in low-service areas where parks exist that have space for additional features.

High-Demand Components

The statistically valid survey asks respondents to rank facilities by importance based on those they felt needed to add or improve. Many of these needs may be addressed by upgrading facilities, retrofitting lesser used assets, and adding components that could serve as future program opportunities. Consider these high-demand components when adding new elements to the system.

- Trails and Paths
- Outdoor Swimming Pool

- Splash Pad / Sprayground
- Dog Park Trends in Parks and Recreation

Trends to consider when deciding what to do with low-functioning facilities, or improving existing parks to serve the needs of residents, include things like:

- Dog parks continue to grow in popularity and may be related to an aging demographic in America. It is also a basic form of socializing for people who may have once socialized with other parents in their child's soccer league. Now that the kids are grown, they enjoy the company of other dog owners at the dog park. And for singles, a dog park is an excellent place to meet people.
 - » Willamalane has a dog park at Lively Park.
- Skateboarding and other wheel sports continue to grow in popularity. Distributing skating features throughout the community provides greater access to this activity for younger people who cannot drive to a more extensive centralized skate park. Add skate features to neighborhood parks in place of larger skate parks.
 - » There is a skate park at Willamalane Park.
- A desire for locally-grown food and concerns about health, sustainability, and other issues leads to community food gardens in parks and other public spaces.
 - » Community Gardens are located at Meadow Park, Gamebird Park, and Lively Park.
- Events in parks, from a neighborhood "movie in the park" to large festivals in regional parks, are growing in popularity to build a sense of community and generate revenues. Providing spaces for these could become a trend.
 - » Event spaces were identified at Island Park, Dorris Ranch, Willamalane Park, and Lively Park.
- Spray grounds are growing in popularity, even in colder climates. An extensive and growing selection of products raises the bar on expectations and offers new possibilities for creative facilities.
 - » The District does not currently offer an outdoor Sprayground.
- Pickleball, as a sport is growing in popularity. Many agencies are facing demand for new courts or conversion of existing sport courts such as tennis or basketball to pickleball courts. Often overlays of court lines and portable nets can add multi-functionality to these existing and underutilized courts. In other cases, larger, multi-court facilities have been added to address demand.
 - » Meadow Park features eight pickleball courts.
- New playgrounds are emerging, including discovery, nature, adventure, and even inter-generational play. Some of these rely upon movable parts, supervised play areas, and other variations from the standard fixed "post and platform" playgrounds found in the typical park across America. These types of nature-based opportunities help connect children and families to the outdoors.
- Integrating nature into parks by creating natural areas is a trend for many reasons. These include a desire to make parks more sustainable and introduce people of all ages to the natural environment.

Capacity Analysis

LIST OF PARK COMPONENTS THAT WERE SCORED A “1”

Map ID	Park / Location	Component	Qty	Neighborhood Score	Community Score	Comments/ Observations
C202	Douglas Gardens Park	Basketball Court	1	1	1	Rough
C219	Gamebird Park and Garden	Basketball Court	1	1	1	Old
C269	Meadow Park	Basketball Court	1	1	1	Rough surface and graffiti
C293	Pride Park	Basketball Court	1	1	1	Older goals, rough surface, no access path
C320	Tyson Park	Basketball Court	1	1	1	Malfunctioning goals
C358	James Park	Basketball, Practice	1	1	1	Eroded surface, no net
C365	Douglas Gardens Park	Basketball, Practice	1	1	1	Behind tennis court, rough
C226	Guy Lee Park	Diamond Field	2	1	1	Deferred maintenance
C249	James Park	Diamond Field	1	1	1	
C348	Willamalane Park	Diamond Field	1	1	1	Less maintained
C370	Tyson Park	Diamond Field, Practice	1	1	1	Minimal
C237	Island Park	Event Space	1	1	1	Small stage area
C343	Willamalane Park	Horseshoe Court	3	1	1	Old deferred maintenance
C187	Bob Artz Memorial Park	Playground, Local	1	1	1	Minimal
C204	Douglas Gardens Park	Playground, Local	1	1	1	Minimal and older
C218	Gamebird Park and Garden	Playground, Local	1	1	1	Minimal
C248	James Park	Playground, Local	1	1	1	Minimal, old equipment
C295	Pride Park	Playground, Local	1	1	1	Older set
C321	Tyson Park	Playground, Local	1	1	1	Old and battered
C333	West D St Greenway	Playground, Local	1	1	1	Small
C203	Douglas Gardens Park	Tennis Court	1	1	1	Rough
C227	Guy Lee Park	Tennis Court	2	1	1	Rough surface

TARGET PARK CALCULATION

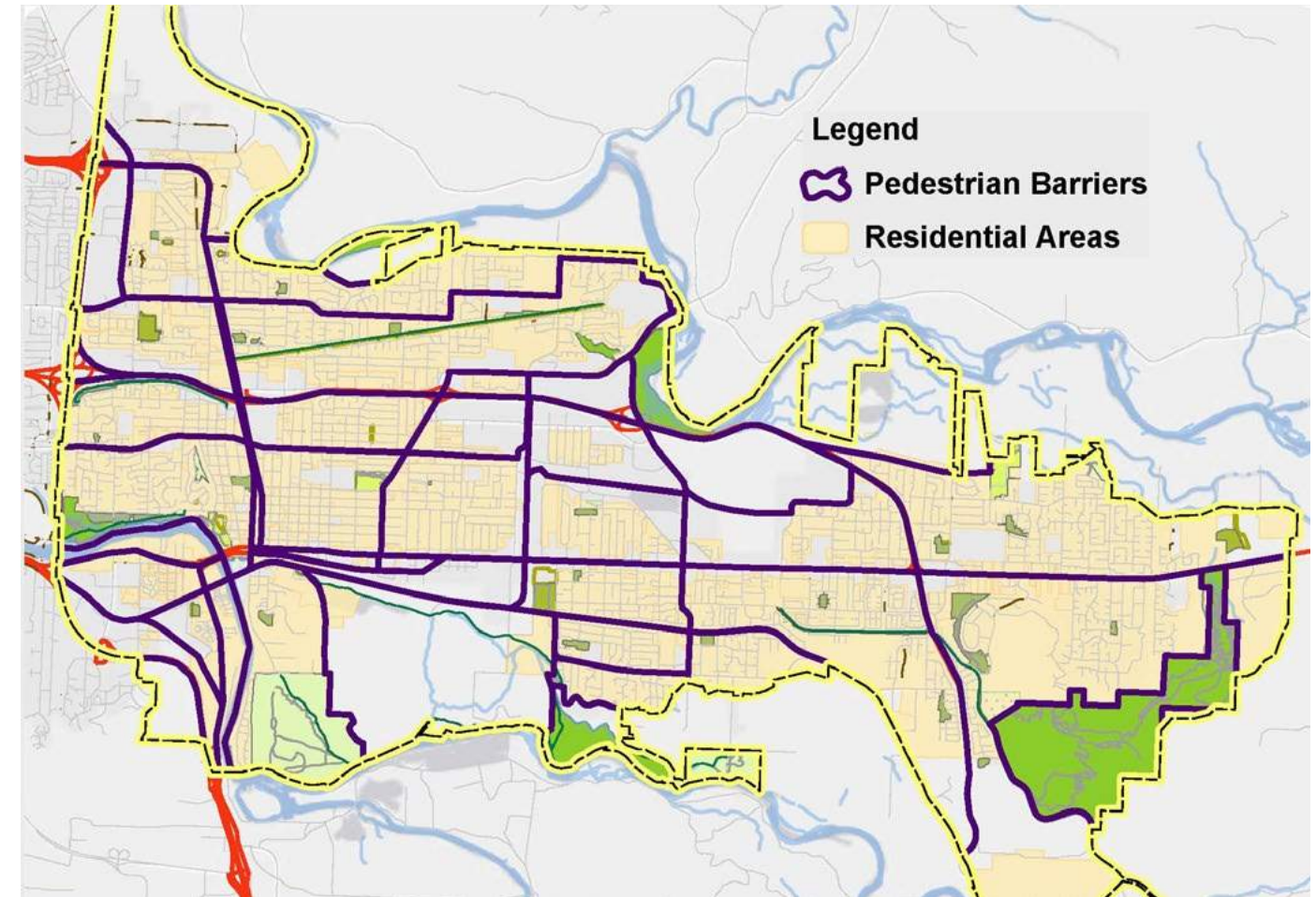
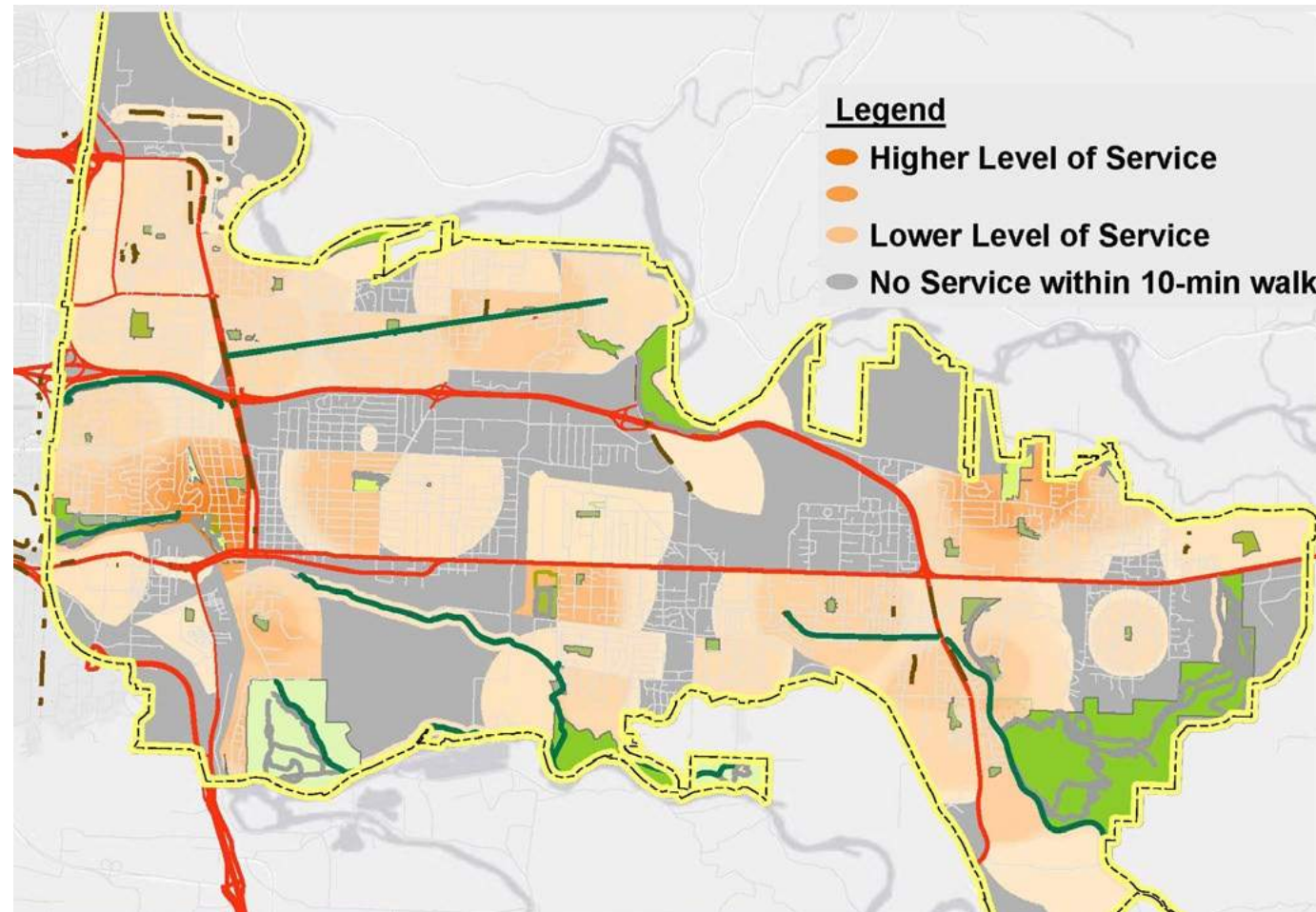
LOCATION	Basketball Court	Basketball, Practice	Diamond Field, Practice	Garden, Community	Loop Walk	Natural Area	Open Turf	Passive Node	Playground, Local	Public Art	Total Components	Component Diversity	Neighborhood Score	Community Score	GIS Acres
Bluebelle Park		1			1		1		1		4	100%	24	24	2.9
Quartz Park	1				1		1		1		4	100%	24	24	2.7
Thurston Park		2			1		1		1		5	80%	24	29	5.6
Volunteer Park	1				1		1		1		4	100%	24	24	4.5
Gamebird Park	1		1	1			1		1		5	100%	22	22	2.9
Jesse Maine Memorial Park		1					1	1	1		4	100%	22	22	2.3
Robin Park		1	1				1		1		4	100%	22	22	0.8
Royal Delle Park		1			1		1		1		4	100%	22	22	2.6
Willamette Heights Park						1	1	1		1	4	100%	22	22	4.2

A review of the scores suggests that a reasonable target score for a park is four components and access to a trail (trailhead or trail access point) or five elements where trail access is more limited. Translating this score to an orange gradient on the map is equal to a value of 56.

TARGET SCORE CALCULATION

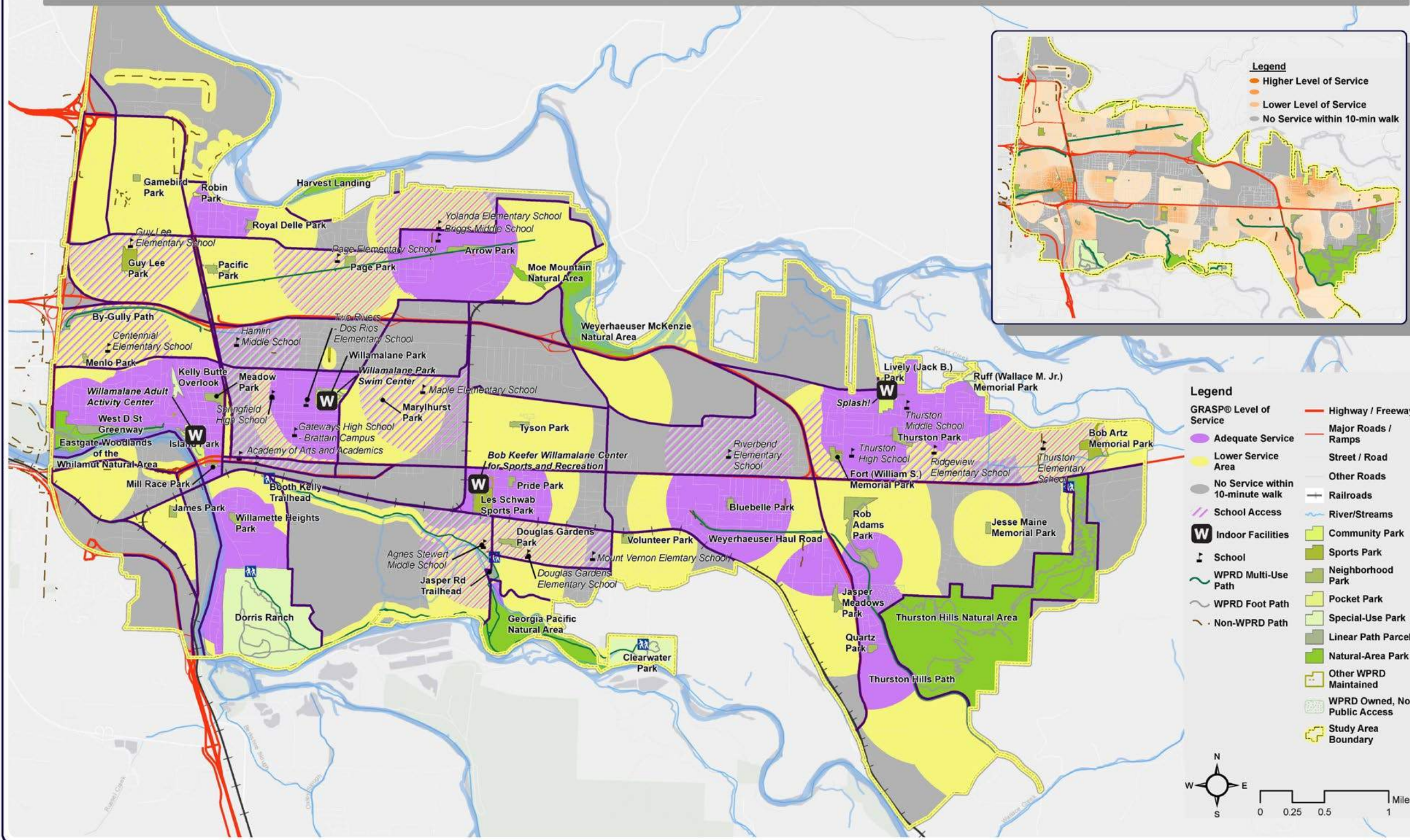
Design & Ambiance	Comfort & Convenience	Diverse Components	Parcel	Average Component Quality	Trail Access	Walkability Premium
2	1.2	4	1	2	4	2
$2 * (((2 * (1.2 * (2 * (4 + 1)))))) + 4) = 56$						

8.12 Large Scale Maps



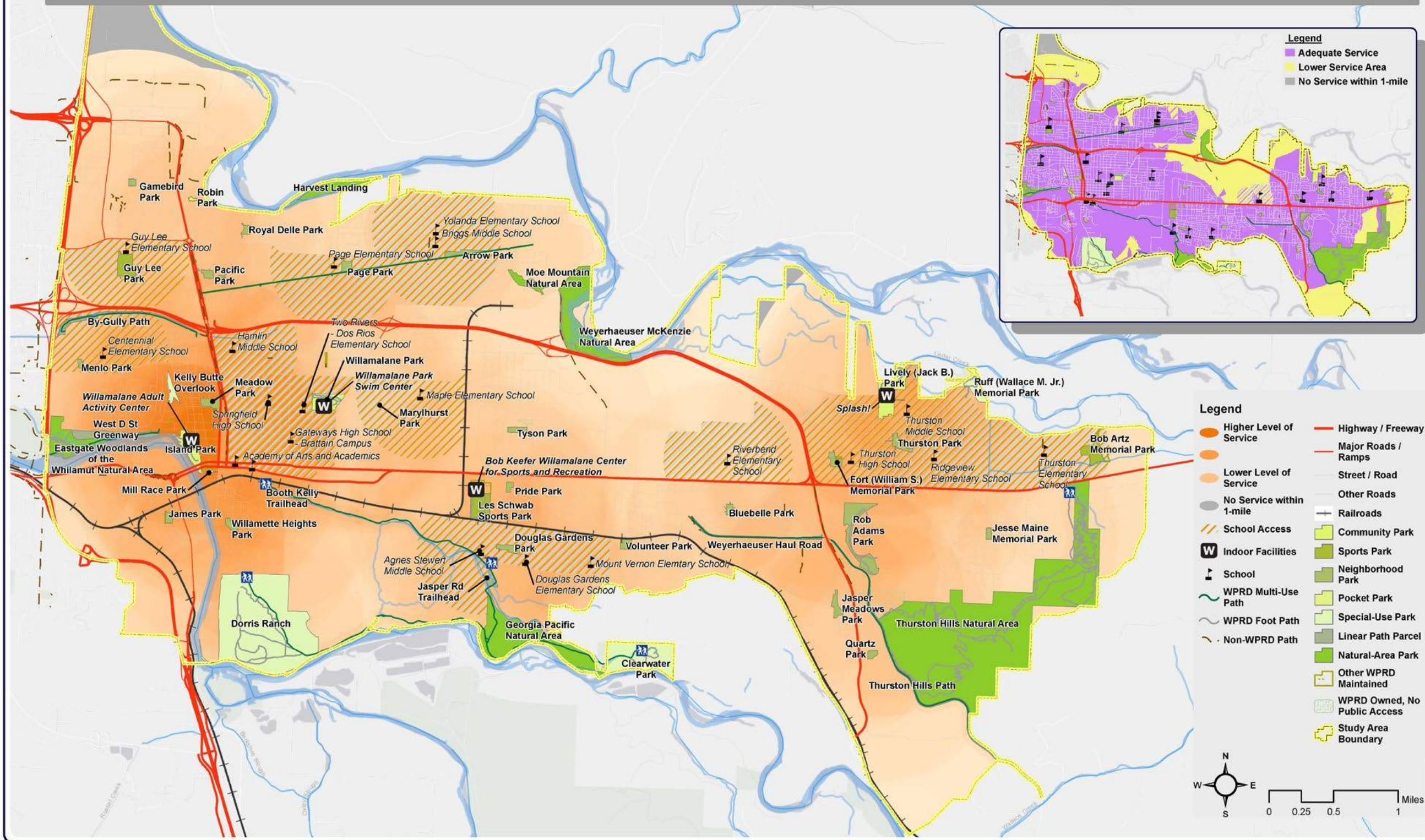
Walkable (1/2-mile) Access to Outdoor Recreation Opportunities

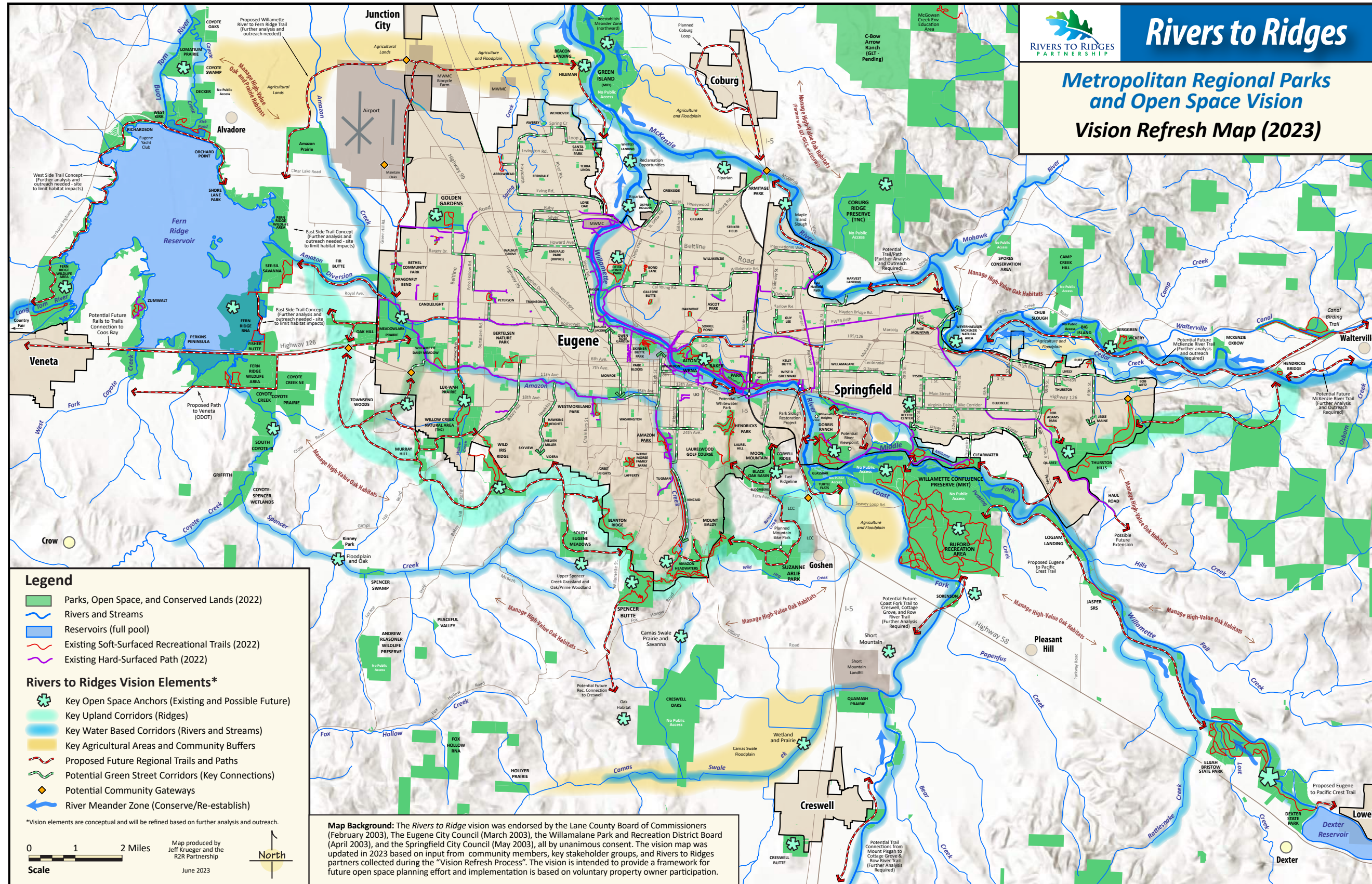
Willamalane Park and Recreation District, OR

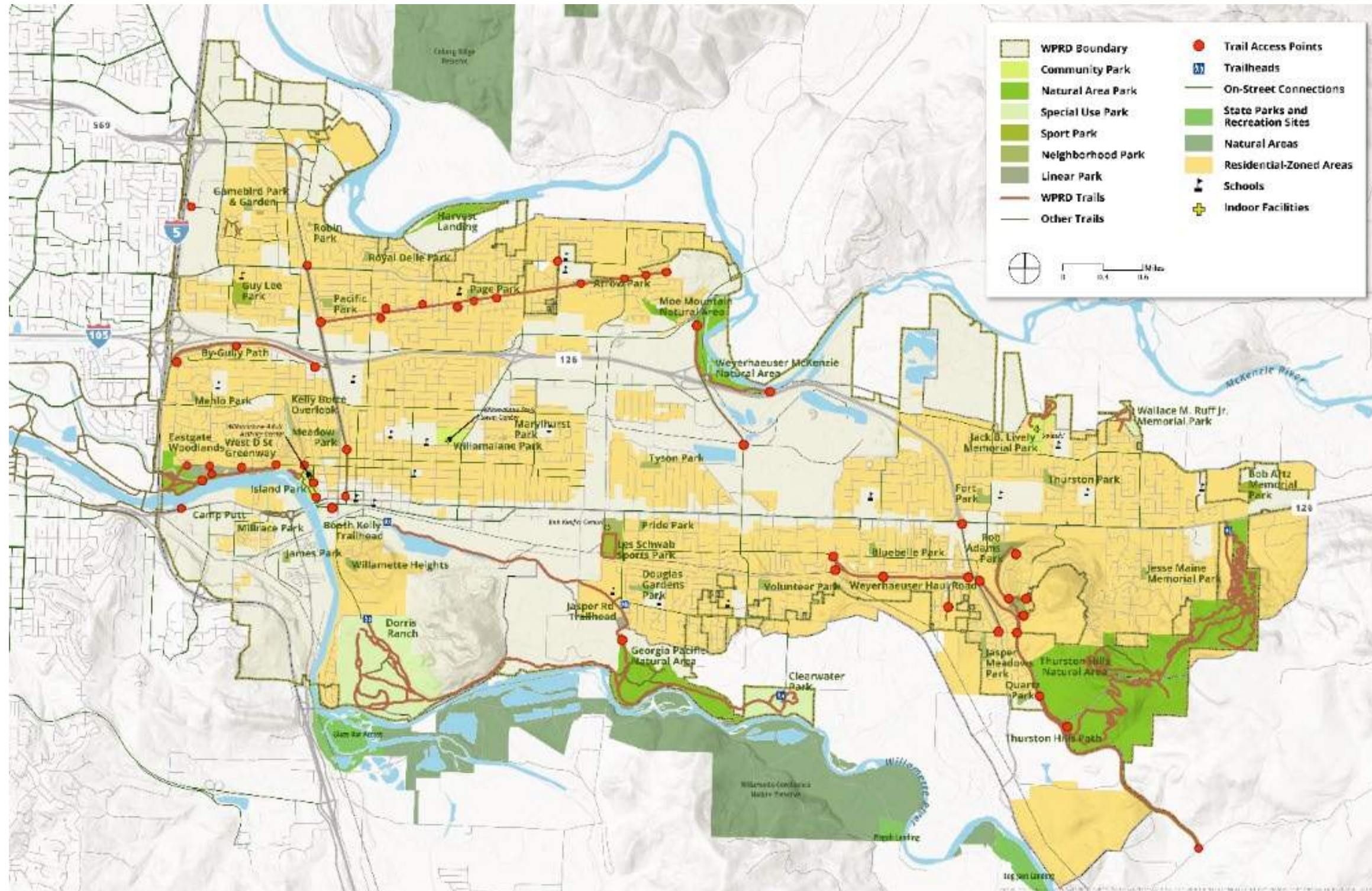


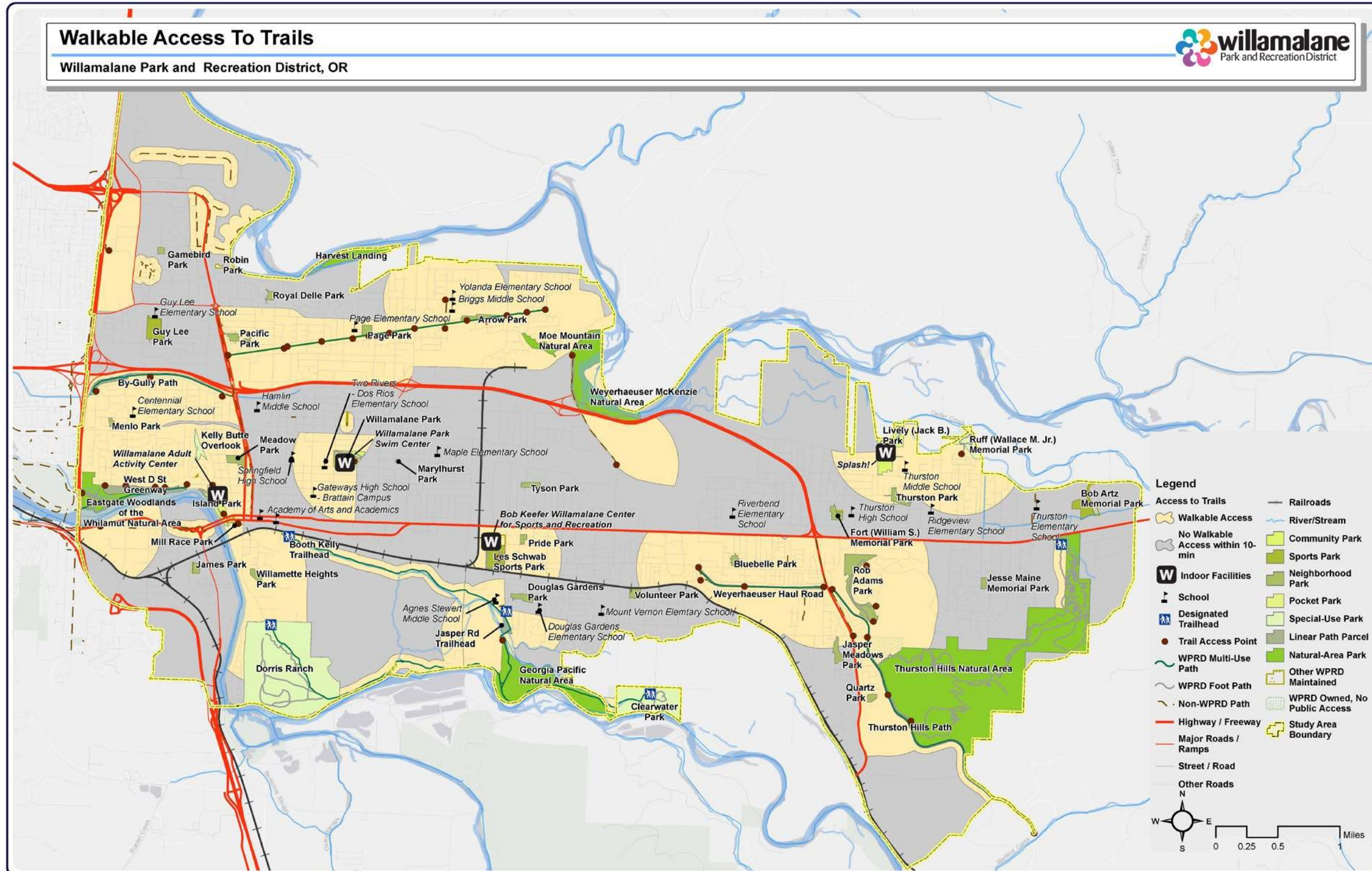
Neighborhood (One-mile) Access to Outdoor Recreation Opportunities

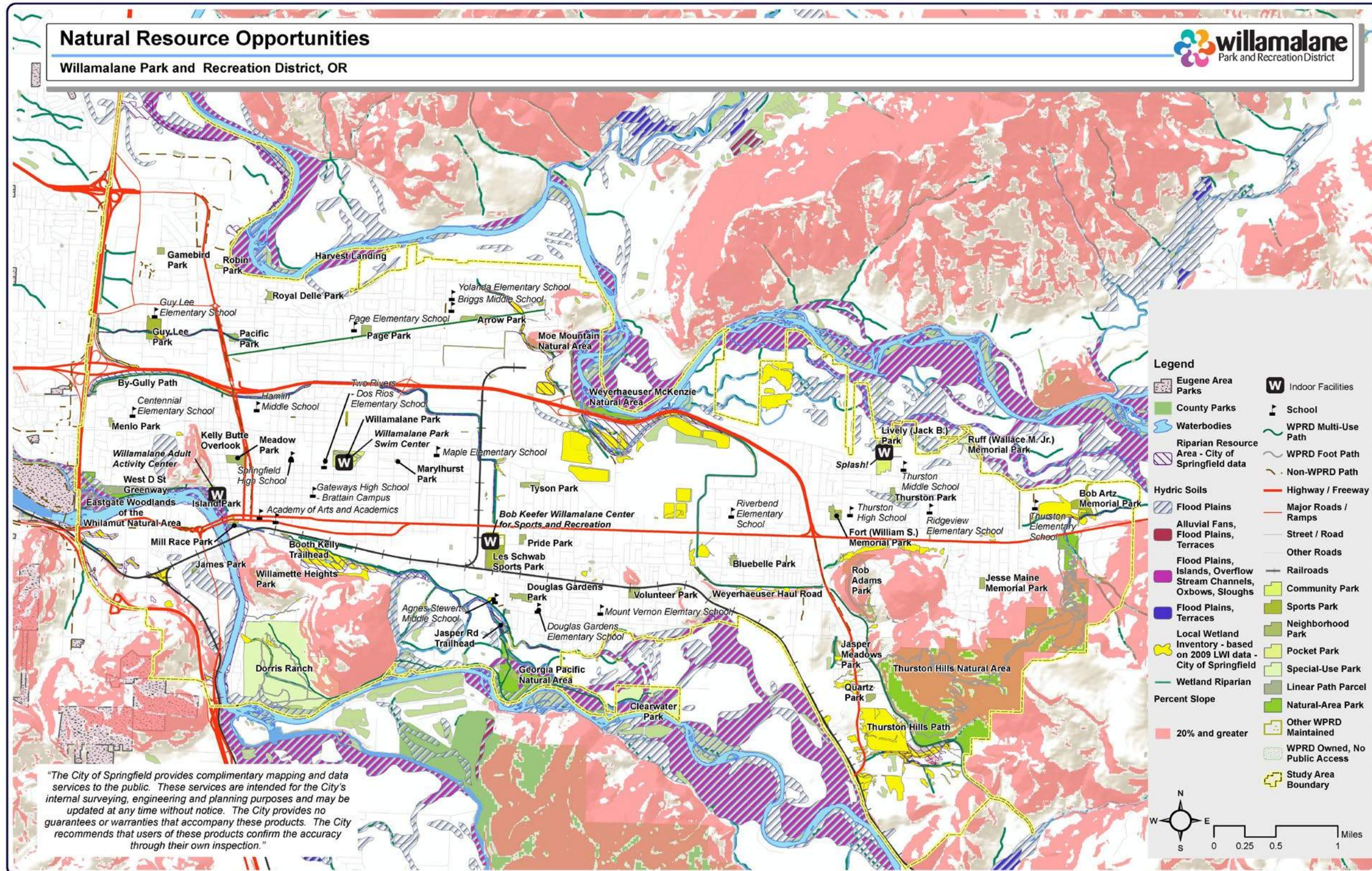
Willamalane Park and Recreation District, OR



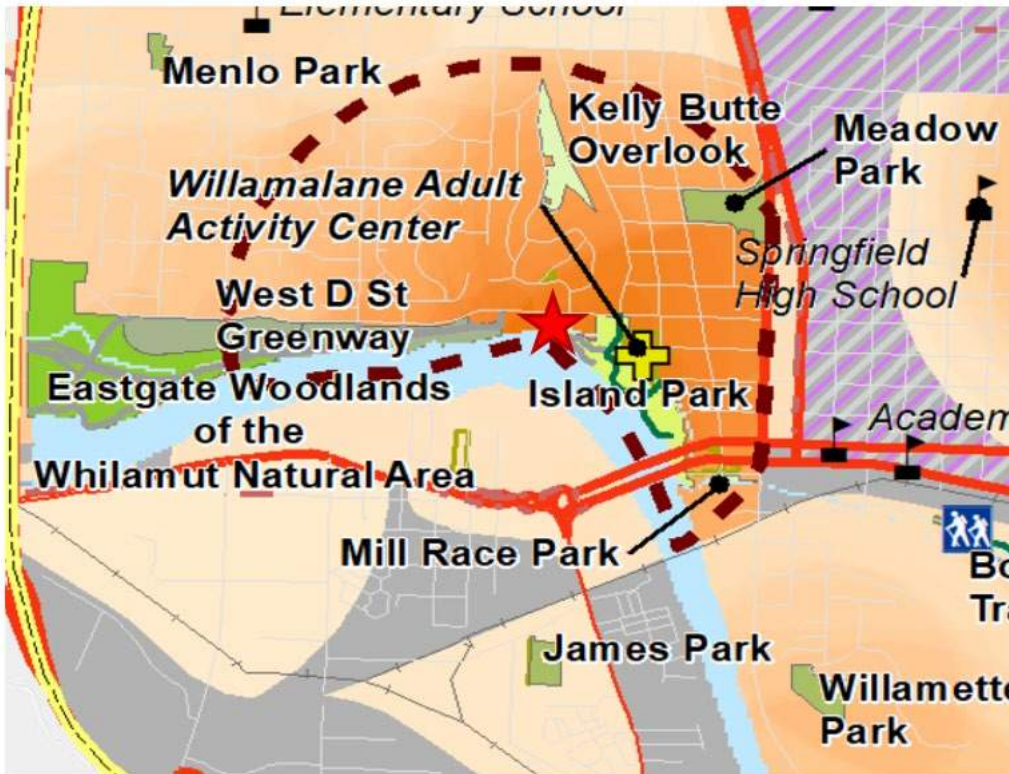








The figure shows the high-value area near Island Park. The red star indicates the highest scoring area in the district. Community members can access 41 components at seven parks, including the Willamalane Adult Activity Center, and a number of trails within the area defined by the dark red dashed-line.



Appendix 9: Service Assessments

Appendix 9. Service Assessments

9.1 Organizational and Financial Analysis

BerryDunn broadly assessed the organizational and management structure and staffing of Willamalane with respect to effectiveness and efficiency.

Under the guidance of the Willamalane Board of Directors, the Executive Director autonomously oversees daily operations including the budget, personnel, policy development, parks, facilities, special events, inter-governmental relationships, and recreation programs and facilities. Supporting the Director is the management team including the Recreation Services Director, the Chief Financial Officer, the Community Engagement Director, the Parks, Planning and Facilities Director, the Information Technology Manager, the Human Resources Director, and an Operations Analyst. A number of additional project managers and lead employees assist the Executive Director as part of a Leadership team.

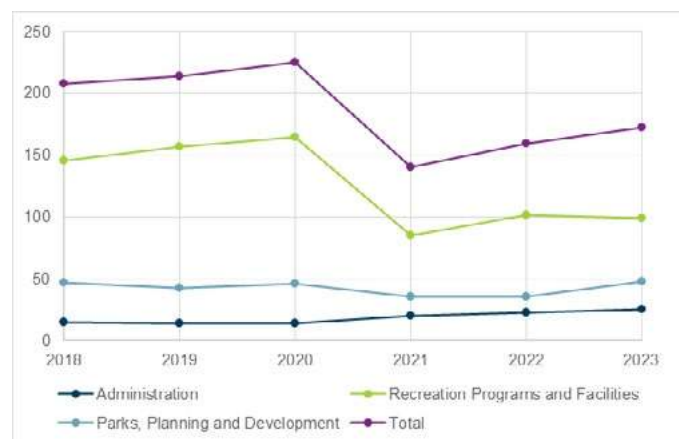
9.2 Willamalane Staffing

Willamalane is organized into six functional areas that employ 82.92 full-time positions supported by an additional 73.5 part-time/casual positions. In total, the district had 156.42 full-time equivalent (FTE) positions as

of June 30, 2022. Non-supervisory full-time department employees are represented by the American Federation of State, County, and Municipal Employees (AFSCME) under a collective bargaining agreement.

Willamalane staffing, as was the case across the United States, was greatly impacted by the COVID-19 pandemic. Staffing in 2021 fell by 35 percent, fueled by reductions in recreation programs and facility operations. Parks, Planning and Development division staffing remained stable (except for the elimination of all seasonal positions due to budget cuts), although use of district parks was very high during 2020 and 2021 when residents sought safe recreation spaces in parks, trails, and natural areas.

WILLAMALANE STAFFING FY 2018-2023



WILLAMALANE FUNCTIONAL AREAS

Administration	Planning, Parks and Facilities	Recreation Services
<ul style="list-style-type: none"> » Exedcutive Director » Finance 	<ul style="list-style-type: none"> » Parks and Open Space Management » Trails Management » Natural Areas » Park Rangers » Planning and Development » Capital Improcement Plan » Facilities Operations and Maintenance 	<ul style="list-style-type: none"> » Enrichment and leisure programs » Special Events » Program Operations » Early Childhood and Youth Enrichment » Senior Services and Programs » Sports » Aquatics
COMMUNITY ENGAGEMENT	INFORMATION TECHNOLOGY	HUMAN RESOURCES
<ul style="list-style-type: none"> » Community Engagement » Communication » Marketing » Resource Development » Print and Social Media 	<ul style="list-style-type: none"> » Desktop Technology » Software » Network Performance » Information Security 	<ul style="list-style-type: none"> » Personnel » Risk and Safety » Benefits » Diversity, Equity and Inclusion

In 2022, Willamalane funded 156.42 FTE or 22.15 FTE per 10,000 residents. Comparing the district to other similar agencies in the 2022 NRPA Agency Performance Review, this is outside the range a typical agency might employ from 5.3 (low) to 14.4 (high) and above the median of 9.6 FTE per 10,000 residents.

Population density can help explain the staffing levels. Agencies that serve communities with greater population density typically have more FTEs per resident. Agencies serving communities with more than 2,500 people per square mile may have up to double the staffing compared to those agencies with only 500 people per square mile. The Springfield Urban Growth Boundary (study area) has a population density of 4,458 people per square mile.

Another consideration is the distribution of positions. Typically, operations and maintenance may have 45 percent of positions compared to 31 percent in recreation, 17 percent in administration, three percent in capital development, and an additional four percent in other categories. Willamalane supports recreation with 64 percent off staffing (primarily from part-time and seasonal positions) and 21 percent for maintenance and operations.

Note: Budgeted positions included all full-time, part-time and seasonal positions but not contracted individuals. Administration includes the Executive Director’s Office, Community Engagement, Human Resources, and information Technology. Parks and Facilities Operation/Maintenance includes Parks, Planning and Facilities.

The number of recreation positions is directly related to the size of the program and, more particularly, the number of facilities. Again, comparing typical

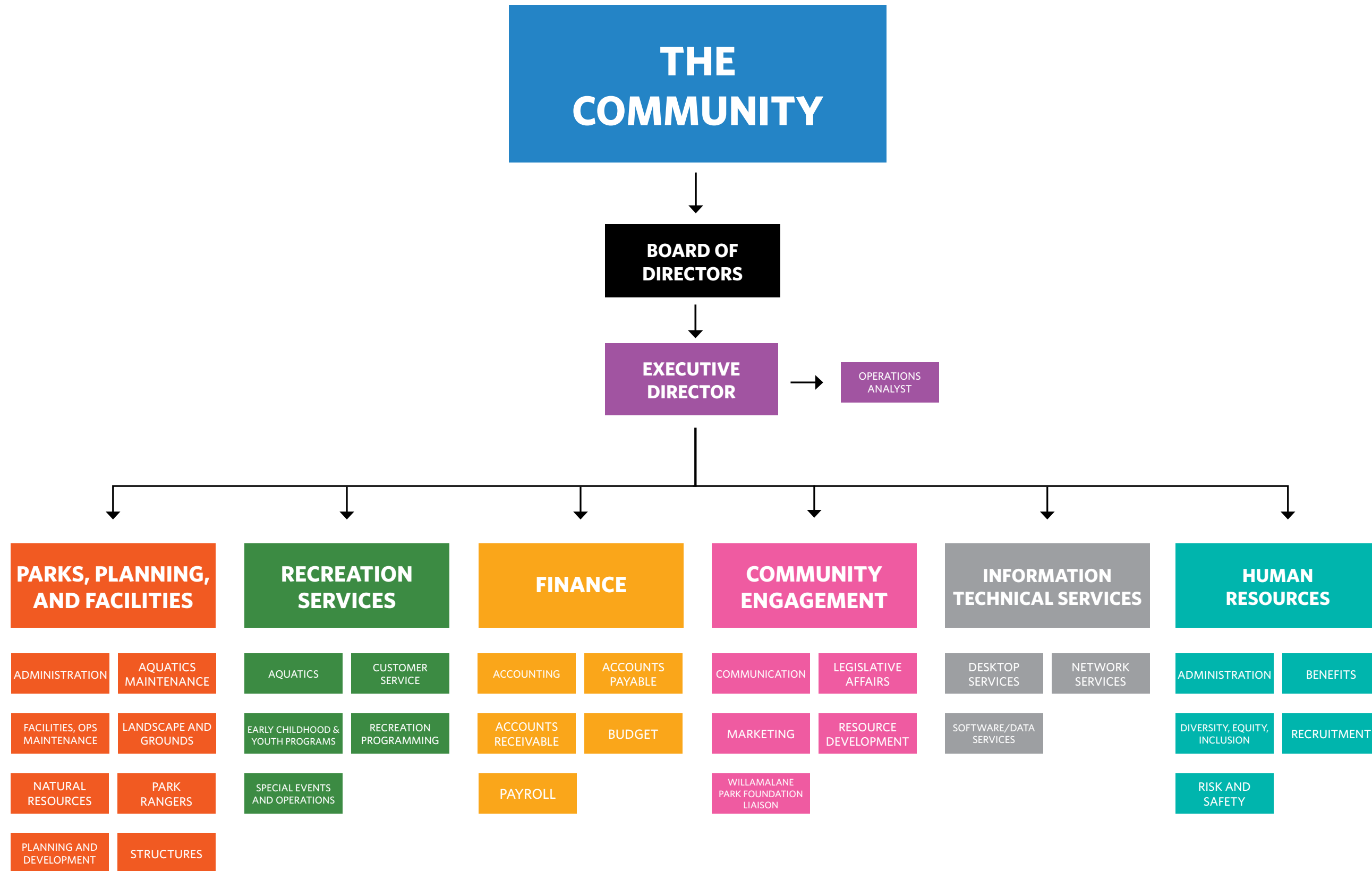
communities, one would expect one community center, one adult center, and one aquatic facility. The 2022 NRPA Agency Performance Review suggests that the median number of residents per aquatic facility is 60,944. Willamalane’s district population is 70,621 and currently provides a very high level of aquatic service, sufficient to support a population of over 120,000. This helps to explain the high level of recreation programs and facilities staffing. This evaluation suggests that operations and maintenance with only 21 percent of district FTE (compared to a typical distribution of 45 percent) appear to be under-staffed for the number of parks, acres, trails, and particularly the amount of natural area acreage the district manages. As discussed in the maintenance and operations assessment, the investment per acre of developed park space is \$1,572 compared to other parks and recreation agencies across the United States (\$9,642). Given the amount of natural areas and open space, a more accurate investment per acre (only developed parks) may be closer to \$3,368.

Staffing Challenges

Several staffing challenges were identified during the planning process that include the ability to recruit and retain staff, and the impact of COVID-19. At times, being able to fill vacant positions, especially in maintenance and operations, and in aquatics has decreased service levels and has even led to intermittent closures of the Splash facility. Other challenges include the growth of natural areas fueled by the Thurston Hills acquisition, with a minimal level of staffing, a need for greater park ranger coverage, and the lack of office and work space for expansion of staff.

DISTRIBUTION OF WILLAMALANE BUDGETED STAFFING

Willamalane Functional Area	Typical Staffing Distribution	2022 Willamalane Budgeted Position Distribution
» Parks and Facilities Operations/Maintenance	» 45%	» 21% (33.5)
» Recreation Programs/Facilities	» 32%	» 64% (101.5)
» Administration	» 17%	» 14% (22.5)
» Capital development	» 03%	» 01% (2 FTE)
» Other	» 03%	» 00% (0 FTE)



Future Staffing Considerations

The project team recommends that Willamalane will need between five and seven additional positions to operate and expand its system over the next 10 years. These positions will be directly related to park maintenance and daily operation and specifically related to natural areas, and the park ranger program. The addition of these positions would address the needs of the growing parks and recreation agency and bring it closer to what typical agencies may employ.

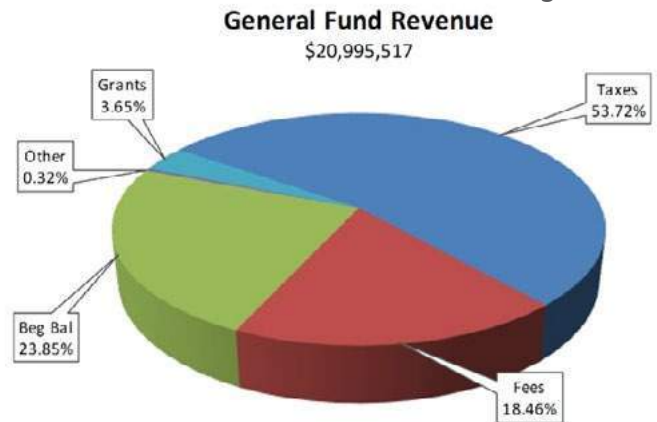
9.4 Financial Analysis

Willamalane’s financial investment, financial management and organizational structure is purposeful and well thought out. Financially, the district, along with its many partners ensure a high quality parks and recreation system is available to residents. Since 2018, prior to COVID-19, the district has continued to increase its investment and in 2023, is proposed to invest better than forty percent more to operate the district that it did in 2018.

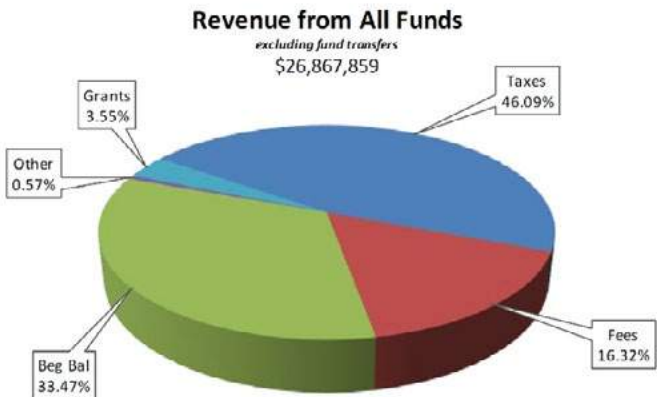
Current Circumstances

Willamalane adopts an annual budget that sets priorities, guides staff, and provides the primary resources to meet the parks and recreation needs of district residents. The General Fund is the primary operating fund that also funds some capital expenditures. It is comprised of property tax revenues, grants, and fees and charges generated by the district. The General Fund has projected revenues of \$20,995,517 in the 2023 adopted budget, and revenues from all sources including system

SOURCES OF REVENUE BUDGETED IN FY 2023



REVENUES FROM ALL FUNDS



This chart illustrates funds in addition to the General Fund that include system development charges

development charges and other sources total over \$26 million.

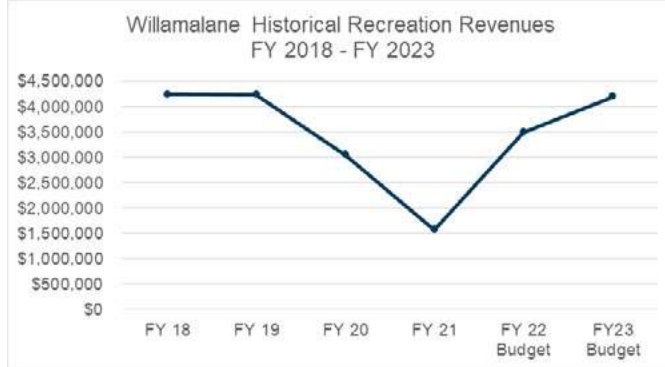
OPERATING BUDGET SUBSIDY TRENDS FY 2018-2023

	Fiscal Year (FY)	Administration, HR, IT, DEI, Rental Properties, Risk, Finance, and Community Engagement (2021-2023)	Planning, Park Services, and Facilities	Recreation Programs, Services, Facility Operations, and Community Engagement (2018-2020)	Total
Actuals	2018	\$1,694,417	\$3,643,707	\$3,021,202	\$8,359,326
	2019	\$1,534,602	\$4,031,957	\$2,535,282	\$8,101,841
	2020	\$1,902,987	\$4,710,643	\$2,973,779	\$9,587,409
	2021	\$2,538,782	\$4,242,187	\$2,743,469	\$9,524,438
Budget	2022	\$2,803,628	\$5,045,831	\$2,192,564	\$10,042,023
	2023	\$3,291,535	\$6,050,835	\$2,342,431	\$11,684,801
Change from 2018 (Prior to Covid-19 pandemic)		\$1,597,188 - 94%	\$2,407,128 - 66%	\$678,771 - 22%	\$3,325,475 - 40%

Locally Generated Revenues

Revenues from recreation programs and services, and facility rentals fees and charges were greatly impacted by the Covid-19 pandemic and have yet to completely rebound. Assuming Willamalane continues to recover and implement its cost recovery policy, revenues are projected to continue to recover to pre-COVID-19 levels.

WILLAMALANE REVENUES FY 2018 - FY 2023



Measuring the Financial Health of the District

There are several ways to gauge Willamalane’s financial health. Benchmarking against other similar communities can assist with planning and leadership decisions. However, because communities are different, benchmarking is not intended to be a sole tool for making such decisions. NRPA’s 2022 Agency Performance Review offers opportunities to compare the district’s financial performance to other agencies serving similar-

sized communities. Over 1,000 agencies across the U.S. provided data that is used to benchmark against in this comprehensive plan in the sections that follow.

Revenue-to-Operating Expenditures: Cost Recovery

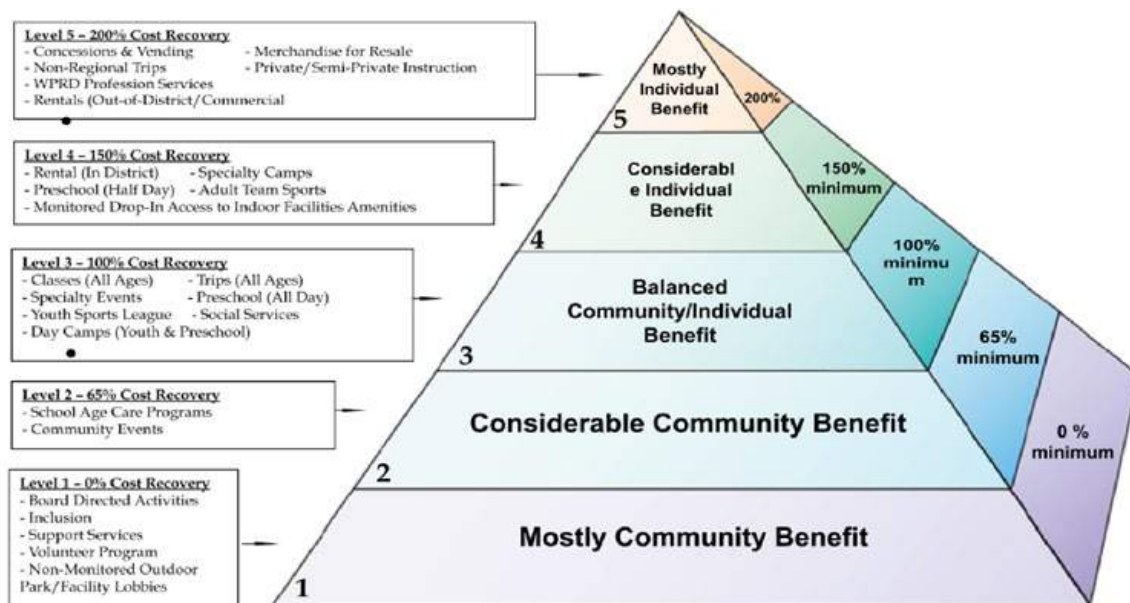
Willamalane adopted and carefully follows a resource allocation and cost recovery policy

The district allocates resources, as possible through subsidies and fees based on the 2008 resource allocation study, updated every five years, conducted by GreenPlay, LLC, now BerryDunn.

The philosophy of the cost recovery model is based on the concept that while all parks and recreation facilities, programs, and services are intended to improve the lives of community members, not all should necessarily receive the same level of subsidy. In general, the more a facility, program, or service provides a community benefit, the greater the taxpayer subsidy. Programs that provide unique, individual benefits are funded more by user fees and may subsidize programs lower on the pyramid.

Overall operating cost recovery is projected in the FY 2023 budget to be 20.2%. The 2022 NRPA Performance Review suggests that typical parks and recreation agencies serving similar communities may have a cost recovery of 26.6%. Given the district’s stated goal of 65% direct cost recovery in the recreation area, the overall cost recovery goal appears reasonable to provide a high level of service to district residents.

WILLAMALANE PYRAMID RESOURCE ALLOCATION METHODOLOGY



Operating Expenditures per Capita

Another metric NRPA aggregates and reports on annually in its Agency Performance Review is typical operating expenditures per capita. In 2021, the typical parks and recreation agency similar in size to Willamalane invested between \$61.13 and \$180.29 per capita or a median of \$104.38 per capita. In 2021, the district invested \$162.01 per person. This was higher than the median but within the typical range.

DISTRICT OPERATING EXPENDITURES PER CAPITA:

\$162.01

IN FY 2021

Source: 2021 NRPA Agency Performance Review

Local Comparison of Investment in Parks and Recreation

It may also be helpful to consider the operating (non-capital) investment per capita made by other parks and recreation agencies in Oregon. While benchmarking analysis provides another perspective, it is important to acknowledge that each agency has different goals, standards, and methods of accounting. The following figure demonstrates that Willamalane’s investment per capita in 2021 and while higher than what is typical nationally, it is lower than the average of the selected Oregon agencies of \$190 per capita. Looking at budgeted data for FY 2022 and 2023, the district allocated \$203.12 per capita in FY 2022 and \$232.36 per capita in FY 2023,

both in excess of the \$190 per capita average for the State of Oregon.

Data was taken from available budgets and population data found on-line and as such are intended to provide a general overview of spending by each agency.

Managing Growth Through Impact Fees (System Development Charges)

There are three basic options to pay for growth. Either: (1) existing residents pay for new growth through taxes or fees; (2) provide parks and recreation services at a lower level of service by absorbing growth into existing resources; or (3) developers and home builders pay for the impact of growth so that the growth pays its own way.

Option 1 unfairly assigns responsibility for funding of growth. Option 2 creates a poor dynamic where the

APPROXIMATE INVESTMENT PER CAPITA IN PARKS AND RECREATION IN SELECTED OREGON COMMUNITIES

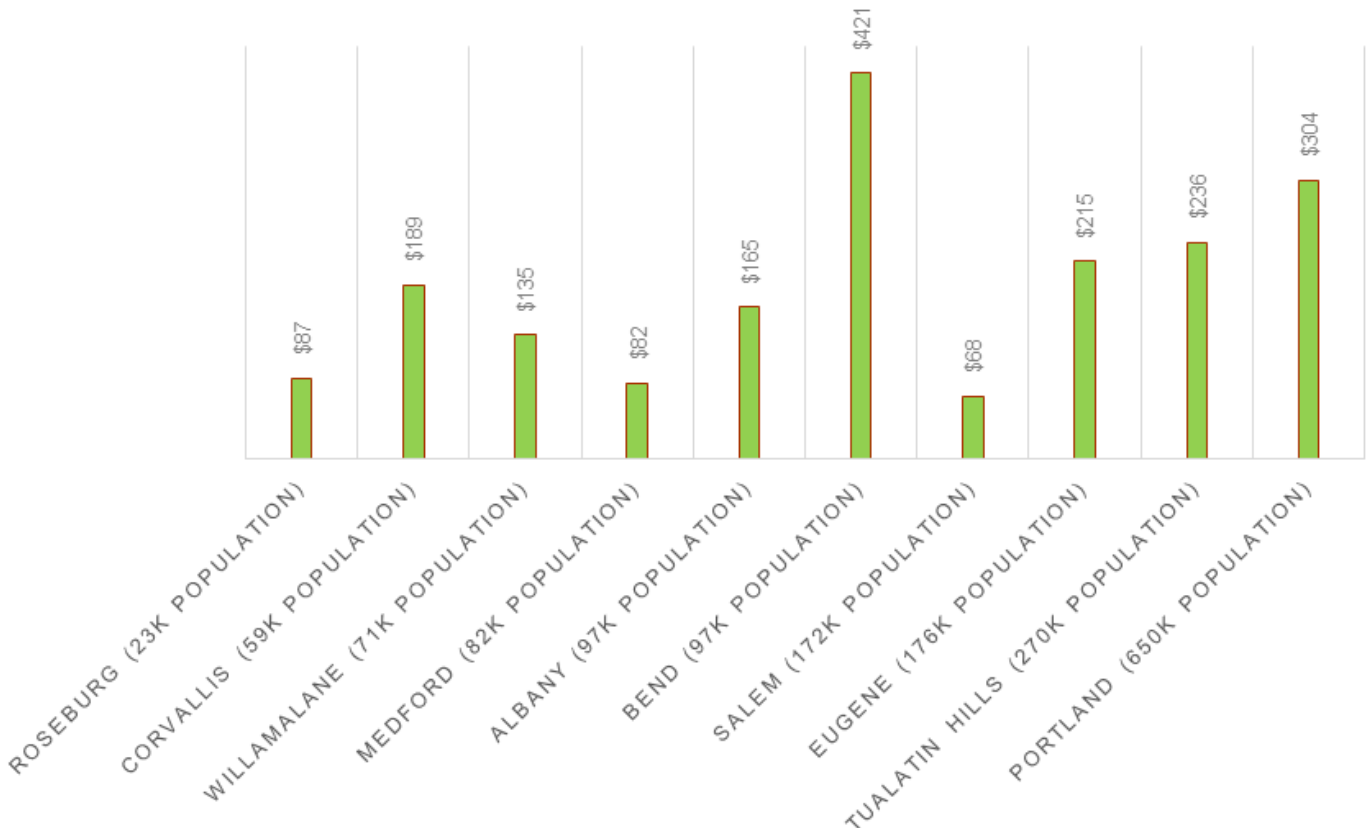


TABLE 3: SUPPORT FOR CAPITAL PROJECT FUNDING

Funding Category	Average Rating from Invitation Sample	Probably or Definitely Support
Bond referendum for specific projects	3.8	69%
Fees for new development	3.4	55%
User fees	3.2	45%
Increased property tax	2.7	33%

level of service, (often determined as a percentage of developed acreage per 1,000 residents) will decrease over time, as new residential developments are added without contributing to the funding of new parks. This may lead to higher density of use or the need to travel further distances to gain access to parks. Option 3 allows growth to pay its own way in a more equitable manner. Home builders typically include park development in the price of the homes, as they would other infrastructure costs.

The methodology was last updated in 2006 and is outdated given the changes to the district over the past seventeen years. The district is budgeted to update the System Development charge fee methodology in 2023.

District Community Members’ Preferences for Different Ways of Financing.

The needs assessment survey asked respondents for preferences and support for future capital funding. Support was measured on a scale of 1 (does not support) to 5 (definitely support). For additional information, see Table 3.

The needs assessment survey determined that, among invitation survey respondents, only eighteen percent confirmed the cost of programs or services impact their participation. Twenty-nine percent of respondents that report a disability in their household may have participation impacted by fees and charges. Twenty-two percent of Latinx open-link respondents’ participation is impacted by fees and charges.¹

Traditional Parks and Recreation Operations and Capital Development Funding Sources

There are a variety of mechanisms that local governments can employ to provide services and to make public improvements. Parks and recreation

operating, and capital development funding typically comes from conventional sources such as sales, use, and property tax referenda voted upon by the community, along with developer exactions. Operating funds are typically capped by legislation; may fluctuate based on the economy, public spending, or assessed valuation; and may not always keep up with inflationary factors. In the case of capital development, “borrowed funds” sunset with the completion of loan repayment and are not available to carry over or re-invest without voter approval. Shown in Appendix 1 are the salient points of many traditional and alternative funding sources and efficiencies available to Willamalane. Many of these strategies may be currently in use to some extent by the agency. Note that tax compression resulting from property tax relief measures adopted in Oregon may impact Willamalane’s use of some of the funding opportunities.

Funding categories considered include:

- Traditional tax and exactions-based funding resources
- Development funding
- Fees and charges
- Alternative operations and capital development funding sources
- Loan mechanisms
- Alternative service delivery and funding structures
- Partnership opportunities
- Community resources
- Grants

¹ Open-link data was used in this comparison due to a small sample size for Latinx invitation respondents.

- Philanthropy
- Community services fees and assessments
- Permits, licensing rights, and use of collateral assets
- Funding resources and other options
- Cost-saving measures
- Green trends and practices

During the planning process, sixty funding sources/ strategies were identified that are currently not in use but could easily be used, possibly or definitely be used. Below are some funding options identified by district leadership that could be used by the district.

Key Findings

Observations and staff feedback were considered to determine if the current organizational and management structure was satisfactory. The analysis included the observations and assessments from community input, staff focus groups, and community satisfaction ratings. This analysis resulted in the following key findings:

1. A comparative pay-scale analysis may greatly assist with recruitment and retention, especially in the aquatics program.
2. Internships may assist with entry level staffing shortfalls.
3. Partnering with certificate training programs, opportunities at Lane Community College or the University of Oregon may assist the district.
4. Current challenges include a lack of frontline staff and inability to recruit candidates resulting from the Covid-19 pandemic and causing intermittent facility closures.
5. The district invests an appropriate amount of tax support in delivering parks and recreation services.
6. The district's cost recovery demonstrates a high functioning parks and recreation agency. The application of their resource allocation philosophy drives budget and programming decisions.

7. A significant number of district residents may support bond measures for specific projects.
8. Many alternative methods of financing, and efficiencies that reduce funding needs for parks and recreation agencies are available to the district.
9. The district's current system development charge methodology is out of date and an update study needs to be completed.
10. Organizational elements are not consistent. Some are referred to as departments and some as divisions
11. The district's distribution of positions suggests that the district is understaffed in park maintenance and has above average staffing in recreation delivery.

9.5 Recreation Program Analysis

The analysis of the recreation program delivered by Willamalane is intended to assess the effectiveness of the district's provision of community recreation facilities and programs. The general overview looked at district programs and services based on staff interviews, the needs assessment survey and Willamalane's recreation program plan 2022-2024, that includes goals for each functional area of the recreation department and is presented in Appendix 1. Community input was also received during the engagement process that helped to inform findings. To accurately assess the recreation program, data from 2018/19 was used, prior to the COVID-19 pandemic. Some data is more current where the pandemic was less impactful. The analysis attempted to answer some basic questions about the program:

- What are the core programs, and do they match community desires?
- Does the recreation program mix meet the needs of the community?
- Are programs and services offered at times convenient for the community?
- What challenges exist that may act as barriers to Willamalane delivering high quality programs and services?
- Does Willamalane invest an appropriate amount of resources in recreation?

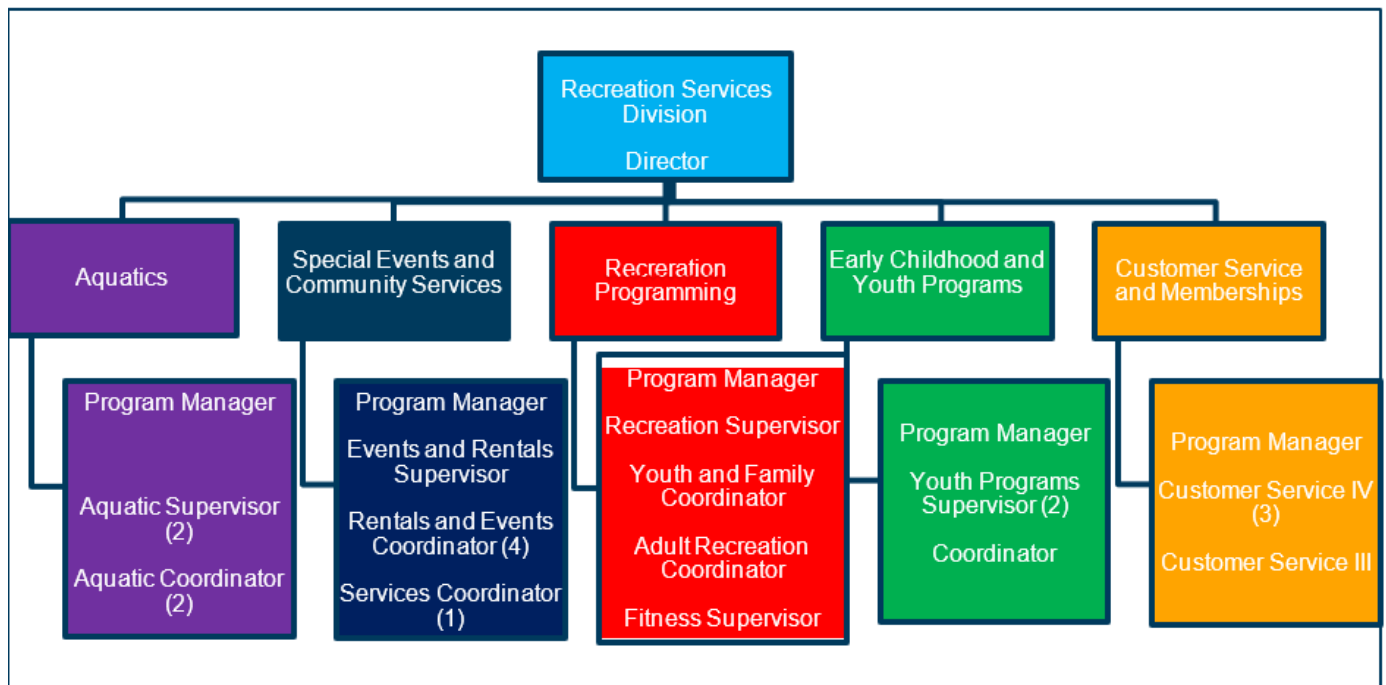
Staffing Structure

Willamalane’s Recreation Division is organized into five functional areas, overseen by program managers. Many of the front-line positions are part/time or seasonal.

**WILLAMALANE RECREATION STAFFING TRENDS
 FISCAL YEARS 2018-2023**

	FT	PT	Total
FY 2018	29	116.5	145.5
FY 2019	28	128.5	156.5
FY2020	32	132	164
FY2021	23	62	85
FY2022	23	78.5	101.5

2023 RECREATION DIVISION ORGANIZATIONAL CHART



Investment in Recreation Program Delivery

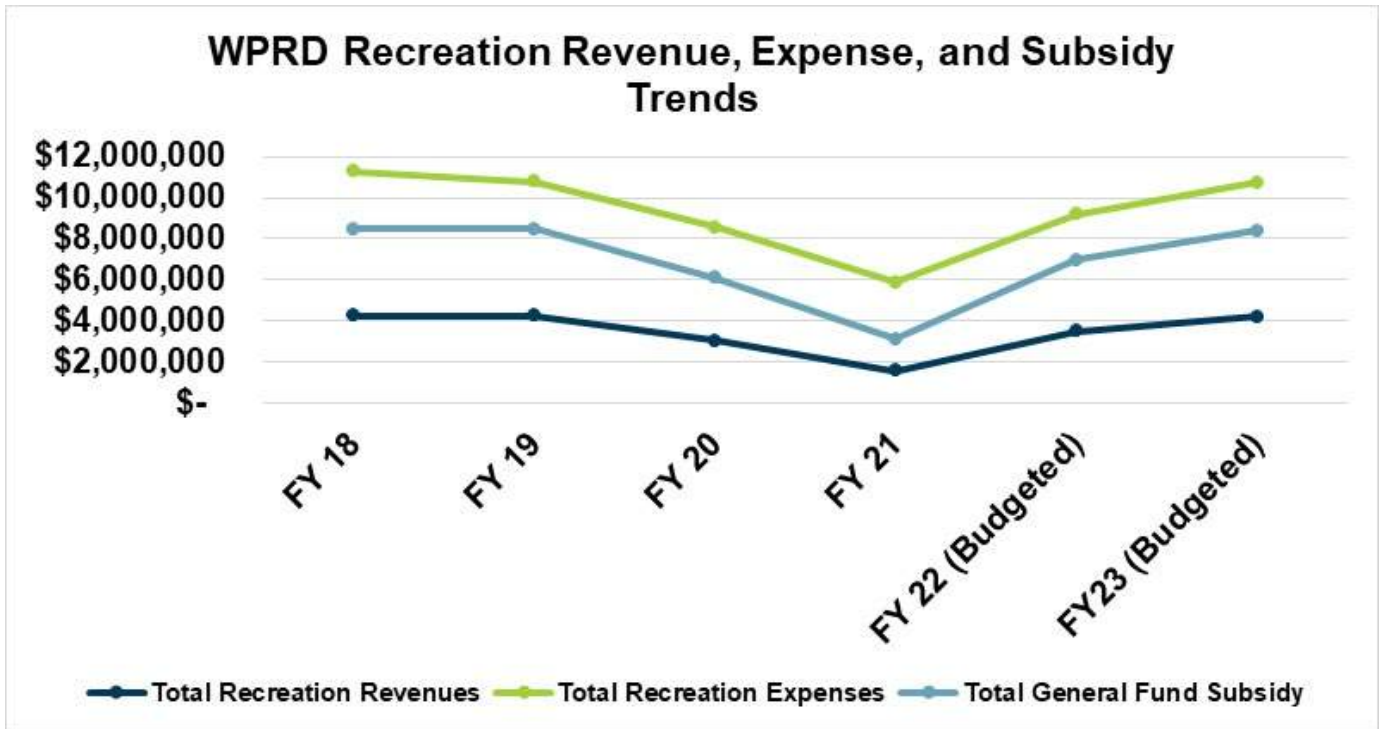
Willamalane does a good job staffing and funding its recreation program. Although greatly impacted by the COVID-19 pandemic, the district continues to recover. Programs are provided at the Bob Keefer Willamalane Center for Sports and Recreation, Splash!, Willamalane Park Swim Center, Willamalane Adult Activity Center, Camp Putt, and at eleven public school sites.

Financial Trends and Subsidy

Revenues from recreation programs are budgeted to exceed four million dollars again in Fiscal Year (FY) 2023 as they did pre-pandemic in 2018 and 2019. Expenses are budgeted significantly lower, which accounts for a budgeted subsidy in 2023 of over four-hundred and fifty thousand dollars less than 2018.

Individual subsidies per functional area are shown in the table and figure below by percentage of total General Fund subsidy.

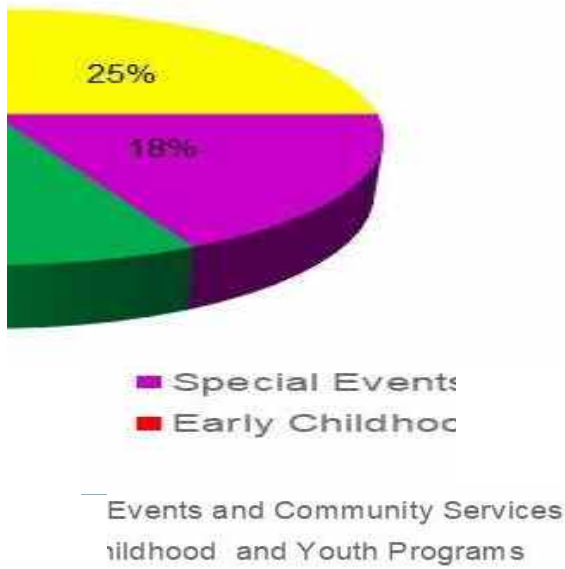
WILLAMALANE RECREATION REVENUE, EXPENSE, AND SUBSIDY TRENDS FY 2018-FY 2023



WILLAMALANE RECREATION STAFFING TRENDS FISCAL YEARS 2018-2023

Budget	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY2023
Aquatics	\$845,211	\$806,453	\$677,483	\$648,222	\$294,680	\$440,922
Special Events and Community Services	\$631,970	\$654,151	\$648,907	\$354,085	\$133,431	\$223,312
Recreation Programming	\$487,055	\$536,881	\$417,830	\$849,040	\$1,025,065	\$923,019
Early Childhood and Youth Programs	\$248,322	\$107,825	\$378,585	\$719,087	\$484,506	\$480,813
Recreation Administration	\$590,128	\$218,368	\$326,207	\$173,035	\$254,882	\$274,365
Total General Fund Subsidy	\$2,802,686	\$2,323,678	\$2,449,012	\$2,743,469	\$2,192,564	\$2,342,431

PERCENTAGE OF RECREATION DIVISION GENERAL FUND SUBSIDY BY FUNCTIONAL AREA



Recreation Subsidy Fiscal Years 2018-2023

Note: Customer service/passes are included in areas in the table and thus, are not shown as a separate functional area.

The investment in recreation in the FY 2023 budget is \$2.3 million, or a subsidy of \$33.16 per capita. Per the NRPA 2022 Performance Review data, typical parks and recreation agencies allocate around 31% of their general fund budget on recreation, and Willamalane is in-line at 33%.

Program Partnerships

Willamalane strives to cultivate strong partnerships to be more effective in providing recreational opportunities and services in the community. As a result of partnering with Springfield Public Schools, several programs and services have been provided within the community. This has recently included the 1Pass program in the summer, two weeks of swimming lessons for all 4th grade students, and in 2022, summer camps for Springfield youth. Key community partners for the recreation division include:

- City of Springfield
- Springfield Public Schools
- The Springfield Utility Board
- Lane Transit District
- City of Eugene Parks and Recreation

In addition to these key players Willamalane regularly collaborates with many Community Organizations (e.g., Rotary Club, Springfield Babe Ruth, AARP, Emerald Valley Pickleball Club, etc.) and local business to successfully implement its recreation programs and services.

The partnership with the Springfield School District allows Willamalane to offer daily recreation programming at 15 after school locations (4 middle schools, 11 elementary) and middle school sports (11 different seasons).

Another very successful group of partnerships are Silver and Fit, Renew Active, Silver Sneakers, and Active and Fit that provide insurance sponsored recreation passes for older adults, attracting over 1500 members annually.

Core Recreation Program Service Areas

Programs, events, and activities are offered primarily in five service areas. These differ slightly from those described in the recreation program plan based on the needs assessment survey and public engagement results. Descriptions of the program service areas and 2018/2019 participation rates are summarized below, with key observations provided at the end of each section.

- Aquatics Programs
- Special Events and Community Services
- Recreation Programs
- Early Childhood and Youth Programs
- Customer Service and Memberships

Program Service Area	Program Type Examples
Aquatic Programs	<ul style="list-style-type: none"> Swim lessons Private swim lessons Lap swimming Recreational swimming School swimming lessons (4th grade – Springfield)²
Special Events and Community Services	<ul style="list-style-type: none"> Special Events (Haunted Hayride, Kids nights out, Turkey Stuffer Fun Run, Megga Hunt) Community services (Two50, inclusion services, playground program, SRTS, WAAC Services)
Recreation Programs	<ul style="list-style-type: none"> Classes (Adaptive, dog obedience, training classes, multimedia, arts and culture, language, cooking and nutrition, ECR) Trips (Day Trips, Multi-Day Trips) Sports (Adult Leagues, E-Gaming)

Program Service Area	Program Type Examples
Early Childhood and Youth Programs	<ul style="list-style-type: none"> Childcare Programs (Preschool all day, preschool part-time, Kids Club, no school day, early start) Camps (preschool, day camps, and specialty camps) Sports (Middle School Sports, Youth Leagues, E-Gaming)
Customer Service and Memberships	<ul style="list-style-type: none"> Rentals (indoor rentals, outdoor rentals) Memberships (iPass, Fitness, Corporate, All Access, Silver)

To accurately count participation in each of the program service areas, both unique registrations and actual participation were analyzed. Actual participation is counted in Participant Contact Units (PCUs), which are the number of times the individual took part in the class or activity. For instance, one child registering for a camp that meets five times would be one registration and five PCUs. PCUs provide a much clearer picture of the effort required to provide a service than individual registrations. In 2018 and 2019, the district managed almost 22,000 registrations and over 310,000 individual PCU's. The table below shows that while early childhood and youth programs accounted for 32% of unique registrations,

WILLAMALANE 2018-2019 PROGRAM/ACTIVITY REGISTRATIONS AND PARTICIPANT CONTACT UNITS

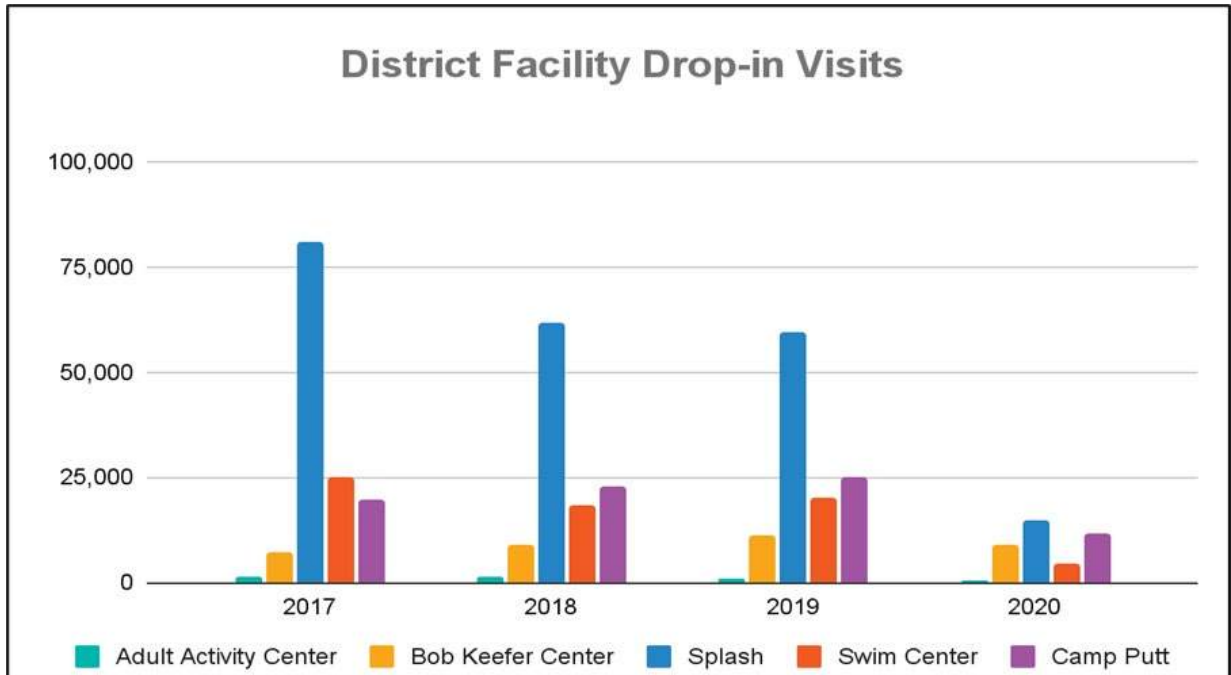
Program Service Area	Program/Activity Registrations	Percent of Registration	Participant Contact Units	Percent of Contact Units
Aquatics Programs	5,139	23%	17,441	6%
Special Events and Community Services	4,345	20%	5,247	2%
Recreation Programs	5,422	25%	32,405	10%
Early Childhood and Youth Programs	7,081	32%	255,507	82%
Customer Service and Memberships	Included in other service areas	N/A	Included in other service areas	N/A
TOTAL:	21,987	100%	310,600	100%

² This is a community service but is listed under aquatic programs due to the nature of the activity

those programs accounted for over 80% of registered participation. The inverse are aquatics programs, which accounted for 23% of registrations and only 6% of actual participation. Note that this analysis only includes

registered activities and not drop-in, self-directed participation. Drop-in, self-directed participation was greater than 100,000 in 2018.³ Over 250,000 visits were registered in 2018/19 resulting from membership sales.

DROP-IN SELF-DIRECTED PARTICIPATION



VISITS RESULTING FROM MEMBERSHIPS



³ Drop-in participation at facilities was dramatically decreased due to the COVID-19 pandemic.

Out-of-District Residents

Thirty percent or 6,676 registrations were made in 2018 from out-of-district residents who pay an additional 15% fee.

District residents paid a property tax of \$146.35 in 2022 for each adult and child in the district.⁴ It is unlikely that the 15% rate will cover the full cost of the tax burden. It would take a non-resident to sign up for 20 classes or activities at \$57.50 per registration (\$50 per class – in-district rate) in order to pay their own way and avoid a district resident subsidy.

Recreation Program Market Segments

The population in the district has changed since the Park and Recreation Comprehensive Plan was last updated in 2012. In addition to increasing, the population has become more diverse and is aging. Even so, primary markets to focus on may include youth, adults and seniors and individuals of Latinx backgrounds, as further discussed below.

Youth Population

The number of children in the district, while decreasing as a percentage of the total population, is still sizable and requires additional services. School enrollment described in the figure below shows that while middle school and high school aged youth have decreased since 2015 in total numbers, elementary school enrollment has increased by

over 800 children. These children are potential district participants.

Latinx Population

The Latinx population is expected to continue to increase in the future. This population made up 11.32 percent of district residents in 2010, 14.84 percent in 2021, and is projected to reach 16.95 percent in 2026. In real numbers, there were approximately 10,000 district residents of Latinx background and over 12,000 projected in 2026.

Older Adult Population

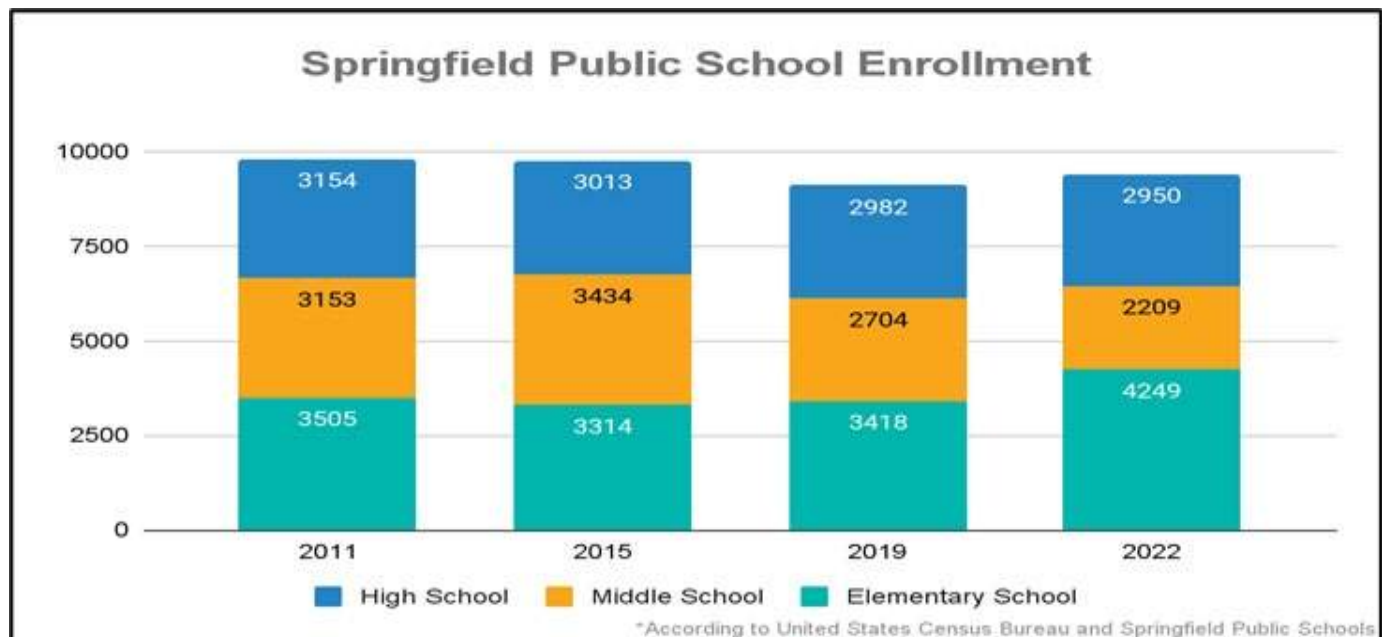
The number of district residents 50 years of age and older are overall increasing marginally. However, within that age group, those 65 and older are projected to increase from 17.6 to 20.2 percent of the population between 2021 and 2026.

Program Age Segmentation

Comparing programs offered by age population can offer insight into an appropriate mix of program opportunities. The percent of program opportunities were calculated from programs currently offered (December 2022).

There is no right, or wrong percentage of programs offered in any given age group and those decisions are driven by Willamalane’s values and policies. With that said, the data calls out similar concerns shown by community engagement findings and the needs assessment survey (shown in appendix X and X) that

SPRINGFIELD PUBLIC SCHOOL ENROLLMENT



⁴ Property tax divided by population

a potential gap exists in programs and services for the adults and mature adult categories.

Comparing age population to program enrollment can also offer insight into an appropriate mix of program opportunities.

Actual enrollment in district programs follows the same pattern as programs offered and further demonstrates the gap in participation for those ages 19-49 and those 50+. Drop-in and self-directed activities illustrate the district’s success in reaching the adult populations with respect to special events.

The needs assessment survey also demonstrated that for both the open link and invite samples, that adults ages 18-50 and adults 50+ are both in the need of additional programs.

0-05 Preschool/ Toddler	7% population	27% of programs offered
6-11 Youth	7% population	35% of programs offered
12-18 Teen	8% population	15% of programs offered
19-49 Adult	42% population	16% of programs offered
50+ Mature	36% population	7% of programs offered

9.6 Program Access and Convenience

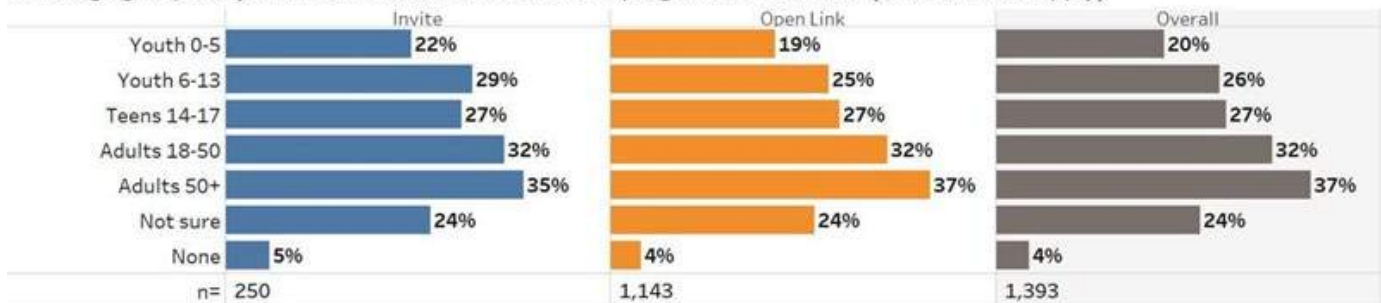
Looking at times when Willamalane offers enrichment programs and classes, (fitness, dog obedience, training classes, multimedia, arts and culture, language, cooking and nutrition, etc.) can also add insight into best meeting district resident’s needs. Willamalane offers and activities at the following days and times:

1-5 Preschool/ Toddler	7% population	17% of program enrollment
6-11 Youth	7% population	37% of program enrollment
12-18 Teen	8% population	11% of program enrollment
19-49 Adult	42% population	14% of program enrollment
50+ Mature	36% population	21% of program enrollment

Weekday mornings	25%
Weekday afternoons	39%
Weekday evenings	21%
Weekends	15%

COMMUNITY DESIRE FOR PROGRAMS BY AGE GROUP

What age groups do you believe should have additional programs or services? (Select all that apply)



Source: RRC Associates

While programming and instructional space is at a premium during the evening times, this data is consistent with what was learned during the public engagement process and from the needs assessment survey. A greater mix of weekday evening and weekend programs for adults, outside of work hours are needed while youth programming needs are currently being better met.

Financial Assistance

In order to help ensure community member access regardless of household income, the district offers a scholarship program that is generally funded between \$60,000 and \$70,000 per year.

Meeting the Changing Needs of the Willamalane Community

The Recreation Division faces many of the same challenges as other parks and recreation agencies across the country. The population is getting older and more diverse; COVID-19 changed the way people view public events, and the district's prioritization on Diversity, Equity, Inclusion and a sense of belonging require a purposeful and strategic approach to delivering recreation.

In the Recreation Program Plan 2022-24, the following challenges were highlighted along with a few others. Staffing remains perhaps the most difficult challenge as the district staffs two large aquatic facilities and one large sports and recreation center.

- **Population Growth.** Continued population growth, especially among older adults and people moving from outside the area, will create an increasing and potential shifting demand for many recreation programs.
- **Affordable Programs.** Patrons currently utilizing our programs or facilities receive affordable rates to participate. Having said that, a primary barrier of participation is the ability to make programs affordable to all. And with limited resources, these program rates are likely to increase in the future.
- **Cost of Service.** The increased cost in providing services is an ongoing challenge and has been heightened due to the COVID-19 pandemic. Staffing costs and program expenditures will continue to increase regularly.

- **Program and Facility Capacities.** Full programs and overcrowded facilities, both real and perceived, are viewed as an increasing barrier to participation. Finding additional space to expand current offerings will continue to be a challenge.
- **Staffing.** Hiring and retaining quality staff, both front line and full time, has become increasingly difficult in part due to the labor market and recovery from COVID-19.
- **Space for programming is at a premium in district facilities.** Community members are often not able to register for some programs and classes due to limited space.
- **Space for athletic activities.** Due in part to the rainy weather in the Willamette Valley, natural turf fields can't be programmed year-round, and could be better utilized if they were artificial turf. As well, in late fall, winter and early spring, dusk begins near the time children are released from school. As a result, there is substantial opportunity for lighted artificial turf fields.

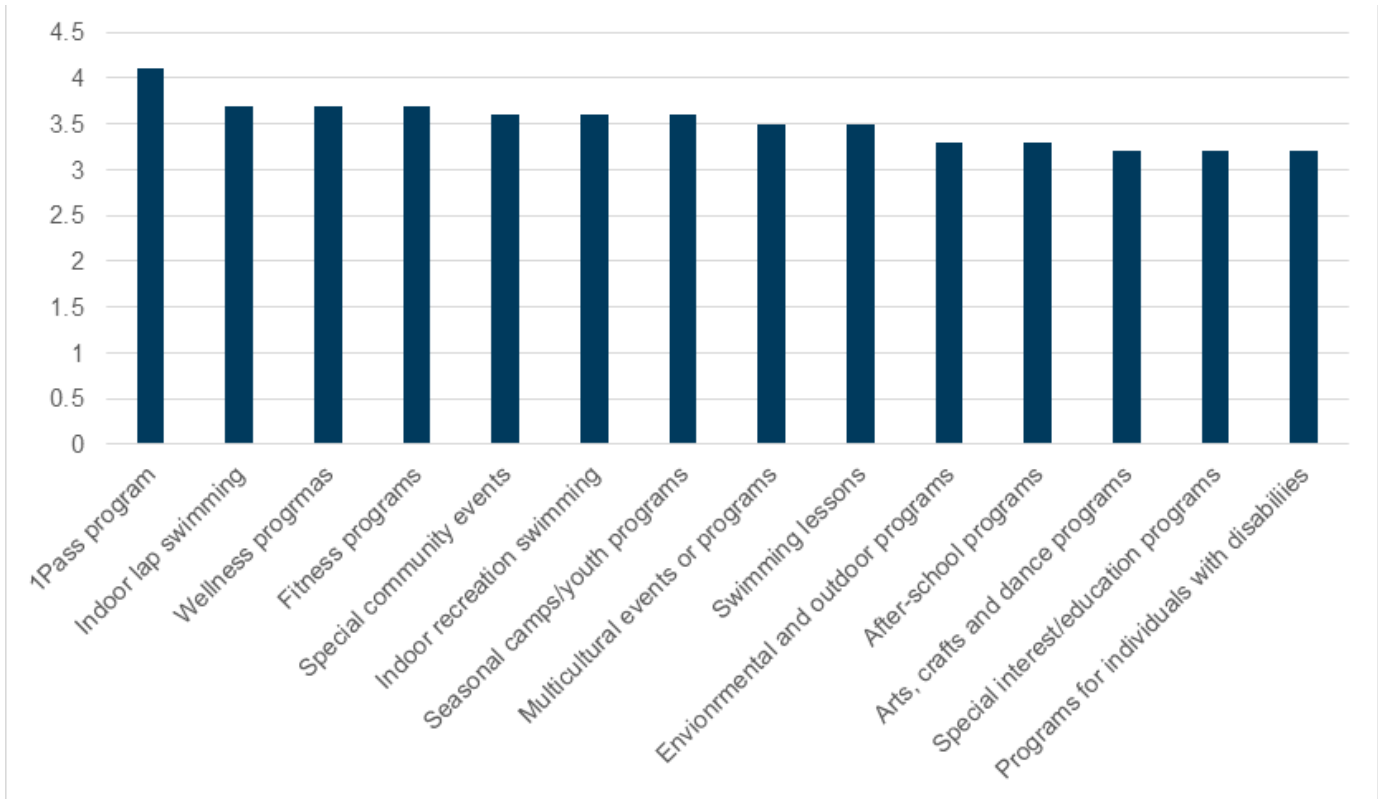
9.7 Community Needs, Desires for Recreation and Satisfaction

The needs assessment survey and a series of public input opportunities informed the comprehensive plan, illustrating needs and desires for services.

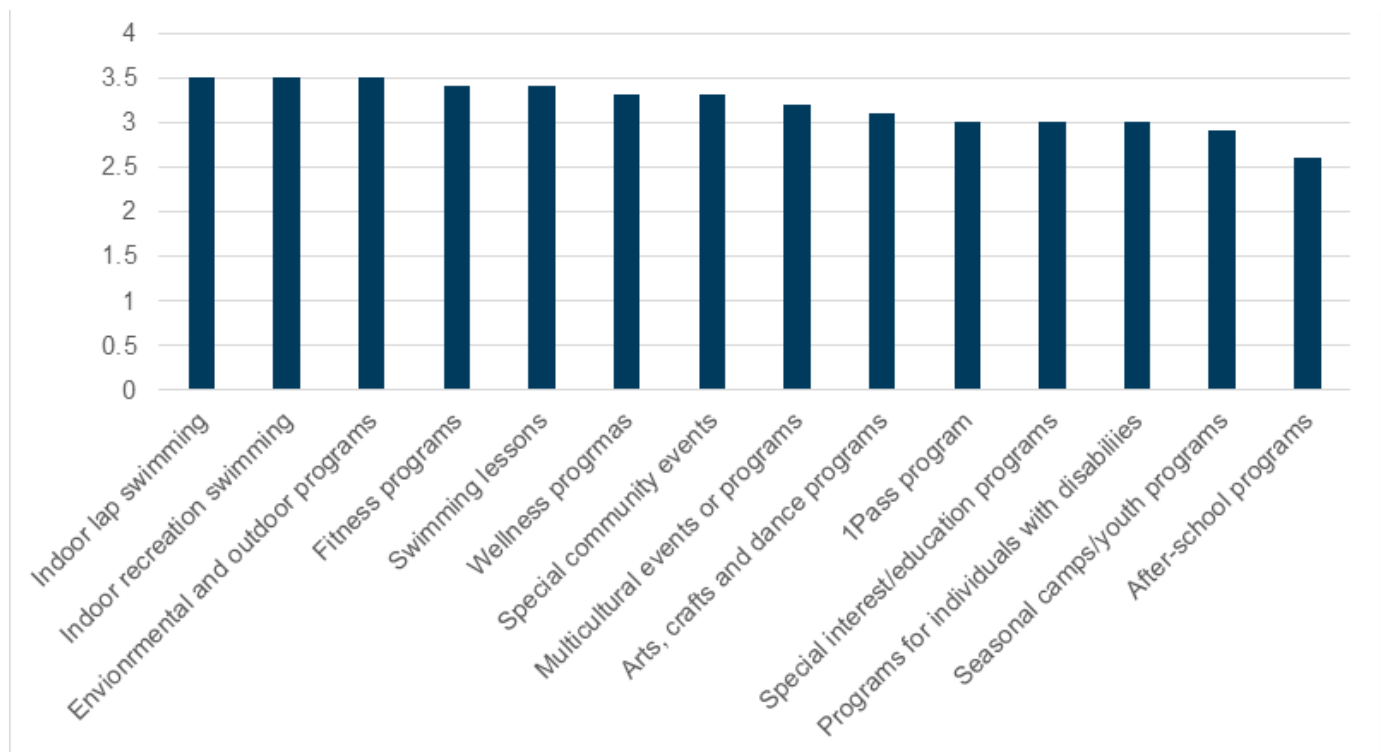
Program Importance and Satisfaction

The needs assessment survey included an opportunity to rate the importance of programs and facilities. Environmental and outdoor programs, indoor swimming opportunities, lap swimming, fitness programs, swimming lessons and special community events rated the highest. The invitation survey showed that all of the programs were important although less so for camps and after-school programs (Table 5). The survey also included an opportunity to rate how well certain programs and services are currently meeting the needs of district residents. The 1Pass program, indoor swimming, wellness programs and swimming lessons were rated the highest in importance.

DISTRICT RESIDENTS RATING OF IMPORTANCE FROM THE NEEDS ASSESSMENT SURVEY



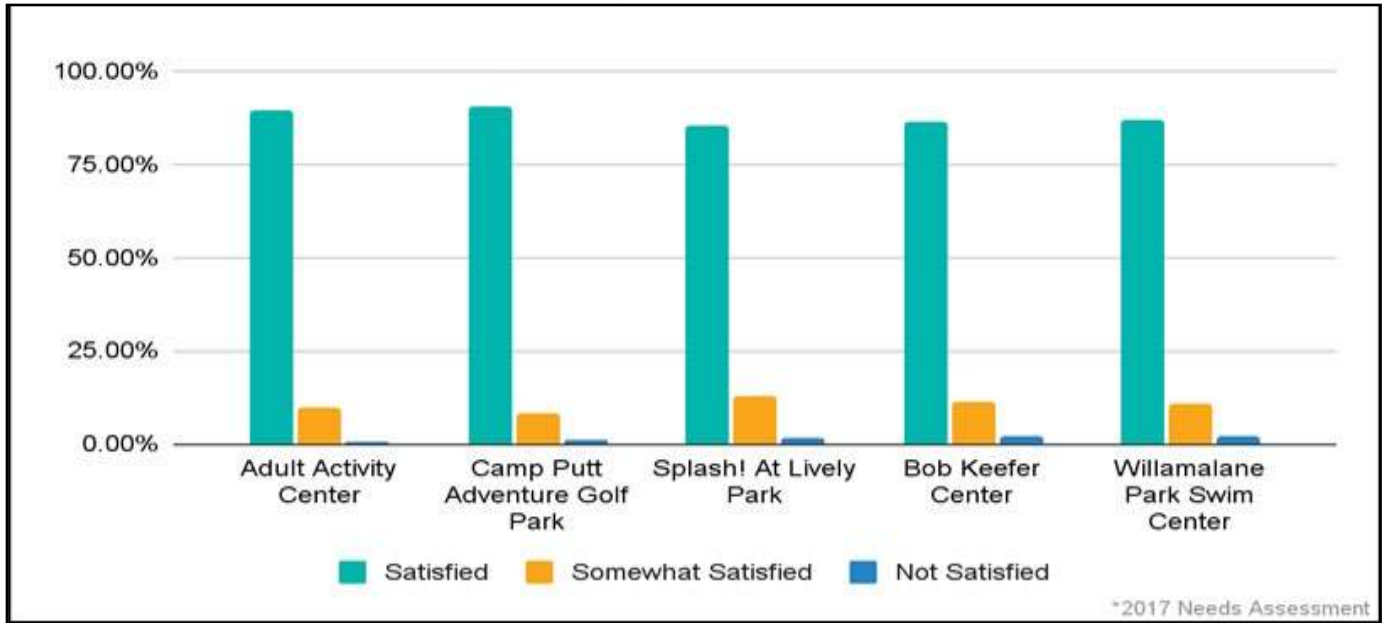
DISTRICT RESIDENTS RATING OF SATISFACTION OF RECREATION ACTIVITIES



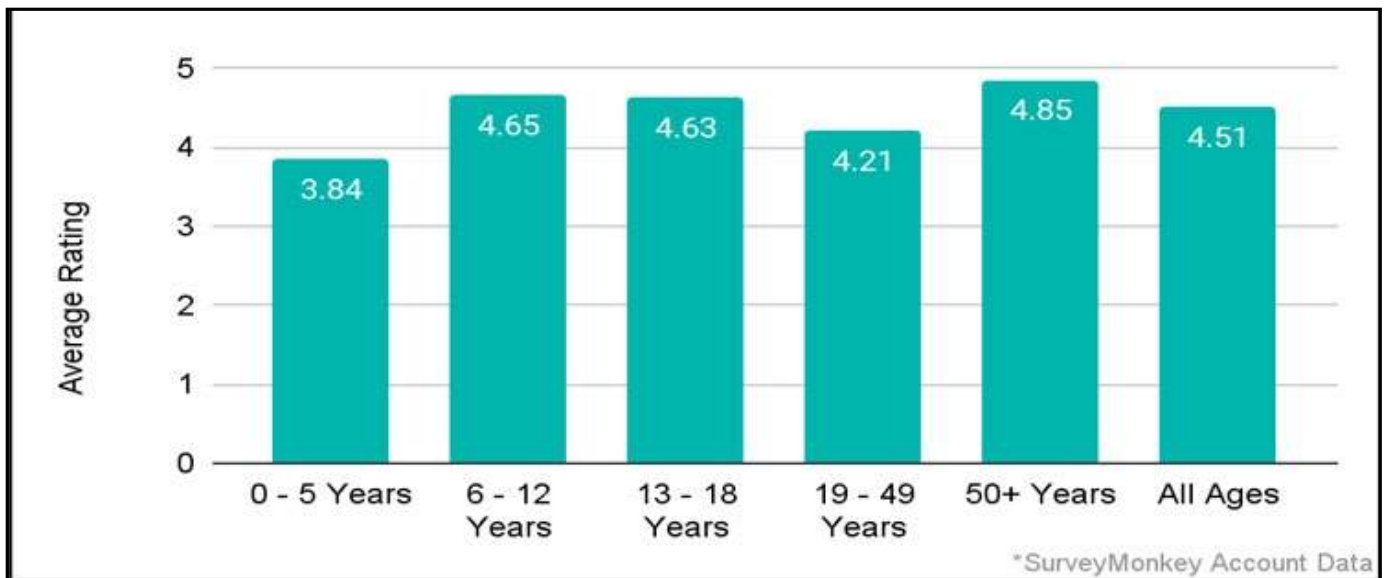
5 Figure illustrates the importance ratings from the statistically valid portion of the needs assessment survey

The district documented high satisfaction in both programs and facilities in the 2022-2024 Recreation Program Plan.

SATISFACTION BY FACILITY



PROGRAM SURVEY RATINGS



Recreation Program Demand: Needs and Desires

The engagement process and the needs assessment survey identified a number of needs and desires for programs and activities. Enrichment classes and special events, fitness classes, environmental education/

outdoor programs and childcare opportunities raise to the top of repeated topics between the various engagement opportunities and the survey. The following chart summarizes input related to additional desires for programs and activities received from the public engagement comments, needs assessment survey, teen engagement and the pop-up intercept events.

RECREATION PROGRAM DESIRES⁶

Public Engagement Comments	Needs Assessment Survey
<ul style="list-style-type: none"> ● Activities for adults (Ages: 21- 50) ● Disc golf events and classes ● Pickleball classes ● Swim lessons ● Environmental education/outdoor programs ● Family activities ● Volunteer programs ● Enrichment classes ● Special events in parks (movies, concerts, and cultural festivals) 	<ul style="list-style-type: none"> ● Community farmers market ● Inclusive programs for individuals with disabilities ● More enrichment classes ● Food access programs ● Community special events ● Programming for adults ● Additional youth sports opportunities ● Additional kid’s seasonal camps ● Childcare ● Culturally relevant events and programs ● Outdoor fitness programs
Teen Engagement	Pop-up Intercept Public Input Opportunities
<ul style="list-style-type: none"> ● Roller skating ● Badminton ● Spike ball ● Corn hole ● Movie nights ● Bowling ● Live music events ● Cooking events 	<ul style="list-style-type: none"> ● Outdoor pool and/or water play ● Childcare opportunities ● Field/court options in parks ● Outdoor recreation equipment rentals ● Fitness classes ● Recreation classes

Also identified as a priority are expanded athletic programs (leagues) for adults. While a majority of parks and recreation agencies across the United States offer adult team sports (87%) and adult individual sports (76%), Willamalane does not. The current space limitations in Willamalane facilities would certainly be further exacerbated by the inclusion of additional adult sports programs.

Key Findings

1. The survey data demonstrate that the overall community recreation needs of district residents are being met. A variety of additional recreation activities were identified in the engagement process and needs assessment survey.
2. The Latinx population continues to grow, and Willamalane may best meet their needs by continued purposeful outreach and continuing to implement the district’s DEI Strategic Action Plan.

⁶ Programs and activities are listed in a random order

3. A gap exists in adult (20-54) and older adult (55-85+) programming. The adult population makes up 46 percent of district residents and older adults make up 30 percent but combined, receive only 23% of enrichment programs offered and make up 35% of registrations. As the district continues to age among district residents, additional programming to meet the needs of older adults is anticipated. A majority of programs take place at the Adult Activity Center which is already at capacity for programming space. An additional activity center to add programming capacity may be needed
4. Adult athletic events are in high demand and Willamalane does not currently offer this type of programming. An athletic field demand study could help clarify the possible need for additional artificial turf fields to support adult programming and other field use needs.
5. Hiring and retaining staff has become very challenging due to the job market. While Willamalane has done a very good job attempting to address this issue, staff shortages have nevertheless caused temporary facility closures – largely due to fluctuating availability and retention of lifeguards. Opportunities to partner with other local aquatic facilities may assist with this challenge.
6. While Willamalane does a good job surveying program participants, additional performance measures, reported quarterly, may help the Recreation Division to become more flexible in changing program opportunities as needed.
7. Staff carefully monitor cost recovery and program lifecycles.
8. A majority of programs and activities are offered during working and school hours versus evenings and weekends. This comes in part as a result of high demand for facility space during the evening program times and the recovery from the pandemic.
9. Willamalane has many partnerships that add great value to the Springfield community.
10. A significant amount of program registration comes from out-of-district residents (30%). A district “buy-in” membership may help ensure in-district residents are not subsidizing out-of-district residents.

Future Implementation: Program Evaluation and Performance Measures

PROGRAM LIFECYCLE

Parks and recreation agencies must recognize that certain programs and activities have a lifespan and must be evaluated on a continual basis. In the district in 2018 and 2019, 16 percent of programs or activities (of the 20,184 activities offered) did not have sufficient enrollment to hold the activity. This number of canceled programs is not unusual, and, in fact, is better than a general 20% rule of thumb. Nevertheless, Willamalane is encouraged to continue to audit programs each quarter, tracking those that did not go after two or three sessions, and consider discontinuing them. Currently, staff poll and survey participants to best understand areas of potential improvement.

A service assessment matrix may also be useful to determine if programs are best offered by the district, partners, or not at all. When making program decisions, a few simple questions should be asked by staff about each program:

- Is participation increasing or decreasing? If participation is increasing, then it could mean that the program should be continued. If participation is decreasing, are there steps to take to increase interest through marketing efforts, changes to the time/day of the program, format, or instructor? If not, it may be time to discontinue the program.
- Is there information contained in the participation/ staff feedback that can be used to improve the program?
- Are cost recovery goals being met? If not, can program costs be reduced or can fees be realistically increased?
- Is there another provider of the program that is more suitable to offer it? If yes, Willamalane could provide referrals for its customers.
- Willamalane can also use cancellation rates to help make decisions regarding resource allocation and to focus marketing efforts.

PROGRAM PROVISION STRATEGY



Performance Metrics

Successful recreation programs typically track and report on performance measures that help to describe

successful recreation program delivery. A few examples are included for consideration.

Performance Measure	Purpose	Outcome
Assessment of program participation – if new programs are added, assess program participation	Maintain a fresh and novel recreation program	Attract new and returning participants
# Of program cancellations	Keep programming from stagnating	Make efficient use of coordination time and marketing budget
Participant satisfaction rates	Maintain and attract advocates, strong, sustainable revenues, and word of mouth marketing	Encourage high quality program delivery Survey at least seventy-five percent of program participants with a goal of 95% satisfaction
Cost Recovery Assessment	Help ensure program fees and expenses are in line with cost recovery policy	Programs with appropriate subsidy as directed by the board or directors
Program Enrollment	Help ensure program minimums for enrollment are met	Efficient program and efficient use of resources

9.8 Maintenance and Operations Analysis

This assessment of parks maintenance and operation practices is intended to assist Willamalane to provide safe, clean, and green parks, trails, open space, and facilities. The evaluation, analysis and recommendations are intended to identify efficiencies and opportunities to help Willamalane meet its maintenance and operational objectives.

Willamalane maintenance and operations functions are completed by four work units – Landscaping & Grounds, Structures, Facility Operations & Maintenance, and Natural Resources. All work units have separate budgets, and, at present, operate from a central reporting location.

At times, maintenance is reactive, which is not unusual for many parks and recreation agencies. Staff expressed priorities to include a more planned and proactive park inspection schedule, technical skills improvement opportunities for staff, a fully integrated maintenance management system that interacts with GIS and additional resources.

The Importance of Quality Park Maintenance

Proper maintenance of parkland can slow the depreciation of parkland, enhance public perception of district operations, and positively influence property values surrounding parks. Poor park maintenance can lead to increased crime, illicit activity, vandalism, and increased renovation costs. While safety and security issues in Willamalane parks are primarily managed by its park ranger program in concert with Springfield public safety officers, park safety can also be addressed by the frontline staff working in the parks and facilities, through

Investment in Park Maintenance

Willamalane annually invests approximately \$2.5 million to operate and maintain the parks, trails, open spaces, and athletic facilities. While it is not uncommon for parks maintenance departments to be responsible for maintaining medians and ancillary areas, Willamalane maintains twenty-one acres of non-park assets, some under an agreement with the City of Springfield. The district maintains 695.58 acres of developed parks, 919.92 acres of natural areas, and 38 miles of trails and multi-use paths. The district’s investment in park operations was greatly impacted by the COVID-19 pandemic, and in FY 2021, maintenance budgets were reduced by 35%. The FY 2022 natural areas management budget is \$223,608 to maintain the natural areas.

The National Recreation and Park Association, (NRPA) in the 2022 Agency Performance Review provides data about typical community investment to maintain and operate parks, trails, and open space. Several metrics are especially applicable to this analysis.

OPERATING EXPENDITURES PER ACRE OF PARK AND NON-PARK SITES

The park metrics data suggests that a typical agency serving a population between 50,000 and 99,999 invests from \$4,458 to \$23,983 per acre or a median of \$9,642 per acre. In FY 2022, Willamalane is budgeted to invest \$1,572 per acre which reflects the unusually high percentage (61%) of park space made up of natural areas (particularly Thurston Hills and Dorris Ranch parks). To add greater perspective, it may be helpful to look at natural areas maintenance per acre separate from developed parks and properties. The district invests \$3,668 per acre for developed parks and a minimal

LANDSCAPE & GROUNDS, STRUCTURES, AND NATURAL RESOURCES, HISTORICAL FINANCIAL PERFORMANCE

	Actuals				Budget	
	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023
Total Revenues	\$164,327	\$55,556	\$131,302	\$189,323	\$9,600	\$80,600
Total Expenses	\$2,324,241	\$2,284,417	\$2,516,764	\$2,170,814	\$2,481,796	\$2,820,010
Total General Fund Subsidy	\$2,159,914	\$2,228,861	\$2,385,462	\$1,981,491	\$2,472,196	\$2,739,410

t the manner parks are maintained and operated.

\$233 per acre to maintain and operate natural areas. Willamalane’s investment is below the lower quartile and less than one-half of the national median.

Willamalane’s population is expected to grow by only seven percent through 2040, and, assuming the district maintains a similar level of service, increased maintenance costs to provide additional acres of park space will be minimal. However, the cost to bring Willamalane to the national median may in in excess of \$4,000,000 annually.

RESIDENTS PER PARK

Park maintenance costs typically increase with the density of use in public spaces. As such, the NRPA metric suggests that a typical park system serving a similar population would provide between one park per 1,519 people on the lower quartile and 4,582 people on the upper quartile. The district provides one park per 1,563 people compared to a median of 2,516. Less people per park reduces the maintenance burden. Population growth in Springfield will increase density of park use which will impact the level of maintenance required into the future.

STAFFING RESOURCES DEDICATED TO PARK MAINTENANCE AND FACILITY OPERATIONS

Park maintenance and operations, natural areas management and facilities and operations are

LANDSCAPES AND GROUNDS, STRUCTURES, NATURAL RESOURCES, AND FACILITIES, OPERATIONS, AND FLEET FTES (FY 2023)

Work Unit	Full-time	Part-time/ seasonal	FTE
Landscape and Grounds	10	2	12.0
Structures	6	3.95	9.95
Natural Resources	2	1	3.0
Facilities, Operations and Fleet	8	4.41	12.41
TOTAL	26	16.26	42.26

accomplished by a team of 42.26 full-time equivalent (FTE) staff responsible for turf, horticulture, pathways, athletic fields, restrooms, park components, trails, natural areas, recreation facilities, structures and recreation facilities, and the daily upkeep of parks.

The Parks Management team also supports recreation programs in a variety of ways, including providing support for certain special events to include the Haunted Hayride, Megga Hunt spring event, Children’s Celebration, and Light of Liberty 4th of July event, etc.

Staff provide an excellent level of service, seven days per week as demonstrated in the needs assessment survey. Park Maintenance was rating as highly meeting district resident’s needs. Restrooms are generally cleaned two times per day and some remain open year-round. Although a bit reactive to changing work needs, staff spend time on routes in district regions and collectively, dedicated to project work. The district employs individuals with expertise in the trades – irrigation, electricians, playgrounds inspectors, mechanics, etc. However, staff report a desire to add arborists and horticulturists to the team in the future.

It is important to acknowledge that although the primary district maintenance facility is well located, the facility is used to capacity, leaving little room for additional staff, vehicles, etc. Additional storage for equipment and supplies is needed.

SEASONAL STAFF

In FY 2023, Willamalane supplemented full-time staffing with 16.26 part-time and seasonal positions. Prior to the Covid-19 pandemic, the landscaping and grounds team funded five seasonal positions. Currently, the district has not restored three lost positions, two of which completed a bulk of athletic field maintenance. Even so, seasonal positions continue to be difficult to attract candidates.

The AFSCME union contract gives priority to seasonals for full-time positions and priority for internal vacancies for existing represented employees. A pipeline to full-time employment may assist the district to fill part-time and seasonal vacancies.

Compliance and Enforcement of Park Rules

Challenges related to houselessness, vandalism, and inappropriate use of park space around the country continue to impact park use in larger, urban areas. However, for Willamalane, safety and security in the parks were not identified in the needs assessment survey as a limiting factor to park use. The parks maintenance team reported concerns with significant workloads resulting from these issues.

Willamalane employs two park rangers (2.0) which is insufficient to provide seven days per week coverage.

Park rangers typically address up to twenty illegal camping sites per month. The district has a good relationship with the Lane County Sheriff's Office and the City of Springfield Police Department, both of which are generally responsive to the district's needs.

Only 3% of needs assessment survey respondents suggested their participation was impacted by poor maintenance practices. The same sample also suggested (14% to 30%), depending on location where respondents lived, that improved park maintenance was their second highest future need.

Satisfaction with Park Maintenance and Operations

The survey demonstrated that the community is very satisfied with the quality of the parks, which reflects on park maintenance practices. On a scale of 1 (not at all satisfied) to 5, (very satisfied), both the random, invite sample and much larger open-link sample results reported almost identical results.

Across the board, all park types and components received satisfaction scores greater than 3. The satisfaction ratings for natural areas/open space, park safety and maintenance, synthetic turf fields and trails in parks and/or trail systems are very high, demonstrating extreme satisfaction.

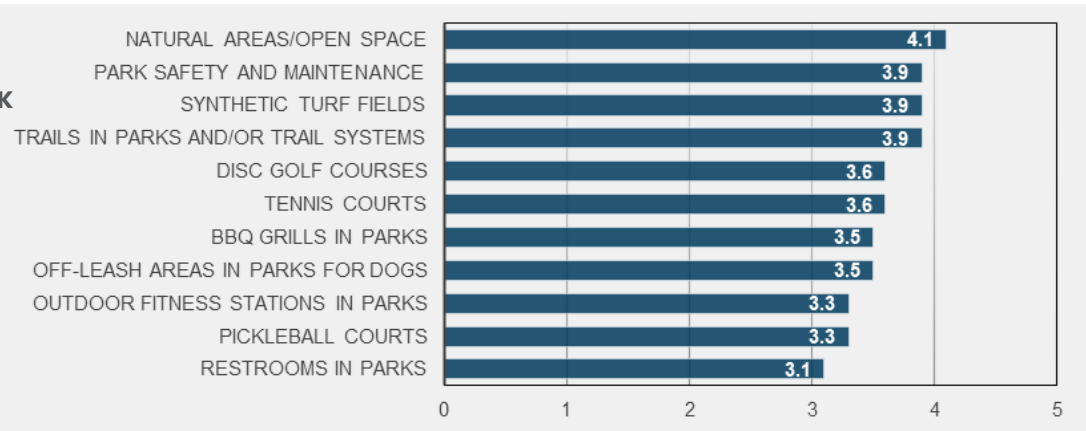
Use of District Parks

The needs assessment survey identified community needs and desires related to park use, facilities, and amenities. The statistically valid, invite survey revealed that trails and paths are the most widely used facilities, followed by natural areas/open space and parks. Overall, greater than 40% of invite respondents reported use of trails/paths, natural areas/open space, or parks and playgrounds at least once a week or more. The percentage of respondents who reported never using park spaces was relatively small.

FREQUENCY OF USE OF PARKS, AND PLAYGROUNDS, TRAILS, AND NATURAL AREAS FROM THE NEEDS ASSESSMENT SURVEY

Park Category	Daily	Weekly	Monthly	Yearly	Never
Parks and Playgrounds	10%	30%	27%	18%	15%
Trails/paths	19%	25%	26%	13%	16%
Natural Areas/ Open Space	13%	29%	28%	14%	16%

NEEDS ASSESSMENT SURVEY - SATISFACTION WITH WILLAMALANE PARK TYPE/COMPONENTS



REASONS FOR NON-USE (INVITE SURVEY SAMPLE)



Maintenance Challenges

A focus group and listening session was held in November, 2022, with a majority of the park maintenance staff to learn about their daily challenges and to confirm study findings. A series of questions was used to prompt

input using cell phone technology, allowing the team to provide input and see the results in real time. Most repeated comments are included in the table below

MAINTENANCE AND OPERATIONS STAFF INPUT

<p>STRENGTHS</p> <ul style="list-style-type: none"> Teamwork Flexibility Ability to keep parks well maintained and safe 	<p>CHALLENGES</p> <ul style="list-style-type: none"> Vandalism/homeless issues Funding and sufficient operations space Short on staff at critical seasons Greater use with more areas to cover 	<p>DO YOU HAVE CAPACITY ISSUES IN PARKS (ARE THEY OVER USED)?</p> <ul style="list-style-type: none"> Yes 12 No 13
<p>DO YOU HAVE CAPACITY ISSUES IN ATHLETIC FIELDS?</p> <ul style="list-style-type: none"> Yes 9 (comments – dogs in parks issues, and trash collection) No 12 	<p>DO YOU FEEL THE ATHLETIC FIELD PERMITTING PROCESS MAXIMIZES USE OF DISTRICT ATHLETIC FIELDS?</p> <ul style="list-style-type: none"> Yes 14 No 6 Unsure 3 	<p>WHAT AREAS WOULD YOU LIKE TO SPEND MORE TIME ON?</p> <ul style="list-style-type: none"> Preventive maintenance Managing irrigation Project work Tree maintenance
<p>IS HOMELESSNESS AN ISSUE FOR STAFF?</p> <ul style="list-style-type: none"> Yes 26 No 0 	<p>WHAT NEW EQUIPMENT DO YOU NEED?</p> <ul style="list-style-type: none"> Newer equipment across the board Transition to electric equipment Excavator, skidsteer, forklift Bucket truck More vehicles 	<p>HAS YOUR WORKLOAD INCREASED IN THE PAST FEW YEARS?</p> <ul style="list-style-type: none"> Yes – 26 No – 0
<p>COMMENTS:</p> <ul style="list-style-type: none"> More parks with no new staff Limited access to seasonal staff Nuisance behavior Staff turn-over Insufficient staffing Unsustainable workload 		

In addition to the input above, maintenance and operations staff voiced the following future priorities and focus areas:

- Add additional dog parks to the system
- Remove sandboxes from the parks; Be mindful of the maintenance requirement for sandboxes
- Focus on a solution to the homeless issues and continual vandalism in the parks
- Bring all parks and site amenities up to “standard”
- Implement a better equipment replacement/asset management program
- Implement a playground replacement program and budget funds each year
- Ensure operations and maintenance funding is in place at time of park project approval
- Increased natural areas funding and staffing are needed for the amount of acreage maintained
- Convert to low maintenance landscapes, drought tolerant plants
- Increase coordination and communication between planning and maintenance staff
- Plant ornamental beds a minimum of 50 feet from playgrounds to minimize maintenance conflicts
- A larger shop with sufficient storage is needed
- Do not place fencing along pathways
- Do not develop new parks and focus on maintaining existing spaces until additional resources and staff are available.
- Replace use of portable restrooms with permanent
- Choose playground components with longer lifespans
- Consider adding Park Ranger staffing for better coverage

Park Components and Playgrounds

As needed, components are replaced with standardized equipment which is especially important for efficient maintenance and because some of the playgrounds may soon be reaching the end of their useful life. Playgrounds are inspected regularly by a certified playground inspector. The population of youth who reside in the district make up ~24% of the overall population and are expected to remain consistent in the future. Playground maintenance and replacement of those playgrounds that have reached their useful life remain a priority for the district.

Athletic Fields

Maintenance of athletic fields includes field preparation completed by staff. Prior to the pandemic, the district provided three staff to support athletic field maintenance. Although sports fields are being used again, the district currently provides only one FTE staff resource.

Volunteer Support for Parks, Trails, and Natural Areas

There is limited volunteer support although a friend’s group at Ruff Park. The district has designated three pesticide free parks that require successful volunteer programs. The district employs a volunteer coordinator who is available to recruit and manage volunteers. In the recent past, volunteers have played an important role in natural area and trails management.

Maintenance Performance and Operating Standards

The district maintains a comprehensive district maintenance manual with the following three objectives:

1. To provide a consistent set of standards for parks districtwide
2. To clearly define staff roles and level of expectations
3. To be used as a training/learning tool

9.9 Key Findings:

This evaluation of maintenance and operations practices recognize many of the same topics identified in the public input process and needs assessment survey. The need for greater resources has been identified as a key priority area.

- Park maintenance is sufficient to meet community needs. Poor maintenance is not identified to impact participation. However, there is a public desire for a higher level of standard and care.
- Space at the Park Service Center is limited and requires expansion of office space, storage, vehicle parking and staging areas.
- Willamalane recognizes the importance of an asset management program related to equipment replacement. A full equipment risk assessment may greatly assist the district to prioritize equipment replacement.
- The natural areas management budget is insufficient to adequately maintain and manage natural areas in a long-term sustainable manner.
- Seasonal staffing related to athletic field maintenance was reduced during the COVID-19 pandemic and not restored.
- Willamalane’s investment in park maintenance is below the national median for typical agencies similar in size. Focus areas may include fully funding operations and maintenance for new park development when new parks are approved, and incrementally increasing funding and FTE closer to the typical national median.
- Willamalane could create neighborhood-based friends groups for parks to assist with project work and to provide stewardship of the spaces.
- A pipeline built into the AFSCME contract to provide seasonal employees with opportunities for full-time positions may assist the district to fill seasonal vacancies.
- Additional park rangers may help to keep the parks safer, but also reduce maintenance and operations costs.
- Willamalane’s maintenance manual is an exceptional resource, clearly defining standards for maintenance of park components and amenities.
- Parks Maintenance and operations are currently staffed at a lower FTE than other agencies reviewed. As a result, Park maintenance is reactive at times due in-part to staffing needs, both in approved positions and ability to recruit applicants.
- There is increasing demand placed on park maintenance positions based on nuisance behavior in the parks.
- The park maintenance facility lacks space for expansion and will need to be addressed in order to accommodate hiring additional park maintenance employees.

Appendix 10: Willamalane Key Issues Matrix

Willamalane Park and Recreation District	Qualitative Data			Quantitative Data			
Key Findings - Rating Scale a - priority b - opportunity to improve c - minor or future issue blank means the issue didn't come up or wasn't addressed	Staff Input	Public Input	Leadership	Surveys	Other Planning Documents	Assess/LOS	Consultant Team
	Sustaining a High Performing Team						
The district has strong leadership and a very positive culture	A	A	A	A	A		A
The district is well staffed with full-time positions within what a typical agency would employ	A				A		A
Seasonal/casual staffing presents a challenge given difficulty attracting candidates for seasonal positions	A	A	A	A	A		A
A position to support procurement is desired by employees	A		C				C
Part-time seasonal wages may lag behind market making recruitment and retention challenging	A	B					B
Some staff may be working out of scope a regular basis which requires a careful evaluation of job descriptions	A	B	C				B
Delivering a Full and Diverse Range of Parks and Recreation Services							
A majority of community members favor both taking care of existing assets and expanding	A	A	A	A			
Encouraging Diversity, Equity, and Inclusion is of the utmost importance to the community	A	A	A	A	A	A	A
The district is expected to experience modest population growth in the next 10 years		A	A		A		A
The median age of district residents has increased from 34.6 in 2010 to 38.6 in 2026 . The popular is growing older.	A	A	A		A		A
The percent of adults 55+ is growing from 25% in 2010, anticipated to grow to 31% by 2026	A	A	A	A	A		A
Younger age groups (0-14) are trending downward but will be stable in the next five years					A		A
The district is getting more diverse. Hispanic populations are trending upward from 11.3 in 2010 to ~17% in 2026.	A			A	A		A
Tribal cultural programming is desired by Springfield's Tribal community	A	A	A				A
A greater relationship and connection is desired by the tribal communities. There are many opportunities to collaborate with Tribal	A	B	A				A
18% of district residents live below the poverty level	A		A	A	A		A
The number of individuals with disabilities is larger that the state of Oregon and almost 1 in 5 district residents.	A			A	A		A
Many playgrounds use engineered playground chips which meet ADA requirements but provide limited inclusive opportunities.	A		A				A
District Priorities from intercept engagement: Outdoor Pool and/or Water Play: 27.5% Expanded Trail System: 13.9% Improvements to existing playgrounds: 13% Childcare opportunities: 11.3% Field/court options in parks: 7.5% Outdoor recreation equipment rentals: 7.3% Additional recreation and fitness classes: 7.0%	A	A	A	A	A	A	A
Twenty-nine percent of district residents are obese		A	A	A	A		A

Key Findings - Rating Scale							
	Staff Input	Public Input	Leadership	Surveys	Other Planning Documents	Assess/LOS	Consultant Team
78% of open link respondents support bond referendum for specific projects. 69% of statistically valid survey respondents may support a bond for specific projects		A	A	A	A		A
Households with children desire trails and bike paths, better maintenance of existing parks and recreation facilities, and an outdoor			A	A			A
Community Recreation Programs and Facilities							
Recreation programs and services are adequately meeting community needs				A			C
Priorities for recreation programs include community farmers market, inclusive programs, enrichment classes, food access programs, and	A	A	A	A			A
Program gaps exist for programs for adults 18-50 and 50+ which are very important to the community	A	A	A	A			A
An outdoor swimming pool is desired and prioritized by district residents		A	A	A			B
Walking and swimming are the two largest participatory fitness activities within the district and remain a priority of district residents	A	A	A	A	A		A
The 1Pass program is very popular and valuable to the community	A	A	A	A	A		A
Accessibility to district recreation programs is a key priority for district residents.	A	A	A	A	A		A
There is demand for bilingual (Spanish) classes and programs of all sorts, but especially relating to arts, culture, and fitness.	A	A	A	A			A
There is demand for music and dancing events in the parks, (salsa, swing, and bachata).		A		A			A
There is a desire for additional facility hours of operation. Expanded hours of operation might lead to increased participation (1/3 of the community)	A	A	B	A			A
Teens desire similar recreation activities to adults – walking, swimming, hiking		A					A
Senior programs are sometimes difficult to access. Very popular and parking is a barrier.	A	A	A	A			A
Environmental and outdoor programs, indoor swimming opportunities and fitness programs, and swimming lessons are the most important recreation programs to district residents	A	A	A	A	A		A
Level of Service Delivered by Parks							
A little less than have of survey respondents feel amenity needs are very well met				A		A	
The LOS can be greatly impacted by adding or improving additional components/amenities in parks - particularly restrooms, courts, shelters, shade, etc.	A	A	A	A		A	A
People do not shy away from use of facilities due to safety and security concerns, transportation issues, parking, or poor maintenance of				A			C
Natural areas are important to the community and there are many opportunities to develop additional natural areas	A	A	A	A	A	A	A
System lacks a "signature park						A	A
36 acres will be needed to maintain current standard of LOS by 2030 (2 parks)					A	A	A

Key Findings - Rating Scale	Staff Input	Public Input	Leadership	Surveys	Other Planning Documents	Assess/LOS	Consultant Team
32% have walkable access within a 10-minute walk; 45% have some access but not at target and 23% lack access (population)						A	A
Many barriers may be limiting walkable access		A	A		A	A	A
Household Income, diversity and crime indexes track the areas where better parks are						A	A
Almost everyone lives within a one-mile drive to parks with outdoor recreation components						A	A
Latinx residents rank outdoor splash pads and trails as top priorities				A		A	A
The greater the walkable access, the less crime and diversity and household income						A	A
Parks and Facility operations							
There has been significant growth in natural areas from 186 acres of natural area and no dedicated natural resource staff to well over a 800 acres of natural area and two full-time staff dedicated to planning and managing these areas.	A		A		A	A	A
The district invests \$1,932 per acres in park maintenance, far below the median of \$9,642 that a typical agency may invest. This is primarily due to the amount of open space/natural areas the district manages.		A		A	A		A
Homelessness & camping issues within the parks suggesting a need for an expanded park rangers program.	A	A	A	A			B
There is increasing demand placed on park maintenance positions based on nuisance behavior in the parks	A	A	A	A			A
The park maintenance facility lacks space for expansion and will need to be addressed in order to accommodate additional park maintenance	A		A				A
Regional park maintenance plans, generated by the maintenance team may be very helpful			A	A			A
Park maintenance is reactive at times due in-part to staffing needs, both in approved positions and ability to recruit applicant pools	A	A	A		A		A
Trails and Natural Areas							
Soft surface trails and scenic areas are top trail desires, connection is second, following by paved walking paths		A	A	A	A		A
Trail Systems, soft surface and paved paths are very popular and are the top priority among district residents. Connectivity of bike paths and trails remains a very high priority.	A	A	A	A	A		A

Key Findings - Rating Scale a - priority b - opportunity to improve c - minor or future issue blank means the issue didn't come up or wasn't addressed	Staff Input	Public Input	Leadership	Surveys	Other Planning Documents	Assess/LOS	Consultant Team
	Positive, Proactive Communication with the Community						
The 2022 accreditation should be a focus of branding efforts							A
Communication is quite good with community		A		A	A		A
A greater relationship and connection is desired by the tribal communities.	A	A	A				A
The community desires additional survey engagement Annual Survey or bi-annual survey)		B		A			A
The most common ways Latinx population receives information getting their information included newsletters, social media, radio, and direct				A			
Bilingual staff at the desks or over the phone can greatly reduce any communication barriers.	A			A			A
There is room for improvement in communication and outreach to non-users		A	A	A			A
Over half of Open Link survey Respondents are unaware of available programs as are 67% of the invite sample.		A		A			
36% of Latinx are not aware of facilities, 57% are not aware of programs. This compares to 27% and 37% respectively.		A		A			A
A large majority of district residents feel communication is good – only 27% of invite same respondents suggested communication was not				A			A
A majority (86%) of district residents are familiar with parks, facilities, and services				A			
District residents receive information about the district parks and programs, etc. by direct mail (63%), followed by word of mouth, the				A			
Only 13% of district residents receive information by social media although 26% would like to receive information by social media				A			
Residents prefer direct mail (69%) and email (64%) as ways to receive information				A			
Residents are not interested in receiving information by school newsletter, posters at facilities, or word of mouth. 22% are interested in				A			
45-54 year-olds primarily receive information via social media. People 55+ by direct mail. People under 35, by direct mail and word of mouth				A			
People 55 and older prefer direct mail and email. The older you get, the less likely you prefer to receive information by email				A			
People under 35 are least likely to want information distributed via schools.				A			
There is a need for more communication/outreach specifically for Native programming	A	A	A	A			A
Residents desire additional bilingual information in parks and buildings	A	A	A	A			A
The most common ways Latinx population receives information on parks and programs included newsletters, social media, radio, and direct				A			
There are communication barriers related to a lack of bilingual staff at the front desks or over the phone		A	A	A			A
Teens do not wish to receive information via social media	A	A	A	A			

Appendix 11: Project List and Phasing Plan

This project list includes capital projects prioritized into short-term (1-5 years), mid-term (6-10 years), and long-term (11+ years) project phases. It also identifies ongoing project priorities that will be implemented as opportunities arise. The map at the end of the section serves as a reference to identify project locations.

	Phase	Time to Complete
1	1. Short-term	1-5 years
2	2. Mid-term	6-10 years
3	3. Long-term	11+ years





Proactively Plan and Design for Future Park Projects

PROJECT

S1 - Booth Kelly Trailhead to Middle Fork Path Connector

Work with partners and landowners to design an additional trail connector along Springfield Butte that connects the Middle Fork Path to the Booth Kelly Trailhead. Include consideration of a new viewpoint along Springfield Butte if feasible.

Estimated Project Cost: \$225,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	K	H	L31/ N02

S2 - Dorris Ranch

Plan and design for master plan improvements including parking lot, use of the Allen property, and nature play areas.

Estimated Project Cost: \$100,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	K	H	West of N02

S3 - Guy Lee Park / Elementary

Work with SPS to create a master plan for the park that maximizes recreation opportunities and public access on the combined properties.

Estimated Project Cost: \$22,500

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	K	A	L18

S4 - Island Park Design

Work with partners to update the master plan for Island Park.

Estimated Project Cost: \$62,500

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	K	C	West of N19



Proactively Plan and Design for Future Park Projects

PROJECT

S5 - Moe Mountain Natural Area

Multi-use Path Design

Work with partners to design new multi-use path from northernmost point of Moe Mountain Natural Area, connecting to northernmost point of the Levee Path. (4.3a, 4.3b)

Estimated Project Cost: \$192,500

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	K	B	L05

S6 - Wallace M. Ruff Jr. Memorial Park

Update park master plan to incorporate acquired land since the last master planning effort.

Estimated Project Cost: \$20,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	K	F	East of N20

S7 - West D St. Greenway Master Plan

Work with partners and the public to create a master plan for the waterfront area. (1.9, 8.18)

Estimated Project Cost: \$75,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	K	C	South of L40

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Expand Level of Service in Existing Parks

PROJECT

S8 - Gamebird Park and Garden

Revisit design and conduct entire park upgrade. Look for opportunities to expand service on adjacent Springfield Public Schools land. (1.4) Add path connection between Flamingo Ave. and N. Cloverleaf Loop. (4.7, 8.1)

Estimated Project Cost: \$1,150,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	L	A	L16

S9 - Georgia Pacific Natural Area

Implement Georgia Pacific Natural Area improvements per the park master plan.

Estimated Project Cost: \$1,700,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	L	I	L35

S10 -James Park

Prepare master plan and redevelop park. (1.24, 8.6)

Estimated Project Cost: \$1,225,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	L	G	L33

S11 -Menlo Park

Update and add to components in this park to provide better level of service to the neighborhood. (8.5)

Estimated Project Cost: \$675,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	L	C	L17

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Expand Level of Service in Existing Parks

PROJECT

S12 - Tyson Park

Prepare master plan and redevelop park. (8.7)

Estimated Project Cost: \$1,100,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	L	E	L15

S13 - Willamalane Park

Complete master plan for this park and implement improvements. (8.16)
Based on the results of the feasibility study, expand the aquatic facility to incorporate outdoor pool and/or water play elements.

Estimated Project Cost: \$4,600,000*

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	L	D	West of L19

S14 -Outdoor Water Play Feature

Determine ideal location(s) for development and then develop an outdoor water feature within the district. (7.6)

Estimated Project Cost: \$712,500

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	N	All	All

*The outdoor pool at Willamalane Park (approximately \$19 million) is not included in Phase One estimates.

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Conduct Minor Updates in Existing Parks

PROJECT

S15 - Bob Artz Memorial Park

Update playgrounds.

Estimated Project Cost: \$550,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	M	F	L08

S16 - Meadow Park

Upgrade courts at this park.

Estimated Project Cost: \$700,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	M	C	West of N19

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Develop New Parks in Growing and High Priority Areas

PROJECT

S17 - New Neighborhood Park

Develop a neighborhood park adjacent to new Woodland Ridge development in this region. (1.33)

Estimated Project Cost: \$1,940,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	L	I	L10

S18 - New Pocket Park

Plan, design, construct a new pocket park in region No7. (1.11)

Estimated Project Cost: \$1,000,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	L	D	N07

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



New Acquisitions

PROJECT

S19 - New Neighborhood Park

Acquire land for a new neighborhood park adjacent to new development happening at Woodland Ridge. (1.33)

Estimated Project Cost: \$400,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	M	I	L10

S20 - New Neighborhood Park

Seek opportunities for acquisition for future neighborhood or pocket park in this high priority area. (1.14)

Estimated Project Cost: \$270,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	M	E	N06

S21 - New Pocket Park

Acquire land in this high priority area for a new pocket park. (1.30, 1.31)

Estimated Project Cost: \$135,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	M	I	N23

S22 - Bob Artz Memorial Park

Acquire adjacent land to expand ballfields.

Estimated Project Cost: \$270,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	N	F	L08

S23 - Moe Mountain Natural Area

Acquire land south of Moe Mountain Natural Area (i.e. abandoned railroad) to promote connectivity between the south end of Moe Mountain to the Levee Path.

Estimated Project Cost: \$270,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	N	B	L05

S24 - Thurston Hills Natural Area

Acquire land adjacent to park for improved access and an additional trailhead.

Estimated Project Cost: \$5,070,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	N	J	Various

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Trail Projects

PROJECT

S25 - McKenzie River Multi-use Path

Design and construct a new multi-use path from the south end of the Levee Path, along McKenzie River (north of 126), connecting to High Banks Road at 52nd St. (4.11)

Estimated Project Cost: \$2,675,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	M	B/F	L23

S26 -South Weyerhaeuser Haul Road (Thurston Hills Path)

Design and construct a multi-use path on existing Weyerhaeuser Haul Road. (4.12)

Estimated Project Cost: \$2,350,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	M	J	L02 - L04

S27 - Gary Walker Trail System at Dorris Ranch

Build additional trails at Dorris Ranch per the master plan update.

Estimated Project Cost: \$575,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	N	H	West of N02

S28 - Thurston Hills Natural Area Trail Expansion

Develop trails to accommodate beginner mountain bike riders and trails that consider principles of universal design within the Thurston Hills Natural Area.

Estimated Project Cost: \$275,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	N	J	Various

S29 - Thurston Hills Natural Area South Trailhead

New trailhead access to Thurston Hills Natural Area on the south side.

Estimated Project Cost: \$1,975,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	O	J	North of L04

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Building Facilities

PROJECT

S30 - District Space Study

Conduct a district-wide space assessment to address needs and maximize use of existing facilities to meet programmatic and staffing capacity needs for the district.

Estimated Project Cost: \$80,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
4.1	B	All	All

S31 - Willamalane Park Swim Center Feasibility Study

Complete a seasonal outdoor pool feasibility study to assess opportunities to co-locate an outdoor swimming pool at the Willamalane Park Swim Center.

Estimated Project Cost: \$70,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
4.1	C	All	All

S32 - Park Services Center Facility

Design and build Park Services Center facility improvements based on recommendations from the facility space study.

Estimated Project Cost: \$652,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
4.1	F	E	L15

S33 - Willamalane Adult Activity Center Parking Lot Renovation

Improve existing parking lot to minimize erosion and improve year round usability. Design expansion of parking lot and an accessible walkway from the adjacent parcel to the west.

Estimated Project Cost: \$437,500

STRATEGY	ACTION	AREA	PRIORITY ZONE
4.1	G	C	West of N19

S34 - Bob Keefer Center Expansion

Develop a master plan and construct an expansion to the Bob Keefer Center to provide additional programming and recreation space. (7.3)

Estimated Project Cost: \$17,550,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
4.1	J	I	South of L15

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Coordinate with Partners

PROJECT

S35 - Centennial Elementary

Work with SPS to improve playground and increase public access to this school to help meet the need for service in this neighborhood.

Estimated Project Cost: \$250,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	E	C	L17

S36 - Maple Elementary

Work with SPS to improve playground and increase public access to this school to help meet the need for service in this neighborhood. Work with the City and Safe Routes to Schools to assure safe connections to this play area from adjacent underserved areas.

Estimated Project Cost :\$250,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	E	D	L19

S37 - Riverbend Elementary

Work with SPS to improve playground and increase public access to this school to help meet the need for service in this neighborhood.

Estimated Project Cost: \$250,000

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	E	E	N03

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Proactively Plan and Design for Future Park Projects

PROJECT

M1 - McKenzie River Boat Access

Work with regional partners to design improvements at the Hayden Bridge Boat Ramp to be constructed in Phase 3.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	O	B	L05

M2 - Jack B. Lively Memorial Park Design

Update the master plan to reflect existing improvements and re-assess current needs. (2.5, 8.15)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	O	F	N20

M3 - Rob Adams Park

Design park improvements to update existing features and increase level of service to adjacent neighborhood.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	O	J	L02, South of L02

M4 - Weyerhaeuser McKenzie Natural Area

Work with partners to create a master plan, promoting improved public access/use of this natural area. (3.2)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	O	B	L23

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Expand Level of Service in Existing Parks

PROJECT

M5 - Bob Artz Memorial Park

Design and construct improvements to fields and areas surrounding fields. (8.22)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	P	F	L08

M6 - By-Gully Pocket Park

Coordinate with landowners to add a small pocket park on west end of path. (1.6)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	P	C	L17

M7 - Dorris Ranch

Build improvements per the park master plan including parking lot, phase 1 improvements of the Allen property and nature play areas. (5.5, 8.21)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	P	H	West of N02

M8 - Eastgate Woodlands of the Whilamut Natural Area

Coordinate with the Citizen Planning Committee (CPC) to improve undeveloped land per the master plan. Consider updates to the master plan upon full implementation. (8.25)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	P	C	South of L40

M9 - Guy Lee Park

Coordinate with SPS and the City to develop a park master plan for park and implement improvements. Consider improved neighborhood access and a multi-use path along the SCS Channel (4.4, 8.23).

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	P	A	L18

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Expand Level of Service in Existing Parks

PROJECT

M10 - Jesse Maine Memorial Park

Provide additional components at this park to increase service to adjacent neighborhood.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	P	J	L03

M11 - Les Schwab Sports Park

Complete full implementation of the park master plan and replace turf surfacing on sport fields. (6.1)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	P	I	South of L15

M12 - Mill Race Park

Work with partners and landowners to create a master plan and build improvements to park. (5.3, 8.19)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	P	H	NW of L31

M13 - Page Park

Work with partners at SPS to create a master plan for this park and develop park accordingly. (8.3)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	P	B	L06

M14 - Wallace M. Ruff Jr. Memorial Park

Implement improvements per updated master plan.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	P	F	East of N20

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Conduct Minor Updates in Existing Parks

PROJECT

M15 - Douglas Gardens Park

Reconstruct tennis & basketball courts. Consider needs for playground replacement. (8.11)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	Q	I	L30

M16 - Fort Park

Upgrade playground and surfacing. (8.8)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	Q	F	L07

M17 - Heron Park

Update playground and surfacing.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	Q	C	South of L40

M18 - Pride Park

Renovate play area and courts. (8.12)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	Q	I	West of L39

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Conduct Minor Updates in Existing Parks

PROJECT

M19 - Robin Park

Update playground and surfacing.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	Q	B	L20

M20 - Royal Delle Park

Upgrade the playground and surfacing at park.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	Q	B	L22

M21 -Thurston Park

Upgrade playground and repair basketball courts as needed.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	Q	F	West of L08

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Develop New Parks in Growing and High Priority Areas

PROJECT

M22 - New Neighborhood or Special Use Park

Work with the City to improve pedestrian access and provide a neighborhood or special use park in this redeveloping area. (1.26)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	Q	G	N27

M23 - New Pocket Park

Develop a new pocket park to expand service in this high priority area.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	Q	I	N23

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



New Acquisitions

PROJECT

M24 - Harvest Landing

Look for opportunities to acquire land adjacent to Harvest Landing to improve public access to that natural area.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	F	B	L36

M25 - Area J / Lo4

Acquire land for a new community recreation facility, community park, and wetland natural area park in this region. (2.4, 3.7)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	R	J	L04

M26 - Area J / Lo4

Acquire land for a new neighborhood park in this redeveloping area. (1.19)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	R	J	L04

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Trail Projects

PROJECT

M27 - Booth Kelly Trailhead to Island Park Connector

Work with partners and landowners to design, develop, and sign pedestrian/bike connection from Island Park to Booth Kelly Trailhead utilizing both on- and off-street connections.

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	A	C, H	Various

M28 - Booth Kelly Trailhead to Middle Fork Path Connector

Build a trail connector from the Booth Kelly Trailhead to the Middle Fork Path via the east side of Springfield Butte per previous design. (modified from 4.25)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	A	H	N02

M29 - By-Gully Path Extensions

Work with partners to design and construct connections from the By-Gully Path to Eastgate Woodlands and neighborhoods and schools to the east. (4.8, 4.9, 8.17)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	A	C, D	Various

M30 - Glenwood Riverfront Multi-use Path West

Work with partners to plan for and design a riverfront linear park and multi use path from I-5 to the Springfield Bridge, consistent with the Glenwood Refinement Plan. (4.13)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	A	G	Various

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Trail Projects

PROJECT

M31 - Moe Mountain Natural Area Multi-use Path Construction

Develop new multi-use path from northernmost point of Moe Mountain Natural Area south, connecting to northernmost point of the Levee Path per plans from previous design efforts.(4.3a, 4.3b)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	A	B	L05, L23

M32 - Bridge to Glenwood at Island Park

Work with the city to explore the feasibility of a bicycle/pedestrian bridge from the riverfront path in Glenwood to Island Park, per the Downtown District Urban Design Plan. (4.15)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	B	C, G	North of L31

M33 - Bridge to Howard Buford Recreation Area

Conduct feasibility with regional partners on the siting and design of a pedestrian bridge across the Willamette, providing access to Howard Buford Recreation Area. Include pedestrian, bike, and equestrian access as considerations in this process.

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	B	TBD	TBD

M34 - Clearwater Park Trails

Build additional, remaining trails at Clearwater Park per master plan.

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	C	I	South of L25

M35 - Thurston Hills Natural Area North Trailhead

Design and construct expansion of existing parking lot to support additional capacity at the north side of Thurston Hills Natural Area.

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	D	J	L01, N12

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Expand Level of Service in Existing Parks

PROJECT

L1 - Clearwater Park

Fully implement the park master plan. (5.4)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	I	South of L25

L2 - Douglas Gardens Park

Upgrade playground, surfacing, and consider other park improvements in Coordinate with partners at SPS. (8.11)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	I	L30

L3 - Island Park

Implement the updated master plan, including playground renovations. (8.14)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	C	West of N19

L4 - Jasper Meadows Park

Design and develop park improvements to increase level of service to adjacent neighborhood.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	I	L11

L5 - Kelly Butte Overlook

Design and construct improvements to park so it provides a better level of service to neighbors and visitors. (8.20)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	C	South of L17

L6 - Lively (Jack B.) Park

Implement park improvements per the updated master plan, including plans for underutilized space and additional walking trails.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	F	N20

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Expand Level of Service in Existing Parks

PROJECT

L7 - Marylhurst Park

Work with partners to increase recreation opportunities on adjacent City-owned land west of Marylhurst Park.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	D	L19

L8 - Pacific Park

Upgrade and expand recreation opportunities at this park.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	B	L06

L9 - Rob Adams Park

Develop park improvements per previous design efforts.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	J	L02, South of L02

L10 - Volunteer Park

Design and develop park improvements to increase level of service to adjacent neighborhood.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	I	South of L15

L11 - Weyerhaeuser McKenzie Natural Area

Construct improvements identified in the updated master plan. (3.2)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	B	L23

L12 - Willamette Heights

Design a master plan for this park and implement improvements to increase level of service to adjacent neighborhood. (8.13)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	R	H	South of L31

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Develop New Parks in Growing and High Priority Areas

PROJECT

L13 - New Community Park

Create a master plan and develop a new community park in SE Springfield. (Lo4)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.1	I	J	L04

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Trail Projects

PROJECT

L14 - Booth Kelly Road Multi-use Path

Work with the City to provide a multi-use path along the Booth-Kelly Road corridor from Mill Race Path to the Weyerhaeuser Haul Road. (4.22)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	E	I	Various

L15 - EWEB Path Extension to Don St.

Work with the City and EWEB to design and construct an extension of the EWEB Path to Don St. (4.2)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	E	A	L18

L16 - EWEB Path Extension to Laura St.

Work with the City and EWEB to design and construct EWEB path extension, west to Laura Street. (4.1)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	E	A	L18

L17 - Glenwood Riverfront Multi-use Path South

Work with partners to develop a riverfront linear park and multi-use path from the Springfield Bridge to Seavey Loop Road. (4.14)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	E	G	N18

L18 - Glenwood Riverfront Multi-use Path West

Build a riverfront linear park and multi-use path per the design in Phase 2. (4.13)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	E	G	Various

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Trail Projects

PROJECT

L19 - Bridge to Glenwood at Island Park

Work with the City to construct a bicycle/pedestrian bridge from the riverfront path in Glenwood to Island Park, per the design in Phase 2. (4.15)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	F	C, G	North of L31

L20 - Bridge to Howard Buford Recreation Area

Work with partners to develop a pedestrian bridge across the Willamette River per design in phase 2, providing access to Howard Buford Recreation Area. Include pedestrian, bike, and equestrian access as a considerations in this process. (4.23)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	F	Various	Various

L21 - Bridge to Glenwood at Dorris Ranch

Conduct a feasibility study with regional partners on the siting and design of a pedestrian bridge across the Willamette River, connecting Dorris Ranch to future path systems along the south side of the river. (4.24)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	G	G, H	N18 - East

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Building Facilities

PROJECT

L22 - Splash!

Design and construct a building expansion to provide additional community space. (7.2)

STRATEGY	ACTION	AREA	PRIORITY ZONE
4.1	M	F	N20



NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Trail Projects

PROJECT

O1 - EWEB Path On-street Connection

Work with City partners to provide on-street connection from EWEB Path to Moe Mountain Natural Area Multi-use Path. (4.3a)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	B	B	West of L05

O2 - Middle Fork and Mill Race Path North Extensions

Explore opportunities for additional on- and off-street connections from the Middle Fork Path to the north, providing better connectivity to the trail system from residential areas in Springfield. (4.2o)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	F	H, I	Various

O3 - North Springfield Trail Connectivity

Work with regional partners to support a bike and pedestrian connection to the Coburg Loop Area and Armitage Park from north Springfield as opportunities exist.

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	H	A	N01

O4 - Thurston Hills Natural Area Expansion

Coordinate with BLM to promote opportunities for expansion of trail network to adjacent property to the east.

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	H	J	N12

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Trail Projects

PROJECT

05 - Lyle Hatfield Path Extension

Work with public and private partners to seek opportunities to expand the Lyle Hatfield multi-use path from RiverBend Hospital in either direction along the McKenzie River, utilizing on-street neighborhood connections when necessary.

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	I	A, B	North & South of L28

06 - Middle Fork Path East Extension

Explore opportunities for additional on- and off-street connections from the Middle Fork Path to the east, eventually connecting to Jasper Road. (4.21)

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	K	I	Various

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



New Acquisitions

PROJECT

07 - Thurston Hills Natural Area

Seek opportunities for acquisition and expansion of the natural area to support increase capacity/use and improved access to neighbors and visitors.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	F	J	Various

08 - Willamette Heights

Look for opportunities to acquire land to expand oak habitat and trails on south side of park.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	F	H	South of L31

09 - Booth Kelly / Mill Pond Park

Work with the City to develop a natural area park at the Booth-Kelly / Mill Pond site. (3.4)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	G	H	L13, L31

010 - Glenwood Riverfront

Acquire land to accommodate access to riverfront trail.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	I	G	N18

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



New Acquisitions

PROJECT

O11 - Jasper Meadows Wetland Park

Work with developer to acquire and develop natural area park south of Jasper Meadows Park. (3.6)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	I	I	L11

O12 - New Neighborhood Park

Acquire land for a new neighborhood park on east side of this region in advance of development. (1.22)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	I	J	L02

O13 - Area J / L04

Collaborate with public and private partners to pursue acquisition and development of a community park south of Main Street in east Springfield. (2.4)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	F	J	L04

O14 - Area G / L29 & N26

Look for opportunities for a larger acquisition in this redeveloping area to support future growth and special uses. (1.25)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	I	G	L29/ N26

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



New Acquisitions

PROJECT

O15 - Area E / No3

Seek opportunities for acquisition for future pocket or neighborhood park in this region.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	I	E	N03

O16 - Area D / No7

Seek opportunities for acquisition or easements to expand recreational use and access to this underserved neighborhood.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	I	D	N07

O17 - Area D / N14

Work with partners to look for opportunities for acquisition in this underserved area.

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	I	D	N14

O18 - South Jasper Natron Wetland Park

Collaborate with City and developers to pursue acquisition and development of a natural area park connecting to neighborhoods and other parks. (3.6)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	I	J	L04

O19 - McKenzie Riverfront & Cedar Creek

Look for opportunities to acquire land or develop easements that provide access to the McKenzie River and Cedar Creek.

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	J	A, B, F	Various

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Coordinate with Partners

PROJECT

O20 - Safe Access to Willamalane Park

Work with City to assure bike/pedestrian safety is prioritized along main corridors providing access to Willamalane Park from adjacent underserved neighborhoods.

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.1	G	D	Various

O21 - By-Gully Path Improvements

Look for opportunities to increase aesthetics and improve user experience through increased shade and seating along existing trail corridor.

STRATEGY	ACTION	AREA	PRIORITY ZONE
3.2	H	C	L17

O22 - Downtown Urban Park / Plaza

Coordinate with Team Springfield to explore feasibility of developing an urban plaza or park downtown per the City's Downtown District Urban Design Plan. (5.2, 1.16)

STRATEGY	ACTION	AREA	PRIORITY ZONE
2.2	H	D	TBD

O23 - EWEB Path Improvements

Make improvements to enhance the user experience, such as benches, public art, and other amenities. (8.2)

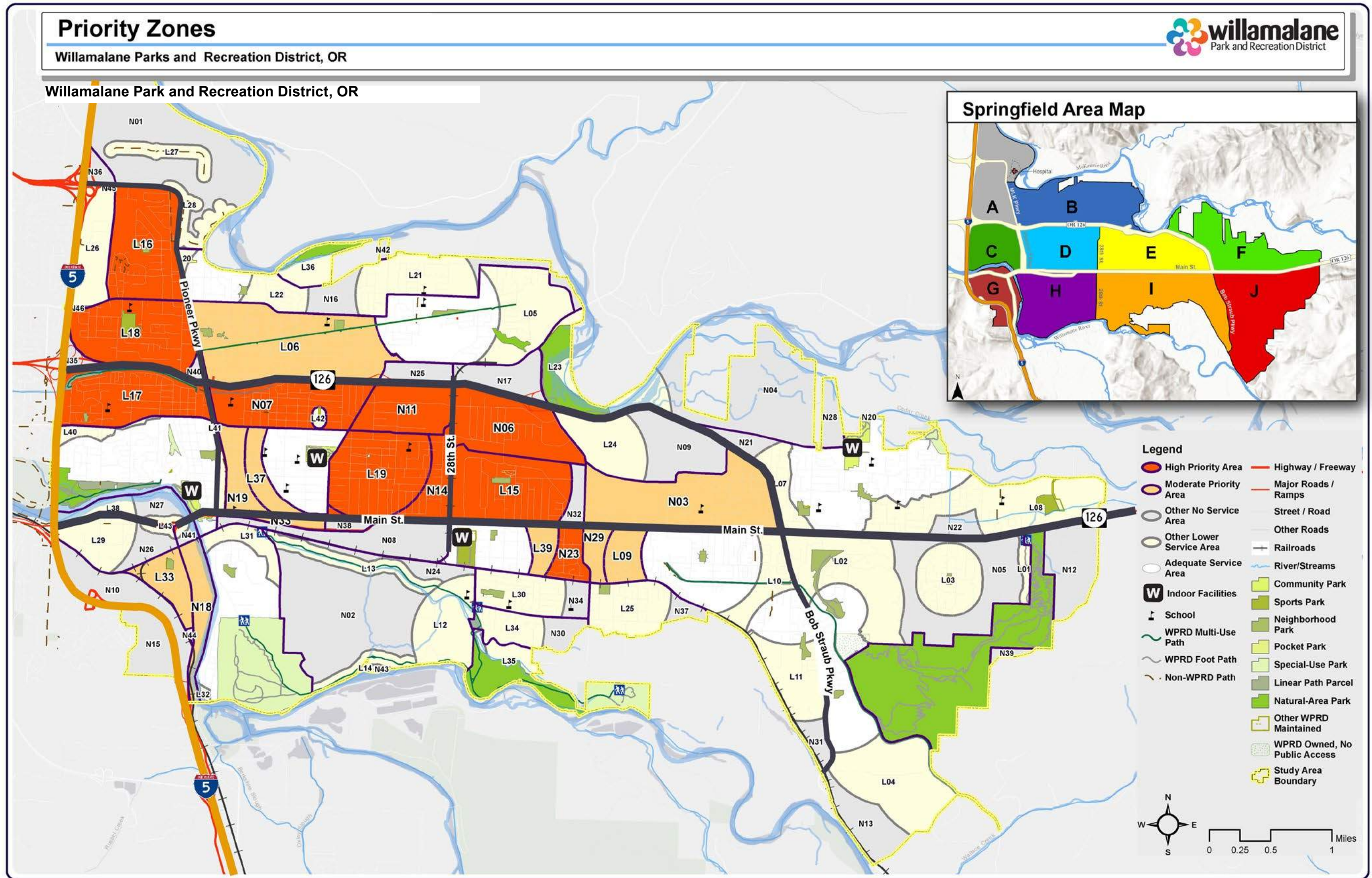
STRATEGY	ACTION	AREA	PRIORITY ZONE
3.2	H	B	Various

O24 - Thurston Hills Natural Area Mountain Bike Trails

Continue to monitor, expand, and adapt the trail system to meet user needs and create a sustainable trail system.

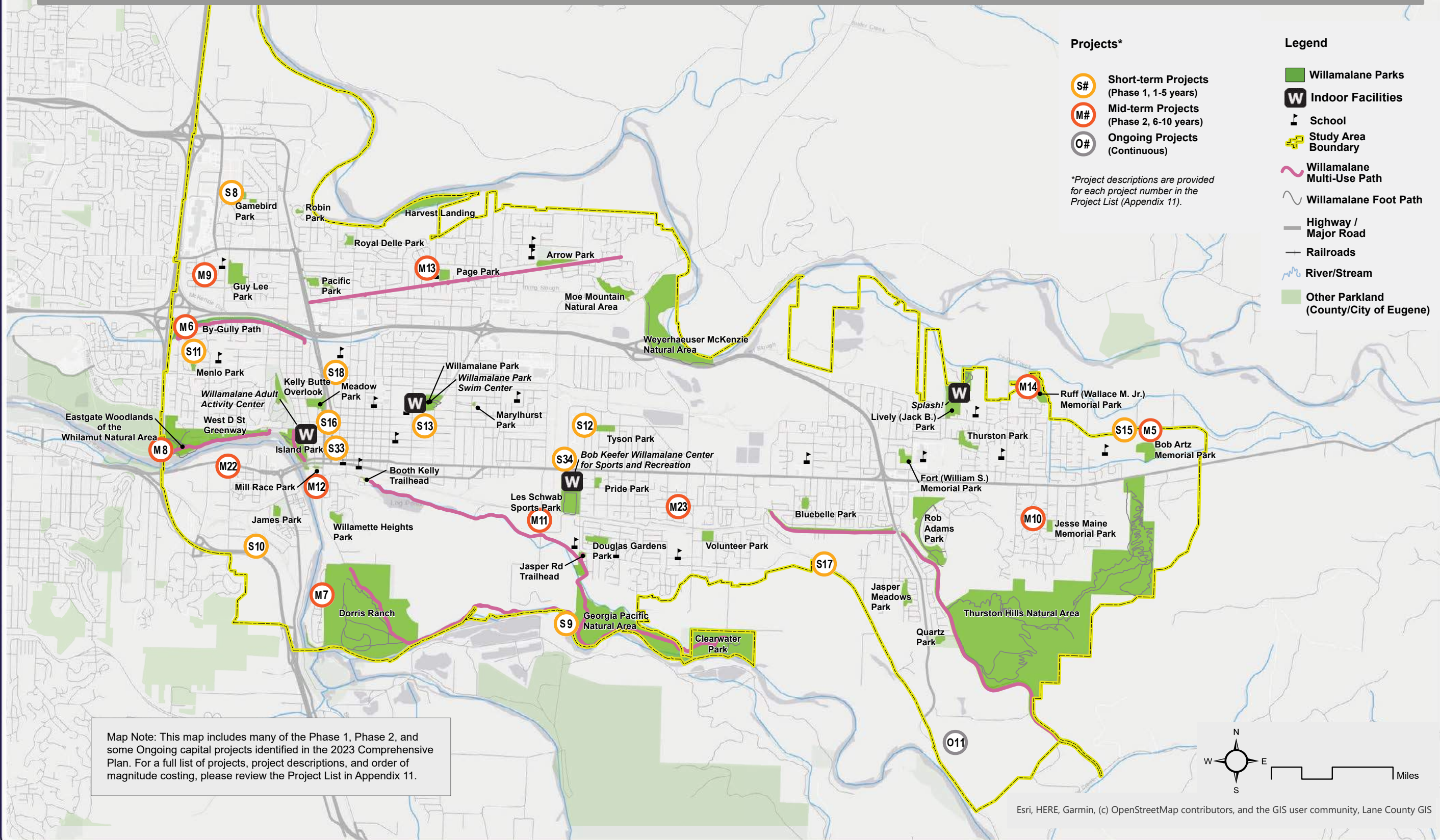
STRATEGY	ACTION	AREA	PRIORITY ZONE
3.2	I	J	TBD

NOTES: Numbers in parentheses shown at end of project descriptions (e.g.,1.14) are references to related actions from the 2012 Comprehensive Plan.



Park Project List and Recommendations Map

Willamalane Park and Recreation District, OR



Projects*

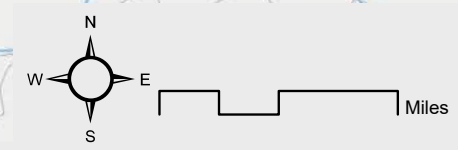
- S# Short-term Projects (Phase 1, 1-5 years)
- M# Mid-term Projects (Phase 2, 6-10 years)
- O# Ongoing Projects (Continuous)

*Project descriptions are provided for each project number in the Project List (Appendix 11).

Legend

- Willamalane Parks
- W Indoor Facilities
- School
- Study Area Boundary
- Willamalane Multi-Use Path
- Willamalane Foot Path
- Highway / Major Road
- Railroads
- River/Stream
- Other Parkland (County/City of Eugene)

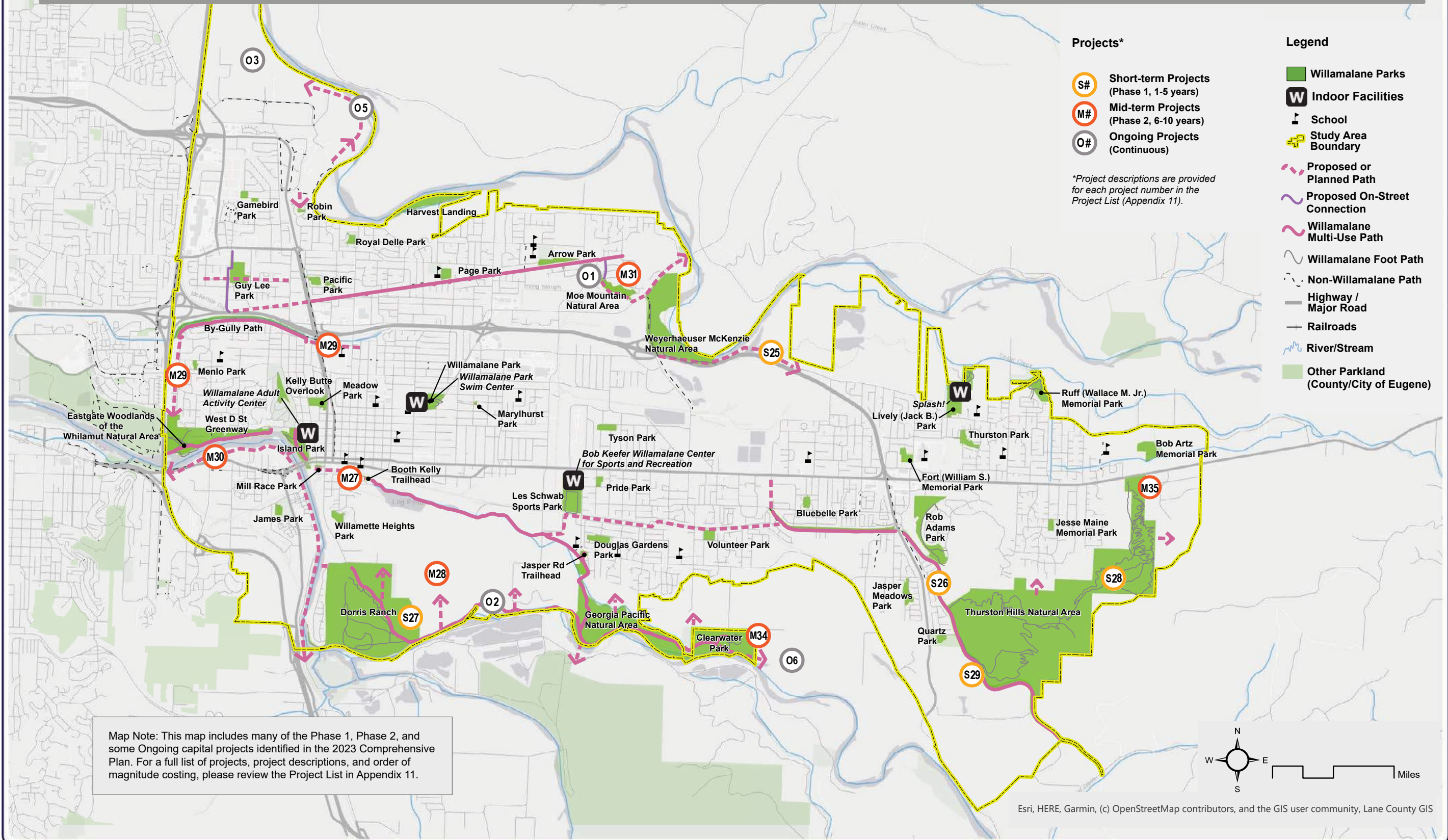
Map Note: This map includes many of the Phase 1, Phase 2, and some Ongoing capital projects identified in the 2023 Comprehensive Plan. For a full list of projects, project descriptions, and order of magnitude costing, please review the Project List in Appendix 11.



Esri, HERE, Garmin, (c) OpenStreetMap contributors, and the GIS user community, Lane County GIS

Path and Trail Project List and Recommendations Map

Willamalane Park and Recreation District, OR



Appendix 12: Performance Measures

PERFORMANCE MEASURES

The performance measures are examples and serve as a starting point for the district to consider in developing ways to evaluate progress on implementing the plan.

Performance measures can assist the district to evaluate plan implementation and are based on the plan goals described in Chapter 9, which are printed below in bold. Staff will periodically evaluate progress toward these goals and periodically report progress to the district board.

Baselines for each measure should be approved by the district Executive Director and be adjusted as appropriate.

Data collection for implementing the performance measures come from a combination of quantifiable data from budgets, participation, etc., while data for many measures may come from a district survey that can be completed annually or every two years. Those are annotated below with an (S). It is important that the survey questions be consistent from year to year, allowing progress to be measured.

1. Continue to operate the district at a nationally accredited (CAPRA) standard.

- Progress toward reaccreditation process

2. Provide a safe and equitable system of parks and natural areas.

- Number of residential areas with access to a neighborhood park within a ten-minute walk
- Acres of parkland per thousand residents
- Acres of accessible natural areas per thousand residents
- Percentage of community members who rate Willamalane parks as very good or

Excellent (S)

- Percentage of residents visiting a park or natural area at least once per year (S)

3. Provide an easily accessed and connected system of paths and trails.

- Trails and trail connections rated very good or excellent (S)
- Miles of trails per thousand residents
- Percentage of residents using a trail at least once per year (S)

4. Provide access to high-quality and affordable recreation facilities.

- Percentage of residents who report that cost does not inhibit participation (S)
- Number of scholarships provided to district residents
- Number of free or low-cost events/programs provided



5. Strive for a high standard of care for the maintenance of parks, trails, and facilities across the district.

- District investment in maintenance and operations of parks and facilities (per capita)
- Satisfaction with park and facility maintenance – Very good to excellent (S)

6. Offer recreation programs and services that respond to district needs and encourage healthy lifestyles.

- Percentage of respondents participating in a program or activity at least once per Year (S)
- Percentage of population familiar with Willamalane facilities and programs (S)
- Satisfaction with programs and services (S)
- Number of new programs and activities offered each quarter

- Number of family programs provided by Willamalane
- Participation rates in senior programs
- Participation rates in adaptive recreation programs
- Percentage of Willamalane employees who speak a language in addition to English
- Number of Willamalane programs or events targeted to the Latinx population

7. Be a responsible steward of district resources and partnerships.

- Percentage of park operations budget dedicated to natural resource restoration
- Percentage of park sites with natural resource management plans
- Number of volunteer hours reported



willamalane
Park and Recreation District

COMPREHENSIVE PLAN

Appendices

Springfield's Comprehensive Plan

[Add the following text to this section of the Preface and update "X" placeholders accordingly]:

In 202X, the Parks and Recreation Facilities Element was updated to reflect adoption of the Willamalane Park and Recreation District Comprehensive Plan (adopted by Springfield Ord. XXXX and Lane County Ord. PA XXXX).

Among these agencies and districts, a wide variety of parks and recreation programs, encompassing those previously mentioned, are provided for the residents they serve.

In addition, the park and recreation agencies and the metropolitan school districts have combined their resources and coordinated efforts to provide open space and parks and recreation facilities in conjunction with the schools.

Also, in recent years, private recreational facilities, such as swimming pools and tennis and racquetball courts, have been developed. Several private golf courses have been in operation in the community for a number of years.

Goal

Provide a variety of parks and recreation facilities to serve the diverse needs of the community's citizens.

Findings and Policies

Findings²⁹

1. Increases in leisure time, income, transportation energy costs, and projected population growth indicate that there will continue to be a significant demand for a diversity of park and recreational opportunities in the metropolitan area.
2. Regardless of what standard is used, it is becoming increasingly difficult for local park agencies to meet the demands and needs of the community for parks and recreation facilities. The major problems include:
 - a. Areas developing without parks and recreation facilities available for the residents.
 - b. Competition for limited available financial resources between the need to purchase park land to meet future demands (before the land is no longer available) and the need to develop existing park land to meet current demand.
 - c. Competition for limited financial resources to provide the diversity of parks and recreational programs demanded by the community's citizens.
 - d. Land suitable and available for parks and recreation facilities often competes with other land use activities and needs in the metropolitan area.

²⁹ Willamalane Park and Recreation District's *Park and Recreation Comprehensive Plan* is the Recreation Element of the Springfield Comprehensive Plan. Refer to the Springfield Comprehensive Plan for the most recently adopted approach to parks and recreation system planning specific to the area within the Springfield urban growth boundary.

**SPRINGFIELD PLANNING COMMISSION
STAFF REPORT & FINDINGS
TYPE 4 – LEGISLATIVE AMENDMENTS**

Project Name:	Willamalane 2023 Park and Recreation Comprehensive Plan
Willamalane’s Planning (“Study”) Area:	See maps on pages 15 and 16 showing applicability inside and outside Springfield’s planning jurisdiction.
Springfield’s Jurisdiction:	Land within the Springfield urban growth boundary (UGB), coterminous with the Eugene-Springfield Metropolitan Area General Plan boundary for the area east of Interstate 5. This area includes land within city limits and urbanizable land outside city limits.
City of Springfield Case Number:	811-23-000285-TYP4
Lane County Case Number:	509-PA24-05048 (Lane County’s staff report also addresses an amendment to the Lane Code—only applicable outside the Metro Plan boundary and Springfield UGB.)
Joint Springfield and Lane County Planning Commissions Hearing:	April 2, 2024
Lane County Board of County Commissioners 1st Reading:	May 14, 2024
Joint Springfield City Council and Lane County Board of Commissioners Hearing:	June 10, 2024

I. NATURE OF THE PROPOSED AMENDMENTS

Willamalane Park and Recreation District (“Willamalane,” “Applicant”) requests that the City of Springfield and Lane County adopt the 2023 Park and Recreation Comprehensive Plan (“2023 Plan”). This Plan is an update to the previous 2012 Park and Recreation Comprehensive Plan (“2012 Plan”). Adoption of the 2023 Plan entails adding it as the Recreation Element of the Springfield Comprehensive Plan, text amendments to the Eugene-Springfield Metropolitan Area General Plan (Metro Plan); and an amendment to Lane Code Chapter 16.400 to reflect the 2023 Plan’s adoption.

Lane County’s separate staff report addresses the amendment to the Lane Code. This staff report addresses the items that require co-adoption: (1) adopting the 2023 Plan as an element of the Springfield Comprehensive Plan; and (2), amending the Metro Plan.

The 2023 Plan, upon co-adoption by the Springfield City Council and Lane County’s Board of County Commissioners, will replace Willamalane’s 2012 Plan and will become an element of the Springfield Comprehensive Plan that satisfies Oregon Statewide Land Use Planning Goal 8

(Recreational Needs). This adoption structure differs from the approach taken in 2012, as Springfield has since adopted its own Comprehensive Plan.¹

II. BACKGROUND

The 2023 Plan updates the 2012 Willamalane Park and Recreation Comprehensive Plan. The 2023 Plan provides a roadmap for Willamalane to operate over the next 20 years. Willamalane has made much progress since 2012 to implement its comprehensive planning program. Willamalane improved 16 parks and recreation facilities, constructed over 14 miles of trails and four new neighborhood parks², provided access to over 700 additional acres of natural area, and expanded recreation programming across its district. Several of its path projects have also accomplished mutually-identified needs, as projects such as the Mill Race and a portion of the Haul Road Paths are also on Springfield's 2035 Transportation System Plan project list.

Willamalane and the community it serves have changed significantly since this last planning effort. Available park space within Willamalane's district has doubled with an increase in the overall inventory of all parks from 27 to 45, while its increasing population is growing older and is more racially diverse. The 2023 Plan responds to these changes with updates to the district-wide inventory of its park and recreation system and updated community profile while providing a strategic outline for the future of Springfield's parks, facilities, and recreation programs for the next 20 years.

The 2023 Plan will serve the community by focusing on long-term sustainability, development, and enhancement of parks and recreation services going forward. This 20-year roadmap will guide Willamalane's decision-making, project prioritization, and fiscal planning processes along the way. Ultimately, the 2023 Plan aims to positively impact the community by creating engaging and inclusive spaces that promote residents' health, well-being, and quality of life.

To center this work on meaningful action, the Plan responds to input from community members in various ways to align plans for facilities and programs with the needs and interests of those who live and work within Willamalane's district. The findings in response to Oregon Statewide Land Use Planning Goal 1 (Citizen Involvement) beginning on page 4 of this staff report and Willamalane's 2023 Plan (Section 4 and Appendices) describe how community input informed the 2023 Plan. Willamalane's, the City of Springfield's, and Lane County's communication while drafting the 2023 Plan allowed for coordinated perspectives of what it means to help serve the community. Willamalane met periodically with City and County staff, the Springfield City Council³, Lane County's Board of County Commissioners⁴, the Lane County Planning Commission⁵, and the Springfield Planning Commission (also in its capacity as the Springfield Committee for Citizen Involvement)⁶ for input at key phases to guide next steps in preparing the 2023 Plan.

¹ Springfield and Lane County adopted Willamalane's 2012 Comprehensive Plan as a refinement to the Metro Plan.

² One type of park classification among others such as natural area parks, community parks, sports park, and more.

³ March 7, 2022 and November 21, 2022

⁴ November 29, 2022

⁵ November 15, 2022

⁶ April 5, 2022 and November 15, 2022

III. PROCEDURAL REQUIREMENTS

Pursuant to Springfield Development Code (SDC) 5.14.110, SDC 5.14.115, and Lane Code 12.300, a Type 4 review procedure applies to the adoption of an element to the Springfield Comprehensive Plan and to text amendments of the Metro Plan. Metro Plan amendments are further classified into “types” in SDC 5.14.115, and in Lane Code 12.300.010. The proposed amendments are consistent with Metro Plan Policy IV.7.b and IV.12. In addition to Metro Plan requirements the City of Springfield must follow as the “home city,” SDC 5.14.130(A) requires the City to provide notice of the proposed amendment to other relevant governing bodies. City staff notified and coordinated with Lane County and City of Eugene staff regarding SDC 5.14.115 and 5.14.130 during summer 2023—well before the 20-day notice period stated in the SDC. City of Eugene staff communicated the City of Eugene did not have an interest in or need to participate in the adoption process. Lane County is included because the proposed amendments apply to unincorporated land within the Springfield UGB.

As such, and in accordance with Metro Plan Policy IV.8.a, this is a Type 2 (Type II in Metro Plan and Lane Code) amendment. The proposed amendments being considered in conjunction with amendments to Springfield’s Comprehensive Plan thus require approval by Springfield and Lane County.

Per SDC 5.1.625(B), and 5.14.130, the amendments require a review and recommendation by the Springfield and Lane County Planning Commissions prior to action being taken by the Springfield City Council and Lane County’s Board of County Commissioners.

State and local requirements apply to the scheduled date of first evidentiary hearing. Given the Applicant completed its submittal on January 27, 2024 following its initiation on January 9, 2024, the joint Springfield and Lane County Planning Commission hearing on April 2, 2024 meets SDC 5.14.130(B), which requires a public hearing be set within 90 days of application acceptance. The Director must send notice of a proposed change to an acknowledged comprehensive plan or land use regulation to the Oregon Department of Land Conservation and Development (DLCD) at least 35 days before the first evidentiary hearing (OAR 660-18-0020). On February 27, 2024, the City submitted a joint City-County “DLCD Notice of Proposed Amendment” to DLCD in accordance with DLCD submission guidelines via DLCD’s FTP website. Staff provided this notice 35 days in advance of the first evidentiary hearing as required by ORS 197.610(1) and OAR 660-018-0020.

SDC 5.1.615 and Lane Code Section 14.060 require advertisement of legislative land use decisions in a newspaper of general circulation, providing information about the legislative action and the time, place, and location of the hearing. Notice of this matter was published on Thursday, March 7, 2024 in *The Chronicle* and on Friday, March 8, 2024 in *The Register Guard*, advertising the first evidentiary hearing before the joint City of Springfield and Lane County Planning Commissions on April 2, 2024. The content of the notice complied with the requirements in SDC 5.1.615 and Lane Code 14.060 for legislative actions. Notice was also posted in accordance with SDC 5.1.615(B) and was sent to Springfield’s Development Review Committee in accordance with SDC 5.1.615(E). SDC 5.1.615(C) and (D) do not apply to the proposed amendments.

IV. APPROVAL CRITERIA & FINDINGS

The applicable criteria of approval for amending the Metro Plan and adding Willamalane’s 2023 Plan as an element of the Springfield Comprehensive Plan are in Springfield Development Code (SDC) 5.14.135 (Comprehensive Plan Amendments), and Chapter 12.100.050 (Method of Adoption and Amendment) and 12.300.030 (Metro Plan Amendment Criteria) of the Lane Code (LC).

Adopting Willamalane’s 2023 Plan into the Springfield Comprehensive Plan as an element does not amend existing text but functionally adds new content. It is therefore appropriate to apply criteria of approval for plan amendments to both the Springfield Comprehensive Plan and the Metro Plan. Findings demonstrating that adopting the 2023 Plan and amending text of the Metro Plan meets the applicable criteria of approval appear in regular text format. Direct citations or summaries of criteria appear in *bold italics* and precede or are within the relevant findings.

SDC 5.14.135 (Criteria)

Comprehensive Plan amendments (the Metro Plan and/or Springfield Comprehensive Plan) may be approved only if the Springfield City Council and other applicable governing body or bodies find that the proposal conforms to the following criteria:

- (A) The amendment shall be consistent with applicable Statewide Planning Goals; and***
- (B) Plan inconsistency:***
 - (1) In those cases where the Metro Plan applies, adoption of the amendment shall not make the Metro Plan internally inconsistent.***
 - (2) In cases where Springfield Comprehensive Plan applies, the amendment shall be consistent with the Springfield Comprehensive Plan.***

LC 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.***

Consistency with Applicable Statewide Planning Goals (SDC 5.14.135(A); LC 12.300.030.A)

Statewide Land Use Planning Goal 1: Citizen Involvement

Finding 1: On April 5, 2022, the Springfield Committee for Citizen Involvement approved a Community Engagement Plan for to inform the process of creating Willamalane’s 2023 Plan. The Community Engagement Plan was prepared specifically for compliance with Goal 1. This Community Engagement Plan described Willamalane’s approach to working with community members within its district; users and non-users of parks, trails, programs, and facilities; and other stakeholders.

Finding 2: The Applicant states the following goals for community engagement as integral to the 2023 Plan:

- Promote project awareness throughout the planning process
- Gain a deeper understanding of who Willamalane serves
- Learn about gaps, barriers, needs, and preferences within the park district
- Understand the community’s priorities for parks and recreation for the coming future
- Gain support for final plan recommendations

Finding 3: Extensive and varied opportunities for promoting awareness and considering input subsequently occurred. Of particular note, specific engagement activities occurred from the outset of the project through completion of the final plan. Activities included town hall meetings, stakeholder interviews, focus groups, paper and electronic surveys, digital outreach (e.g., project webpage, social media), pop-up events, and meetings with agency staff and partners.

Finding 4: Willamalane designed its community engagement approach to include a diverse audience as described in Section 4 and in the Appendices of the 2023 Plan (Exhibit A). The intent of Willamalane’s activities was to provide a foundation for a plan that addresses the various needs and unique perspectives of people who are interested in the services Willamalane provides now and in the future.

Finding 5: Participation in some of Willamalane’s activities resulted in:

- Over 32,000 district residents engaging with the project—some actively providing input and some staying informed by receiving project updates
- 1,766 people providing input on the project while Willamalane staffed tables at other community events (22 events focused on families, children, older adults, Latinx heritage, Asian American/Pacific Islander heritage, and/or the LGBTQIA+ community)
- 1,598 people responding to a needs assessment survey (online and printed options)
- 235 people participating at focus groups

Finding 6: Page 32 of the 2023 Plan notes that many of the focus groups included typical users or non-users of Willamalane’s programs and parks, representing a variety of backgrounds and interests. These focus groups were held to gain a general perspective of District strengths and weaknesses and help inform the creation of the survey tool. Willamalane heard from older adults through the survey and at many events. Willamalane held other focus groups to help ensure participation was inclusive of groups that may not participate through typical engagement opportunities. Of the 235 focus group participants, participation resulted in:

- Teen focus groups: 111 participants
- American Indians/Alaska Natives: 22 participants
- Advocates for inclusion and for individuals with disabilities (in English and Spanish): 21 participants
- Latinx specific focus group: 22 participants
- Natural areas specific focus group: 12 participants
- Trails specific focus group: 6 participants
- Other community stakeholders: 41 participants

As previously noted on page 3 of this staff report, staff provided adequate public notice for the proposed amendments in a timely manner. The adoption process includes a joint public hearing

with the Springfield and Lane County Planning Commissions (April 2, 2024) and a joint public hearing with the Springfield City Council and Lane County’s Board of County Commissioners (June 10, 2024).

CONCLUSION: The process used to create the 2023 Plan, and therefore adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and amending text of the Metro Plan to reflect this adoption, together meet Statewide Land Use Planning Goal 1.

Statewide Land Use Planning Goal 2: Land Use Planning

Finding 7: Goal 2, in part, requires Springfield to have and follow a comprehensive land use plan and implementing regulations. The Metro Plan and Springfield Comprehensive Plan support this required planning framework. The Oregon Land Conservation and Development Commission previously acknowledged each of these components of Springfield’s land use planning program as consistent with Oregon’s Statewide Land Use Planning Goals.

Finding 8: Willamalane’s 2023 Plan updates its 2012 Plan. The 2012 Plan was adopted and acknowledged as a refinement to the Metro Plan. Springfield has since adopted elements of its own Comprehensive Plan through various ordinances with co-adoption by Lane County. The proposed addition of the 2023 Plan as an element of the Springfield Comprehensive Plan furthers the transition to a city-specific comprehensive plan. The proposed text amendments to the Metro Plan are for clarifying purposes but preserve the effectiveness of the existing Metro Plan and the goals and policies contained therein.

Finding 9: Adopting the 2023 Plan as an element of the Springfield Comprehensive Plan does not trigger an amendment to the Springfield Comprehensive Plan Map, which replaced the Metro Plan Diagram in March 2024 (Springfield Ordinance 6463). The projects shown in the 2023 Plan are conceptually shown at this time. Upon contemplation of site-specific development, they will be evaluated according to the applicable comprehensive land use diagram(s), zoning map, and codes as they occur over the 20-year planning period.

Finding 10: The findings under Statewide Land Use Planning Goals 9 (Economic Development) and 10 (Housing), findings addressing SDC 5.14.135(B)/Lane Code 12.300.030.B, and the 1995 Intergovernmental Agreement regarding coordinated planning and urban services between Willamalane and the City of Springfield demonstrate coordination with related aspects of land use planning and demonstrate consistency with the applicable content of the Springfield Comprehensive Plan and Metro Plan. These findings are herein incorporated by reference in demonstration of compliance with Goal 2.

Finding 11: As described in the Applicant’s findings addressing Goal 2, the 2023 Plan is consistent with many of the Goal 2 Guidelines, including elements of the Plan (Goal 2, Part III, Sections A: Preparation of Plans and Implementation Measures, C: Plan Content, and F: Implementation Measures). The Applicant’s findings are incorporated herein by reference. Summarized, the 2023 Plan identified recreational needs within Willamalane’s district for 20 years based on an existing conditions assessment and a multi-method needs assessment, and the 2023 Plan provides a list of capital improvements over that same 20-year planning period. The amendments do not elicit compliance with the remaining aspects of Goal 2, as they do not: (1) include taking an exception to Goal 2; or (2) involve changes to the Springfield Development Code

or changes that create new regulations consistent with Goal 2, Part III, Sections F.1 and F.2 as demonstrated in the findings.

CONCLUSION: Adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and adopting corresponding text amendments to the Metro Plan follows the required land use planning process and policy framework set out in Statewide Land Use Planning Goal 2.

Statewide Land Use Planning Goals 3 & 4: Agricultural and Forest Lands

Finding 12: These Goals apply to land outside of Springfield’s coterminous UGB and Metro Plan boundary, and as such, do not apply to the Springfield Comprehensive Plan or Metro Plan. The Applicant provided a written statement in response to these Goals (Attachment 2), which Lane County addresses in its separate staff report for the portions of Willamalane’s 2023 Plan outside the UGB and Metro Plan boundary.

CONCLUSION: These Goals do not apply within the area subject to Springfield’s approval criteria.

Statewide Land Use Planning Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces

Finding 13: A 1995 Intergovernmental Agreement between Willamalane and the City of Springfield states that Willamalane: “shall be responsible for preparing, maintaining, and updating a comprehensive parks, recreation, and open space refinement plan for the area within its boundaries, including the City of Springfield and adjacent urbanizable area, for the purposes of meeting Statewide Planning Goal 8 requirements and ensuring long-range public parks, recreation, and open space facilities/services.” The 2023 Plan identifies existing and planned parkland, some of which is considered natural area and/or open space. However, the amendments associated with adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan do not include changes to the adopted and acknowledged Goal 5 inventories or their applicable protection programs.

Finding 14: Springfield conducts inventories of Goal 5 resources and protects its locally significant resources through its own programs. Goal 5 requires local governments to inventory: natural resources (e.g., riparian corridors, wetlands, other water resources, wildlife habitat, minerals, and aggregate sources); energy resources; cultural resources; and natural areas. Goal 5 encourages, but does not require, inventories of: historic resources, open spaces, or scenic views and sites. Of the Goal 5 resources that are locally significant, local governments must develop programs to protect them.

Finding 15: Specific maps depict Springfield’s Goal 5 resources, which have since been adopted via ordinance and acknowledged by the Oregon Land Conservation and Development Commission. Springfield’s adopted inventories are for wetlands, riparian corridors, and historic resources. The Springfield Natural Resources Study evaluates and describes programs for Springfield’s locally significant wetland and riparian Goal 5 resources based on its most recently acknowledged inventories (Springfield Ordinance 6265, Lane County Ordinance PA 1277), and the Springfield Development Code helps to implement applicable Goal 5 protections. Land managed

or developed for Willamalane's projects develops consistent with these programs when occurring within Springfield's Goal 5 resources.

Finding 16: Springfield does not have an inventory or protection program for Goal 5 open spaces. Additionally, OAR 660-023-0220(2) does not require local governments to amend acknowledged comprehensive plans to identify new Goal 5 open spaces. The 2023 Plan does not create such an inventory, nor do new regulations for protecting Goal 5-designated open spaces accompany the proposed amendments.

Finding 17: The Applicant's written statement (Attachment 2, page 17) notes the 2023 Plan's discussion of the importance of natural area parks. The 2023 Plan identifies natural area parks as a specific type of park based on its classification system (Exhibit A, page 47). This specific typology applies to the level of services assessment component of planning for parks, which attempts to set benchmark standards for measuring whether a park system provides residents adequate access to parks, open spaces, trails, facilities, and more. A separate process applies to adopting inventories and protection programs for natural areas specific to Goal 5. As such, the natural areas component of Goal 5 does not apply to the proposed amendments.

Finding 18: The Applicant notes that Goal 5 findings are not required according to OAR 660-023-0250(3):

OAR 660-023-0250

(3) Local governments are not required to apply Goal 5 in consideration of a PAPA unless the PAPA affects a Goal 5 resource. For purposes of this section, a PAPA would affect a Goal 5 resource only if:

- (a)** The PAPA creates or amends a resource list or a portion of an acknowledged plan or land use regulation adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5;
- (b)** The PAPA allows new uses that could be conflicting uses with a particular significant Goal 5 resource site on an acknowledged resource list; or
- (c)** The PAPA amends an acknowledged UGB and factual information is submitted demonstrating that a resource site, or the impact areas of such a site, is included in the amended UGB area.

Finding 19: The 2023 Plan does not elicit OAR 660-023-0250 subsections (a) or (c), and (b). With regard to (b), the project sites shown and/or listed in the 2023 Plan are conceptual at this time. At the time any development is proposed, Springfield's existing and acknowledged protection programs for Goal 5 resources would apply, including those at Springfield Development Code 3.3.900 (Historic Overlay District) for historic resources, 4.3.115 (Water Quality Protection) for locally significant riparian corridors that are also water quality limited watercourses, and 4.3.117 (Natural Resource Protection Areas) for locally significant riparian corridors and wetlands.

Finding 20: The findings addressing the Environmental Resources and Historic Preservation Elements of the Metro Plan (beginning on pages 23 and 36 of this staff report, respectively) further describe the consistency between Goal 5 and the 2023 Plan in their intent to protect resources. These findings are incorporated herein by reference.

CONCLUSION: While the 2023 Plan emphasizes stewardship of natural resources, it does not directly affect Springfield’s protected Statewide Land Use Planning Goal 5 resources because a site-specific development request does not accompany the amendments. At the time future development occurs to implement the 2023 Plan, Springfield will evaluate consistency with adopted Goal 5 protections under the Springfield Development Code. Accordingly, Springfield remains in compliance with Statewide Land Use Planning Goal 5.

Statewide Land Use Planning Goal 6: Air, Water and Land Resources Quality

Finding 21: The purview of Goal 6 is to encourage State agencies and local governments to consider aligning land use plans, policies, and programs with federal requirements directed at environmental quality programs such as those that address water and air pollution at a basin or water/airshed levels. Goal 6 does not directly apply to the adoption of the 2023 Plan and text amendments to the Metro Plan.

Finding 22: The 2023 Plan does not alter the City’s acknowledged land use programs regarding the control of pollution to protect the quality of Springfield’s air, water, and land resources. The waterbodies shown in the 2023 Plan, some of which are Water Quality Limited Watercourses, are for illustrative purposes to geographically orient map users.

Finding 23: The 2023 Plan identifies path and trail projects that encourage modes of travel and recreation other than driving (e.g., biking, walking, etc.), which are also consistent with the Springfield’s Transportation System Plan. The 2023 Plan also emphasizes the need to provide park and recreation facilities that are a walkable distance for neighborhood residents within its service area. These aspects of the 2023 Plan help reduce greenhouse gas emissions from motor vehicles, which contribute to global warming. As noted by the Applicant, the 2023 Plan lists actions in alignment with Willamalane’s strategy to improve and enhance its sustainability initiatives, which have potential to improve environmental quality:

“‘Action 2.3.a: Limit the [D]istrict’s carbon footprint. Create an internal sustainability plan with measurable goals and action items’ (2023 Plan, [page] 101).

‘Action 2.3.f: Work with local partners to address green infrastructure needs throughout the park system (2023 Plan, [page] 101).’”

CONCLUSION: Adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and adopting corresponding text amendments to the Metro Plan can help maintain and improve the quality of the air, water, and land resources in Springfield in conformance with Statewide Land Use Planning Goal 6.

Statewide Land Use Planning Goal 7: Areas Subject to Natural Hazards

Finding 24: Goal 7 focuses on planning for natural hazards such as floods, landslides, earthquakes, tsunamis, and wildfires. The City of Springfield protects people and property from natural hazards through its various municipal, building, and land use codes and other programs. The 2023 Plan does not alter the City’s acknowledged land use programs regarding potential landslide areas and flood management protections. The project locations in the 2023 Plan are

conceptual at this time. Project sites will develop in accordance with the City's applicable codes at the time site planning occurs.

CONCLUSION: The 2023 Plan itself does not trigger Statewide Land Use Planning Goal 7, but because Springfield remains in compliance with Goal 7, the associated Goal 7 protections will apply at the time site-specific development is proposed to implement the 2023 Plan.

Statewide Land Use Planning Goal 8: Recreational Needs

Finding 25: Goal 8 focuses on providing adequate recreational facilities and opportunities that meet the needs of current and future residents and visitors. Goal 8 addresses needs for residents in urban areas while balancing the need to protect natural resources and preserve non-urban areas to the extent possible. Guideline A.3 of Goal 8 states that: "Long range plans and action programs to meet recreational needs should be developed by each agency responsible for developing comprehensive plans" (OAR 660-015-0000(8)).

Finding 26: A 1995 Intergovernmental Agreement between the City of Springfield and Willamalane is in place to ensure the agencies will coordinate to provide relevant information to allow each agency to deliver effective services. Specific to recreational needs, the Agreement states that Willamalane and the City: "collaborate in planning for the parks, recreation, and open space needs of the City of Springfield and adjacent urbanizable area." Further, the "City's and District's staffs shall cooperate with each other in achieving the best solutions to the community's public parks, recreation and statewide land use Goal 8 open space needs."

Finding 27: The Agreement further specifies that Willamalane: "shall be responsible for preparing, maintaining, and updating a comprehensive parks, recreation, and open space refinement plan for the area within its boundaries, including the City of Springfield and adjacent urbanizable area, for the purposes of meeting Goal 8 requirements and ensuring long-range public parks, recreation, and open space facilities/services."

Finding 28: Consistent with the Agreement, Willamalane is a special service taxing district with the authorization to purchase, develop, and maintain park facilities.

Finding 29: The Metro Plan designates Willamalane as the park and recreation service provider for Springfield and its urbanizable area. However, it is the City's role to coordinate the adoption process of Willamalane's Comprehensive Plan and to ensure Willamalane's Plan satisfies the City's overall planning requirements. Willamalane's 2023 Plan updates Willamalane's 2012 Plan as described in the previous findings under Statewide Land Use Planning Goal 2.

Finding 30: Goal 8 recommends inventories to determine recreational needs in the planning area "based on adequate research and analysis of public wants and desires." Priority service areas, demographics, environmental, and fiscal responsibility are considerations accounted for when developing needs assessments, plans, and projects that respond to those needs. Guideline A.5 of Goal 8 states:

"The State Comprehensive Outdoor Recreation Plan could be used as a guide when planning, acquiring and developing recreation resources, areas and facilities."

Finding 31: Pages 20 and 21 of the 2023 Plan note findings from the State Comprehensive Outdoor Recreation Plan and state that it informed Willamalane’s process to create the 2023 Plan. Page 20: “Careful attention was paid to this document to ensure that trends and priorities from that effort are accounted for in the comprehensive plan.”

Finding 32: As demonstrated in the 2023 Plan, the findings under Statewide Land Use Planning Goal 1, and in the Applicant’s written statement under Goal 8 (Attachment 2, pages 18 through 21), the 2023 Plan thoroughly addresses the various required and recommended aspects of Goal 8:

Goal 8, Guidelines 1 and 2:

“An inventory of recreation needs in the planning area should be made based upon adequate research and analysis of public wants and desires.”

“An inventory of recreation opportunities should be made based upon adequate research and analysis of the resources in the planning area that are available to meet recreation needs.”

The projects in the 2023 Plan, some of which are shown on pages 15 and 16 of this staff report, reflect much evaluation of the:

- community’s expressed needs (as summarized in the findings under Statewide Land Use Planning Goal 1, incorporated herein by reference; as further detailed in the 2023 Plan: Section 4 and Appendices 1, 7, 9)
- national, state, and local trends for parks and recreation services (2023 Plan, Section 3 and Appendices 2, 5)
- opportunities and strengths of existing recreation programs (2023 Plan, Appendix 1)
- types and qualities of existing parks, facilities, trails, and natural areas (2023 Plan, Sections 5, 6, 7 and Appendices 8, 9)
- current and needed levels of service (2023 Plan, Section 6 and Appendices 8, 9)
- funding (types and amount) needed to provide services through adequate operations and other administrative considerations (2023 Plan: Sections 8, 9 and Appendices 9, 11)

Goal 8, Guideline 4:

“The planning for lands and resources capable of accommodating multiple uses should include provision for appropriate recreation opportunities.”

Willamalane’s comprehensive plan has served as the park and recreation component of land use planning for the Springfield area. The previous version of Willamalane’s Park and Recreation Comprehensive Plan was adopted as a refinement to the regional Metro Plan. This 2023 Plan will become an adopted element of the Springfield Comprehensive Plan. Springfield’s plan designations and land use districts identify land specifically for parks, recreational facilities, and open space uses. Additional land use districts can allow park-

based uses if the use meets certain criteria and development requirements in the Springfield Development Code. The 2023 Plan will operate under this land use planning framework in its implementation of strategies and actions for acquiring, developing, improving, and managing parks, natural areas, walking and biking trails, recreation facilities and program opportunities within the planning area over the next 20 years. Willamalane's Plan demonstrates that Willamalane plans for "appropriate recreation opportunities" not only with the type and amount of projects in the 2023 Plan but in the process used to inform the Plan and in how Willamalane Plans to administratively carry them out:

Appendix 11 [of the 2023 Plan]: Project List and Phasing Plan, identifies 118 capital projects prioritized into short-term (1-5 years), mid-term (6-10 years), and long-term (11+ years) phases, as well as ongoing project priorities to be implemented as opportunities arise. Higher priority actions include projects that address more pressing needs or provide a broader community benefit. The projects are organized in the following categories:

- (11) Future park planning and design projects
- (29) Existing park level of service expansion projects
- (9) Existing park minor upgrade projects
- (5) New parks development in high-priority growth area projects
- (22) Acquisition projects
- (28) Trail projects
- (6) Building facility projects
- (8) Coordination with partners projects

Section 10 of the 2023 Plan: Implementing the Park and Recreation Comprehensive Plan, includes best practices for implementing the 2023 Plan given appropriate community engagement, transparent decision-making, and sufficient resources. These practices include:

- Establishing internal task force groups specific to individual objectives and action items
- Applying performance measures to assess District progress toward meeting the comprehensive plan goals
- Annual progress reporting, quarterly implementation review, quarterly reporting on master plan status, and regular reporting to the public to feature accomplishments and project status

The strategies and actions that are intrinsically tied to the projects in the 2023 Plan are derived from the following comprehensive plan goals (2023 Plan, [page] 95):

- Goal 1: Continue to operate the district at a nationally accredited [Commission for Accreditation of Park and Recreation Agencies] standard
- Goal 2: Provide a safe and equitable system of parks and natural areas
- Goal 3: Provide an easily accessed and connected system of paths and trails
- Goal 4: Provide access to high-quality and affordable recreation facilities

- Goal 5: Strive for a high standard of care for the maintenance of parks, trails, and facilities across the district
- Goal 6: Offer recreation programs and services that respond to district needs and encourage healthy lifestyles
- Goal 7: Be a responsible steward of district resources and partnerships

Goal 8, Guideline 7:

“Planning and provision for recreation facilities and opportunities should give priority to areas, facilities and uses that:

- (a) Meet recreational needs requirements for high density population centers,*
- (b) Meet recreational needs of persons of limited mobility and finances,*
- (c) Meet recreational needs requirements while providing the maximum conservation of energy both in the transportation of persons to the facility or area and in the recreational use itself,*
- (d) Minimize environmental deterioration,*
- (e) Are available to the public at nominal cost, and*
- (f) Meet needs of visitors to the state.”*

The findings for the Metro Plan’s Transportation and Energy Elements address parts (c) and (d) and are incorporated herein by reference. Consistent with parts (a) and (b), the 2023 Plan identified gaps and opportunities in Willamalane’s district service area based on the concentration of Springfield’s population, based on areas that are severely lacking convenient and safe access or present significant barriers to getting to a park or recreation facility (2023 Plan, pages 61-64), and based on socioeconomic analysis to understand who lives in these areas (2023 Plan Appendix 3: Demographic Profile, Appendix 6: Community Outreach Strategy, Appendix 8: Level of Service Assessment). The 2023 Plan’s emphasis on defining high priority walkable access areas that are informed by where barriers to access exist (2023 Plan, pages 11, 12, 60-64) also helps to address part (b). Strategies in the 2023 Plan identify ways Willamalane can support people with limited finances- also in direct alignment with part (d), including:

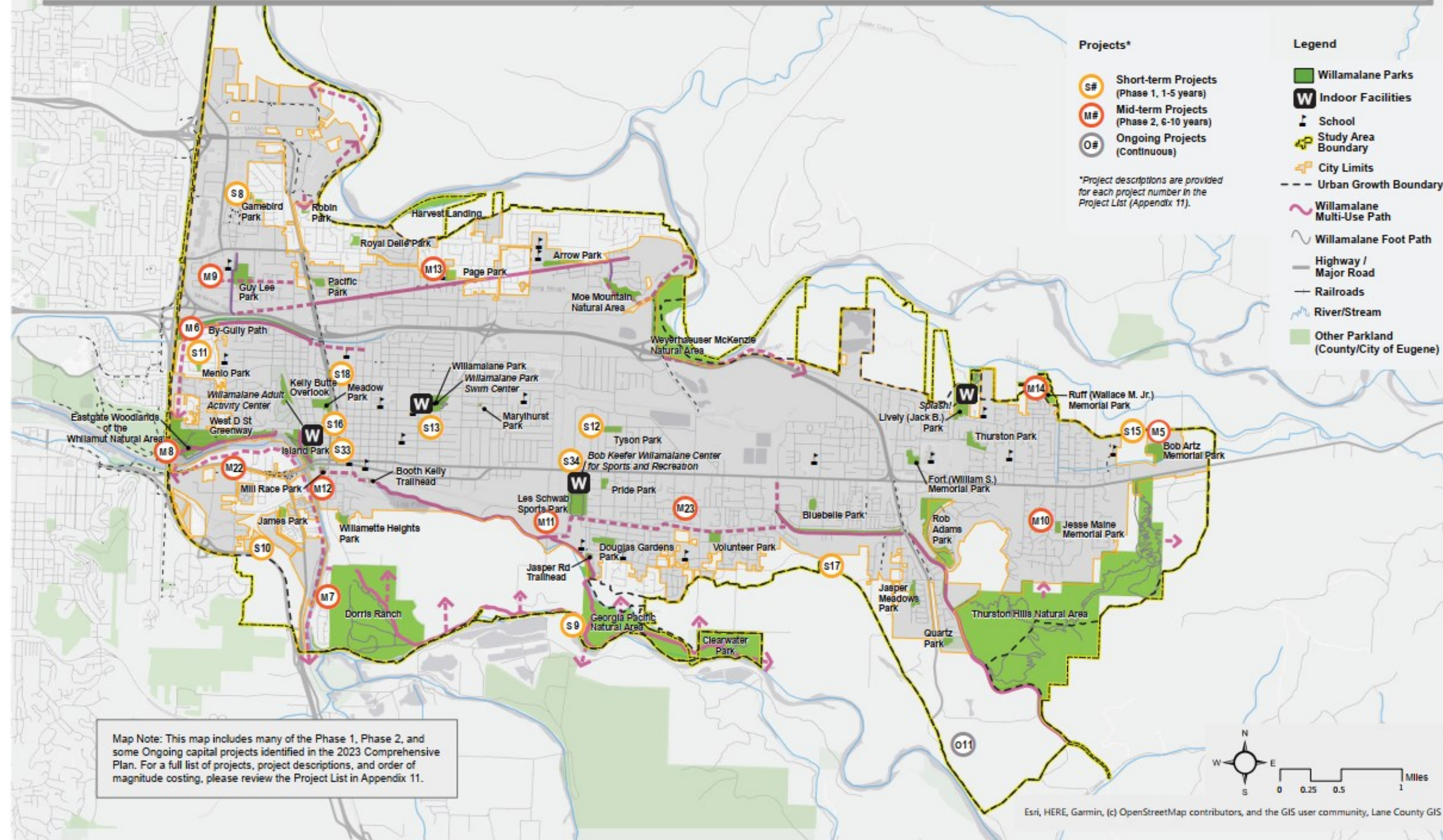
- Strategy 2.1.a: Prioritize investment to increase overall equity in planning and delivering park improvements (2023 Plan, page 98)
- Strategy 2.1.b: Increase levels of service in high priority areas by infilling amenities and recreation components where opportunities exist (2023 Plan, page 98)
- Strategy 2.1.o: Proactively work with the community and partners to plan and design for future park and trail projects: McKenzie River Boat Access, Jack B. Lively Memorial Park Design, Rob Adams Park, Weyerhaeuser-McKenzie Natural Area (2023 Plan, page 99)
- Strategy 2.1.p: Update and expand existing parks in high priority areas to improve level of service, including: Bob Artz Memorial Park, By-Gully Pocket Park, Dorris Ranch, Eastgate Woodlands of the Whilamut Natural Area, Guy Lee Park, Jesse Maine Memorial Park, Les Schwab Sports Park, Mill Race Park, Page Park, Wallace M. Ruff Jr. Memorial Park (2023 Plan, page 99)

- Strategy 2.1.r: Update existing parks and add new recreational experiences within existing parks to improve level of service in high priority areas, including: Clearwater Park, Douglas Gardens Park, Island Park, Jasper Meadows Park, Kelly Butte Overlook, Lively (Jack B.) Park, Marylhurst Park, Pacific Park, Rob Adams Park, Volunteer Park, Weyerhaeuser-McKenzie Natural Area, Willamette Heights Park (2023 Plan, page 99)
- Strategy 2.2.a: Add park space to help ensure all district residents live within a 10-minute or one-half mile walk of an adequate or high performing park (2023 Plan, page 100)
- Strategy 2.2.b: Increase park acreage to meet adopted standards for pocket, neighborhood, community, sports and other parkland (2023 Plan, page 100)
- Strategy 2.2.h: Work with TEAM Springfield partners to explore feasibility of developing an urban plaza downtown per the City’s Downtown District Urban Design Plan (2023 Plan, page 100)
- Strategy 3.1.c: Work with partners to improve on-street bike and pedestrian connections, especially when improving safe access to parks and riverfronts and formalizing on-street connections in the trail system (2023 Plan, page 102)
- Strategy 3.1.g: Work with partners to design and provide additional safe crossings for pedestrians and bikes across significant barriers such as waterways, railroads, and busy roads. Specifically, to improve north/south access to rivers and existing trails, east/west access between Thurston and central Springfield, and to expand service to priority neighborhoods (2023 Plan, page 102)
- Strategy 6.1.a: Expand programs and activities for individuals with visible and invisible disabilities in partnership with Inclusion Services (2023 Plan, page 107)
- Strategy 6.1.b: Address inactivity and obesity rates among community members through low-cost programs and activities; consider offering free health and fitness programs in neighborhood during spring, summer, and fall.
- Strategy 6.1.i: Expand scholarships and opportunities to meet the needs of lower-income community members.
- Strategy 7.1.b: Prioritize marginalized communities, encouraging access to free and low-cost programs for [D]istrict families (2023 Plan, page 107)

CONCLUSION: The 2023 Plan (if implemented as stated), and therefore adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and adopting corresponding text amendments to the Metro Plan, will together satisfy the recreational needs of residents and visitors as required by Statewide Land Use Planning Goal 8.

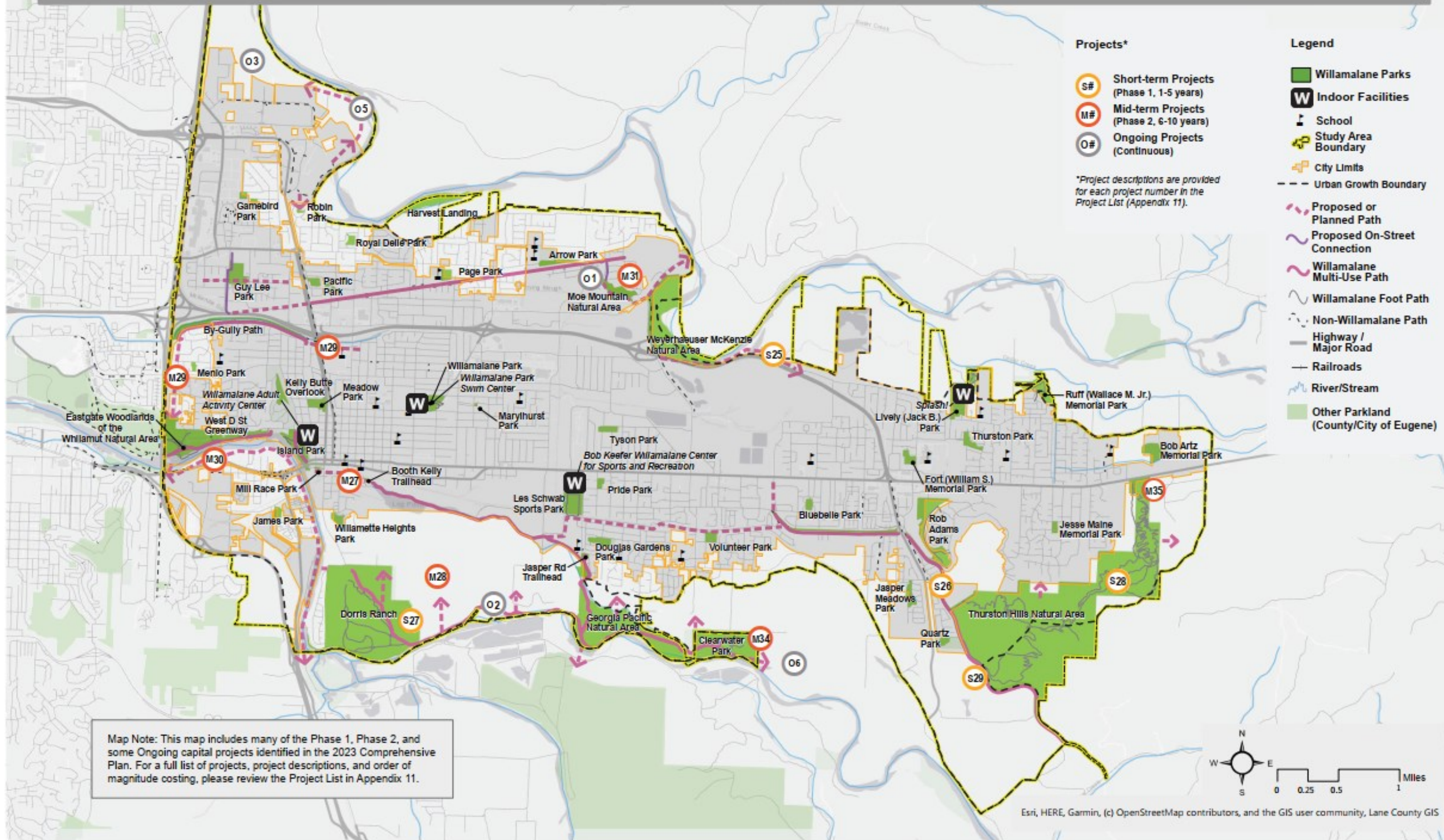
Park Project List and Recommendations Map

Willamalane Park and Recreation District, OR



Path and Trail Project List and Recommendations Map

Willamalane Park and Recreation District, OR



Statewide Land Use Planning Goal 9: Economic Development

Finding 33: Previous Springfield Comprehensive Plan amendments in 2016 (Springfield Ordinance 6361 and Lane County Ordinance PA 1304) expanded the Springfield UGB and Metro Plan boundary to include employment land and land intended for parks, recreation, and natural resources. Plan designations of each type were assigned on a property-specific basis. The Oregon Land Conservation and Development Commission approved the expansion and corresponding Plan amendments in March 2019 (Approval Order 19-UGB-001900), thereby acknowledging the amendments.

Finding 34: The ordinances associated with adoption of the Springfield Comprehensive Plan resulted in adoption of the Commercial and Industrial Buildable Lands Inventory (CIBL) and Economic opportunities Analysis (EOA) as a Technical Supplement to Springfield's Comprehensive Plan. This UGB expansion intended to allow Springfield to meet its long-term needs for employment based on the findings of the CIBL and EOA. The CIBL and EOA identified specific types of land suitable for meeting Springfield's employment needs. The UGB and Metro Plan boundary, and the additional property designations within them, were established as such.

Finding 35: The EOA is based on 2004 Metro Plan designations and includes lands with the following designations: Campus Industrial, Commercial Mixed Use, Heavy Industrial, High Density Residential Mixed Use, Light Medium Industrial, Light Medium Industrial Mixed Use, Major Retail Center, Medium Density Residential Mixed Use, Mixed Use, and Special Heavy Industrial. The EOA excluded the following designations: Government and Education, Parks and Open Space, Natural Resources, Agriculture, and Forest Land.

Finding 36: Willamalane owns no land within the following plan designations in effect at the time of the CIBL/EOA⁷: Campus Industrial, Commercial Mixed Use, Heavy Industrial, Light Medium Industrial Mixed Use, Major Retail Center, Medium Density Residential Mixed Use, Mixed Use, or Special Heavy Industrial. In addition to public- and open space-based land under Willamalane's ownership, Willamalane owns two parcels zoned Light Medium Industrial. These properties are used for Willamalane's Parks Services building and grounds. Accordingly, they were not factored into the inventory used in Willamalane's 2023 Plan to inform its level of service assessments and project list.

Finding 37: The projects identified in the 2023 Plan do not limit Springfield's ability to meet additional employment needs. Their conceptual locations as compared to the sites identified as potentially redevelopable in the EOA do not conflict. Moreover, the UGB expanded specifically to accommodate the specific types of employment land of which Springfield was deficient. Those properties are designated Urban Holding Area-Employment. Land for parks was added under a separate plan designation of Public/Semi-Public, and the additional land designated Natural Resource may also accommodate limited recreational uses.

⁷ As of March 1, 2024, Springfield now has its own Comprehensive Plan Map. This Map clarified the Metro Plan designations by assigning property-specific Plan designations. Some Plan designations were renamed for simplification but retained their intent and function.

CONCLUSION: Springfield remains in compliance with Statewide Land Use Planning Goal 9 to provide adequate opportunities for a variety of economic activities vital to the health, welfare, and prosperity of Springfield’s residents.

Statewide Land Use Planning Goal 10: Housing

Finding 38: Similar to Goal 9, Goal 10 establishes a process for local governments to conduct land inventories and to accommodate needed development. Goal 10’s focus is on ensuring communities provide enough needed housing units through supplying residential land and promoting housing of various types that that is readily available to a range of price points.

Finding 39: In August 2011, the Oregon Land Conservation and Development Commission acknowledged the Springfield 2030 Refinement Plan Residential Land Use and Housing Element. This Element is part of the Springfield Comprehensive Plan. This Element also supplements and refines the Residential Land Use and Housing Element of the Metro Plan, which also applies to land use planning for housing in Springfield. The 2023 Plan and associated amendments do not change the goals and policies therein, nor do they propose to redesignate property and therefore do not affect the Buildable Lands Inventory.

Finding 40: Springfield’s Residential Land and Housing Needs Analysis (RLHNA), adopted along with the Springfield 2030 Residential Land Use and Housing Element by Springfield (Ordinance 6268) and Lane County (Ordinance PA 1274), address Goal 10. These are the officially adopted sources Springfield must use to determine Goal 10 compliance until Springfield updates the Housing Capacity Analysis. Adopting the 2023 Plan and associated amendments does not entail a change to property-specific plan designations. Accordingly, the 2023 Plan does not directly affect the inventory of residential lands.

Finding 41: Willamalane’s 2023 Plan uses 2020 data from the Population Research Center at Portland State University as basis for its population estimates and projected level of service needs.⁸ The Population Research Center estimates the population within the Springfield UGB will grow to 75,159 residents by 2035. The analysis in the 2023 Plan should reflect a more accurate representation of the recreational needs for the population within Springfield’s UGB as compared to that used for Springfield’s RLHNA done in 2009 for the Springfield’s 2030 Residential Land Use and Housing Element. In 2009, the coordinated population forecast for Lane County determined Springfield would be home to 81,608 residents by 2030. The population data used to inform Willamalane’s recreational needs assessment do not exceed the needed capacity for residential land anticipated by Springfield’s adopted RLHNA.

CONCLUSION: Adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and amending the Metro Plan text to reflect this action allows Springfield to remain in compliance with Statewide Land Use Planning Goal 10 to provide for the housing needs of Oregon’s citizens.

⁸ Springfield is now required to use the Population Research Center’s data.

Statewide Land Use Planning Goal 11: Public Facilities and Services

Finding 42: Goal 11 requires Springfield to plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban development. Pursuant to OAR 660-011-0020(2), a public facility plan must identify significant public facility projects which are to support the land uses designated in the acknowledged comprehensive plan. The Eugene-Springfield Metropolitan Area Public Facilities and Services Plan (PSFP) and the Springfield 2035 Transportation System Plan are the City's acknowledged public facilities and transportation system plans that inform infrastructure investments (i.e., water, stormwater, wastewater, transportation, and electricity) in Springfield. Parks and recreation facilities are not components of a PSFP required by Goal 11. The findings beginning on page 33 of this staff report address consistency with the Metro Plan to further address public facilities and services. The Goal 12 findings below further address transportation planning.

CONCLUSION: Goal 11 does not apply to the 2023 Plan or associated amendments.

Statewide Land Use Planning Goal 12: Transportation

Finding 43: The Transportation Planning Rule (OAR 660-012-0060) implements Goal 12. OAR 660-012-0060 requires a local government to establish mitigation measures if an amendment to an acknowledged functional plan, comprehensive plan, or land use regulation would *"significantly affect an existing or planned transportation facility."* Subsections (1)(a)-(c) determine whether an amendment significantly affects a transportation facility.

Finding 44: An amendment to an acknowledged comprehensive plan "significantly affects" a transportation facility under Subsection 1(a) if it: *"Change[s] the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan)."* Adopting Willamalane's 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and amending the Metro Plan text to reflect this adoption do not change any functional classification under OAR 66-012-0060(1)(a) as demonstrated in the findings beginning on page 29 of this staff report that respond to consistency with the Metro Plan.

Finding 45: An amendment to an acknowledged comprehensive plan "significantly affects" a transportation facility under Subsection 1(b) if it: *"Change[s] standards implementing a functional classification system."* The amendments do not change the City's standards for implementing its functional classification system under OAR 66-012-0060(1)(b) as demonstrated in the findings beginning on page 29 of this staff report that respond to consistency with the Metro Plan.

Finding 46: Under Subsection (1)(c), an amendment to an acknowledged comprehensive plan "significantly affects" a transportation facility if it: *(A) results in types or levels of travel or access inconsistent with the functional classification of a transportation facility; (B) degrades the performance of a transportation facility such that it would not meet performance standards identified in the TSP or comprehensive plan; or (C) degrades the performance of a transportation facility that is otherwise projected to not meet the performance standards in the TSP or comprehensive plan.* To determine whether the amendments "significantly affect" a transportation facility within the meaning of (1)(c), a local government should compare the most traffic-generative use reasonably allowed under current land use requirements with the most

traffic-generative use reasonably allowed under the amendments. Adopting Willamalane’s 2023 Plan and amending the Metro Plan to reflect its adoption does not change the uses that the Springfield Development Code allows outright, conditionally allows, or prohibits. The amendments do not change the most traffic-generative uses reasonably allowed. Accordingly, the amendments do not result in any of the effects described under (A)-(C).

Finding 47: OAR chapter 660, Division 12 includes provisions adopted under the “Climate Friendly and Equitable Communities” rules adopted and certified effective on August 17, 2022, as amended in November 2023. The provisions affecting Springfield’s Transportation System Plan (TSP) are not yet operative for the City of Springfield under OAR 660-012-0012, either because they apply at a future date or only upon amendment to Springfield’s TSP. Amendments to Springfield’s TSP do not accompany the amendments that are part of the adoption package. For the projects outside the applicable areas of the TSP but within Springfield’s UGB expansion areas, Springfield will update its TSP as part of required periodic review or under the OAR Chapter 660, Division 12 rules. Future TSP amendments may include pedestrian-oriented projects identified in Willamalane’s 2023 Plan to the extent consistent with Goal 12 at that time. Accordingly, the remaining provisions of OAR Chapter 660, Division 12, are not applicable.

CONCLUSION: Adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and adopting corresponding text amendments to the Metro Plan do not “significantly affect” an existing or planned transportation facility under OAR 660-012-0060(1)(a), (b), or (c). These actions thus comply with OAR 660-012-0060 and Goal 12 requirements to provide and encourage a safe, convenient, and economical transportation system.

Statewide Land Use Planning Goal 13: Energy Conservation

Finding 48: Goal 13 is directed at prioritizing land uses that maximize and conserve all forms of energy based on sound economic principles. Goal 13 provides guidelines for developing local energy and waste programs and policies and provides guidelines for using land efficiently through infill—particularly near major streets—while considering building and site designs that conserve energy and minimize the depletion of non-renewable sources of energy. Goal 13 does not establish specific requirements applicable to adoption of the 2023 Plan.

Finding 49: Though park and recreation facilities are generally considered open space, these facilities complement and serve community members who are near them. The findings addressing the Transportation Element of the Metro Plan beginning on page 29 of this staff report are incorporated herein by reference, as they describe the 2023 Plan’s emphasis on providing facilities that are safe, convenient, and comfortable to get to by ways other than driving.

Finding 50: Willamalane’s 2023 Plan includes a strategy to improve and enhance the District’s sustainability initiatives. The strategy includes actions that support the intent of Goal 13. The findings on page 37 of this staff report that address consistency with the Metro Plan’s Energy Element list these actions and are incorporated herein by reference.

CONCLUSION: Adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and adopting corresponding text amendments to the Metro Plan are consistent with Statewide Land Use Planning Goal 13 to conserve energy.

Statewide Land Use Planning Goal 14: Urbanization

Finding 51: The focus of Goal 14 is on establishing urban growth boundaries (UGBs) and on using land efficiently within them through orderly and logical growth patterns. The Oregon Land Conservation and Development Commission acknowledged Springfield's UGB expansion in 2019. Willamalane is the designated park and recreation service provider within Springfield's urbanizable area. The planning ("study") area for the 2023 Plan encompasses the Springfield UGB and Willamalane's district boundary, which extends outside the UGB in certain areas as shown on pages 15 and 16 of this staff report. The portions outside the UGB must meet Lane County's requirements for rural land uses. The operation and development of Willamalane's facilities within Springfield's UGB must meet Springfield's land use requirements as prescribed in the Springfield Comprehensive Plan and as specified in the Springfield Development Code. Developed areas annexed by Springfield become automatically annexed into Willamalane's district.

CONCLUSION: Accordingly, the City remains in compliance with Statewide Land Use Planning Goal 14 to provide for an orderly and efficient transition from rural to urban land, to accommodate urban population and urban employment inside Springfield's UGB, to ensure efficient use of land, and to provide for livable communities.

Statewide Land Use Planning Goal 15: Willamette River Greenway

Finding 52: Goal 15 aims to protect, conserve, enhance, and maintain the natural scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River. The acknowledged Springfield Comprehensive Plan Map shows the Willamette River Greenway boundary as previously reflected in the Metro Plan Diagram.

Finding 53: With regard to Goal 15's directive, particularly its Use Management Considerations and Requirements, the projects generally identified in the area of the Willamette River Greenway may be determined to be water-related, water-dependent, and/or propose to enhance and better-maintain vegetation along the Greenway to protect its scenic and natural values such as maintaining or improving water quality and preserving places for wildlife. While public access to the Willamette River is proposed to continue as part of the 2023 Plan, this access is also encouraged by Statewide Land Use Planning Goal 15 (part C.3.c).

Finding 54: Willamalane has several current and proposed parks and properties within the Willamette River Greenway as detailed in the findings responding to the Metro Plan's Willamette River Greenway, River Corridors and Waterways Element beginning on page 26 of this staff report. The findings in response to the Metro Plan's Willamette River Greenway, River Corridors and Waterways Element partially address Statewide Land Use Planning Goal 15 and are incorporated herein by reference.

Finding 55: Willamalane's properties and any future projects resulting from adoption of the 2023 Plan must conform to the requirements of the Springfield Development Code that are in place to protect land and other resources within the Willamette Greenway boundary (e.g., Discretionary Use review). At that time, project- and site-specific development, upon future implementation of the 2023 Plan, can further detail site-specific strategies.

CONCLUSION: Adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and adopting corresponding text amendments to the Metro Plan are actions consistent with Statewide Land Use Planning Goal 15. The City remains in compliance with Goal 15.

Statewide Land Use Planning Goals 16-19: Estuarine Resources, Coastal Shorelands, Beaches and Dunes, Ocean Resources

Finding 56: These Goals do not apply to the 2023 Plan or associated amendments. Land within the boundary of Willamalane’s 2023 Plan is outside of Oregon’s coastal areas to which Goals 16-19 apply.

CONCLUSION: The 2023 Plan, adopting it as the Recreation Element of the Springfield Comprehensive Plan, and amending text of the Metro Plan to reflect this action, are actions consistent with the applicable Statewide Land Use Planning Goals based on the aforementioned findings and thus meet the criteria at SDC 5.14.135(A) and LC 12.300.030.A.

Consistency with Plans (SDC 5.14.135(B); LC 12.300.030.B):

- (1) In those cases where the Metro Plan applies, adoption of the amendment shall not make the Metro Plan internally inconsistent (SDC 5.14.135(B)(1))***
- (2) In those cases where the Springfield Comprehensive Plan applies, the amendment shall be consistent with the Springfield Comprehensive Plan (SDC 5.14.135(b)(2))***

Upon adoption of Willamalane’s 2023 Plan, this Plan will serve as the Springfield Comprehensive Plan’s Recreation Element. The Springfield Comprehensive Plan currently contains the following elements:

- Economic Element (replaces the Metro Plan’s Economic Element)
- Residential Land Use and Housing Element (replaces the Findings of the Metro Plan’s Metropolitan Residential Land Use and Housing Element but supplements, refines, and supports the Metro Plan’s associated goals and policies)
- Transportation Element (adopted as Springfield’s local Transportation System Plan but does not replace regional transportation plans)
- Urbanization Element (replaces Sub-Chapters II.C: Growth Management Goals, Findings and Policies, and II.E: Urban and Urbanizable Land, of the Metro Plan)

(1) In those cases where the Metro Plan applies, adoption of the amendment shall not make the Metro Plan internally inconsistent

Finding 57: Relevant policies of the Metro Plan’s ***Metropolitan Residential Land Use and Housing Element*** are:

Policy A.3: Provide an adequate supply of buildable residential land within the UGB for the 20-year planning period at the time of Periodic Review.

Policy A.12: Coordinate higher density residential development with the provision of adequate infrastructure and services, open space, and other urban amenities.

Policy A.35: Coordinate local residential land use and housing planning with other elements of this plan, including public facilities and services, and other local plans, to ensure consistency among policies.

The findings under Statewide Land Use Planning Goal 10 are incorporated herein by reference that the amendments are consistent with Metro Plan Policy A.3, as these findings discuss the planning documents that address planning for residential land use and housing adopted as part of Springfield’s most recent periodic review.

Regarding Policies A.12 and A.35, planning for residential land uses, housing, and the uses and facilities that support them is coordinated among the Metro Plan, Springfield Comprehensive Plan, and other topic-specific and functional plans, including Willamalane’s comprehensive planning efforts. The Metro Plan recognizes Willamalane as the park and recreation service provider for the Springfield area, and the text amendment to the Metro Plan further clarifies this distinction. These various aspects of land use planning and public services work together to ensure the Metro Plan is not internally inconsistent. The findings addressing Statewide Land Use Planning Goals 8 (Recreational Needs), 10 (Housing), and 12 (Transportation); the findings addressing the Public Facilities and Services Element of the Metro Plan; and the Transportation Elements of the Metro Plan and Springfield Comprehensive Plan demonstrate consistency with the Metro Plan Policies listed above.

Finding 58: The Metro Plan’s **Environmental Resources Element** addresses natural assets and natural hazards. This Element states:

“The natural environment adds to the livability of the metropolitan area. Local awareness and appreciation for nature and the need to provide a physically and psychologically healthy urban environment are reasons for promoting a compatible mix of nature and city. Urban areas provide a diversity of economic, social, and cultural opportunities. It is equally important to provide diversity in the natural environment of the city. With proper planning, it is possible to allow intense urban development on suitable land and still retain valuable islands and corridors of open space. Open space may reflect a sensitive natural area, such as the floodway fringe, that is protected from development. Open space can also be a park, a golf course, a cemetery, a body of water, or an area left undeveloped within a private commercial or residential development. Agricultural and forested lands on the fringe of the urban area, in addition to their primary use, provide secondary scenic and open space values.” (page III=C-1).

The Applicant also discusses the natural environment as part of Goal 5 given that the 2023 Plan identifies natural area parks:

“The 2023 Plan defines a Natural Area Park as ‘managed for both recreational use and natural values. They provide opportunities for nature-based recreation, such as wildlife viewing, hiking, jogging, bicycling, and nature photography. These parks provide opportunities for experiencing nature close to home and protect valuable natural resources and wildlife. They are of sufficient size to protect resource[s] and accommodate passive recreation’ (2023 Plan, [page] 49).

Section 5 of the Plan includes two findings that address the significance and importance of natural areas:

‘There has been significant growth in natural areas, from 186 acres of natural area and no dedicated natural resource staff in 2012 to well over 800 acres of natural areas and two full-time staff dedicated to planning and managing these areas’ (2023 Plan, [page] 91).

‘Natural areas are important to the community, and there are unique opportunities to acquire and preserve additional parkland for this purpose’ (2023 Plan, [page] 91).

Section 5 of the Plan includes two actions focused on natural areas:

‘Action 2.1.f: Look for opportunities to expand habitat and provide natural area supporting amenities within developed parks. This could include, green infrastructure, expanding urban forest, short nature trails, nature play elements, and/or signage and interpretation’ (2023 Plan, [page] 97).

‘Action 2.2.f: Look for opportunities to acquire land to support improved capacity and access to existing natural areas including: Harvest Landing, Thurston Hills Natural Area, Willamette Heights, and Georgia Pacific Natural Area’ (2023 Plan, [page] 99).”

The Applicant notes a strong connection exists between Willamalane’s 2023 Plan and the following Goals of the Environmental Resources Element:

Goal 1: Protect valuable natural resources and encourage their wise management, use, and proper reuse.

Goal 2: Maintain a variety of open spaces within and on the fringe of the developing area.

The Applicant further states that the following policies of the Element relate to the 2023 Plan, and goes on to cite strategies, actions, and projects in the 2023 Plan that are consistent with this Element:

Policy C.5: Metropolitan goals relating to scenic quality, water quality, vegetation and wildlife, open space, and recreational potential shall be given a higher priority than timber harvest within the urban growth boundary.

Policy C.21: When planning for and regulating development, local governments shall consider the need for protection of open spaces, including those characterized by significant vegetation and wildlife. Means of protecting open space include but are not limited to outright acquisition, conservation easements, planned unit development ordinances, streamside protection ordinances, open space tax deferrals, donations to the public, and performance zoning.

As stated by the Applicant:

“Willamalane owns 1,630 acres of land and 45 facilities within the District boundary, including six parks classified as Natural Area Parks (2023 Plan, [page] 47 Table 9B; 2023 Plan, [page] 51, Table 9C).”⁹

“Plan Strategy 5.2 involves proactively managing existing natural areas and supports the goals and policies in the Environmental Resources Element of the Metro Plan (2023 Plan, [page] 106).” Associated actions are:

- Action 5.2.a: Continue to collaborate with and foster positive relationships with community partners, local tribes, and American Indian and Alaska Native community members to manage and maintain Willamalane’s natural areas (2023 Plan, [page] 106).
- Action 5.2.b: Develop management plans for natural areas that [currently do not] have plans in place (2023 Plan, [page] 106)
- Action 5.2.c: Develop annual work plans for effective management of natural areas (2023 Plan, [page] 106).
- Action 5.2.d: Increase and sustain resources and staffing to account for prior and future natural area acquisitions, using comparable agencies as benchmarks (2023 Plan, [page] 106).
- Action 5.2.e: Work with partners to enhance habitat and public access to non-Willamalane properties, including: Maple Island Slough, Cedar Creek, Bureau of Land Management property, Lane County property, TEAM Springfield property, McKenzie River and Willamette River (2023 Plan, [page] 106).
- Action 5.2.f: Update Willamalane’s Natural Area Management Plan to incorporate natural areas acquired since the plan was created. This plan should identify priority habitats and opportunities for future expansion (2023 Plan, [page] 105).”

“In addition, the 2023 Plan includes twenty-five projects specifically related to acquiring and developing Natural Area Parks, included below and in Appendix 11 of the 2023 Plan:

- Project S2 Dorris Ranch (Master Plan)
- Project S9 Georgia Pacific Natural Area (Improve)
- Project S23 Moe Mountain Natural Area (Acquisition)
- Project S24 Thurston Hills Natural Area (Acquisition)

⁹ Eastgate Woodlands of the Whilamut Natural Area, Georgia Pacific Natural Area, Harvest Landing, Moe Mountain Natural Area, Thurston Hills Natural Area, Weyerhaeuser-McKenzie Natural Area (2023 Plan, page 47).

- Project S25 McKenzie River Multi-use Path (Improve)
- Project S27 Gary Walker Trail System at Dorris Ranch (Improve)
- Project S28 Thurston Hills Natural Area (Improve)
- Project S29 Thurston Hills Natural Area South Trailhead (Improve)
- Project M4 Weyerhaeuser-McKenzie Natural Area (Master Plan)
- Project M5 Bob Artz Memorial Park (Improve)
- Project M8 Eastgate Woodlands of the Whilamut Natural Area (Expansion)
- Project M24 Harvest Landing (Acquisition)
- Project M25 New Park in Area J (Acquisition)
- Project M30 Glenwood Riverfront Multi-use Path West (Improve)
- Project M31 Moe Mountain Natural Area Multi-use Path Construction (Improve)
- Project M33 Bridge to Howard Buford Recreation Area (Connect)
- Project M35 Thurston Hills Natural Area North Trailhead (Improve)
- Project L1 Clearwater Park (Improve)
- Project L11 Weyerhaeuser-McKenzie Natural Area (Expansion)
- Project L17 Glenwood Riverfront Multi-use Path South (Improve)
- Project L18 Glenwood Riverfront Multi-use Path West (Improve)
- Project O4 Thurston Hills Natural Area Expansion
- Project O7 Thurston Hills Natural Area (Acquisition)
- Project O8 Willamette Heights (Acquisition)
- Project O9 Booth Kelly/Mill Pond Park (Improve)
- Project O10 Glenwood Riverfront (Acquisition)
- Project O11 Jasper Meadows Wetland Park [Acquisition]
- Project O18 South Jasper Natron Wetland Park [Acquisition]
- Project O19 McKenzie Riverfront & Cedar Creek [Acquisition]”

The findings under Statewide Land Use Planning Goal 5: Open Spaces, Scenic and Historic Areas, and Natural Resources are incorporated herein by reference as further support for consistency with the Metro Plan’s Environmental Resources Element. Lane County’s staff report, prepared separately, addresses the Agricultural and Forest Lands components of Statewide Land Use Planning Goals 3 and 4, which apply outside the Springfield urban growth boundary and Metro Plan boundary. Based on these findings, adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and adopting corresponding text amendments to the Metro Plan are actions consistent with the Environmental Resources Element of the Metro Plan.

Finding 59:

The Metro Plan’s ***Willamette River Greenway, River Corridors, and Waterway Element*** is in place to help protect, conserve, and enhance the natural, scenic, environmental, and economic qualities of river and waterway corridors. Policies relevant to adopting the 2023 Plan are:

Policy D.2: Land use regulations and acquisition programs along river corridors and waterways shall take into account all the concerns and needs of the community, including recreation...

Policy D.3: Eugene, Springfield, and Lane County shall continue to cooperate in expanding water-related parks and other facilities, where appropriate, that allow access to and enjoyment of river and waterway corridors.

Policy D.4: ... Springfield's efforts to improve the scenic quality of its Millrace should be encouraged.

Policy D.8: Within the framework of mandatory statewide planning goals, local Willamette River Greenway plans shall allow a variety of means for public enjoyment of the river, including public acquisition areas ...

Policy D.9: Local and state governments shall continue to provide adequate public access to the Willamette River Greenway.

As stated by the Applicant:

“Two rivers border [Springfield], thus river access and river corridor protection, conservation, and enhancement are key elements of the proposed 2023 Plan. Willamalane currently operates two parks along the main stem of the Willamette River.¹⁰ Three additional parks are located along the middle fork of the Willamette River.¹¹ Two parks are located on the McKenzie River.¹² In addition, Willamalane operates multi-use facilities paths along the Willamette River.¹³

The 2023 Plan includes twenty-four projects that support the Metro Plan Willamette River Greenway, River Corridor, and Waterway Element's goals and policies by improving and enhancing access to rivers and waterways through park, bridge, and multi-use path design, development, and acquisition (2023 Plan, Appendix 11):

- Project S4 Island Park Design
- Project S7 West D St. Greenway Master Plan
- Project S9 Georgia Pacific Natural Area
- Project S25 McKenzie River Multi-use Path
- Project M1 McKenzie River Boat Access
- Project M4 Weyerhaeuser-McKenzie Natural Area
- Project M8 Eastgate Woodlands of the Whilamut Natural Area
- Project M12 Mill Race Park
- Project M24 Harvest Landing
- Project M30 Glenwood Riverfront Multi-use Path West

¹⁰ Eastgate Woodlands of the Whilamut Natural Area and Island Park. 2023 Plan, Figure 36.

¹¹ Dorris Ranch, Georgia Pacific Natural Area, and Clearwater Park. 2023 Plan, Figure 36.

¹² Harvest Landing and Weyerhaeuser-McKenzie Natural Area. 2023 Plan, Figure 36.

¹³ West D Street Greenway and Middle Fork Path. 2023 Plan, Figure 37.

- Project M32 Bridge to Glenwood at Island Park
- Project M33 Bridge to Howard Buford Recreation Area
- Project M34 Clearwater Park Trails
- Project L1 Clearwater Park
- Project L3 Island Park
- Project L11 Weyerhaeuser-McKenzie Natural Area
- Project L17 Glenwood Riverfront Multi-use Path South
- Project L18 Glenwood Riverfront Multi-use Path West
- Project L19 Bridge to Glenwood at Island Park
- Project L20 Bridge to Howard Buford Recreation Area
- Project L21 Bridge to Glenwood at Dorris Ranch
- Project O9 Booth Kelly/Mill Pond Park
- Project O10 Glenwood Riverfront (Acquisition)
- Project O19 McKenzie Riverfront & Cedar Creek (Acquisition)”

The 2023 Plan identifies the importance of stewarding natural areas and habitat. The projects listed near the Greenway are natural areas, linear parks, and trails, and they relate to one or more of the following strategies:

- Strategy 2.1.f: Enhance habitat and provide natural area supporting amenities within developed parks. This could include green infrastructure, expanding urban forest, short nature trails, nature play elements, and/or signage interpretation (2023 Plan, page 98)
- Strategy 5.2.b: Develop management plans for natural areas that currently do not have plans in place (2023 Plan, page 106)
- Strategy 5.2.c: Develop annual work plans for effective management of natural areas (2023 Plan, page 106)
- Strategy 5.2.f: Update Willamalane’s Natural Area Management Plan to incorporate natural areas acquired since the Plan was created, This Plan should identify priority habitats and opportunities for expansion (2023 Plan, page 106)
- Strategy 5.3.a: Develop a management plan for repair and maintenance of existing soft-surface trails and multi-use paths (2023 Plan, page 106)

These findings together with those addressing Statewide Land Use Planning Goals 5 and 15 and the Metro Plan’s Environmental Resources Element, incorporated herein by reference, demonstrate that adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and the corresponding text amendments to the Metro Plan are actions consistent with the Willamette River Greenway, River Corridors, and Waterway Element of the Metro Plan.

Finding 60: The ***Environmental Design Element*** of the Metro Plan sets broad goals and polices for the desired qualities of life in the Eugene-Springfield area. The goals of the Metro Plan’s ***Environmental Design Element*** are to:

1. *Secure a safe, clean, and comfortable environment which is satisfying to the mind and senses.*

2. *Encourage the development of the natural, social, and economic environment in a manner that is harmonious with our natural setting and maintains and enhances our quality of life.*
3. *Create and preserve desirable and distinctive qualities in local and neighborhood areas.*

Relevant Metro Plan policies include:

Policy E.1: In order to promote the greatest possible degree of diversity, a broad variety of commercial, residential, and recreational land uses shall be encouraged when consistent with other planning policies.

Policy E.4: Public and private facilities shall be designed and located in a manner that preserves and enhances desirable features of local and neighborhood areas and promotes their sense of identity.

Policy E.5: Carefully develop sites that provide visual diversity to the urban area and optimize their visual and personal accessibility to residents.

While specific project locations, design, and development of the projects have yet to occur based on Willamalane’s 2023 Plan, several of its strategies are a framework for future projects in the proposed 2023 Plan. These strategies address environmental design considerations, including: accessibility, safety, connectivity, educational and interpretive elements, public art, and sustainability:

- Strategy 2.1: Improve existing parks to enhance the district’s current level of service (2023 Plan, page 98)
- Strategy 2.2: Expand acreage and recreation offerings to accommodate population growth and provide parks and recreation opportunities in underserved areas (2023 Plan, page 100)
- Strategy 2.3: Improve and enhance the district’s sustainability initiatives (2023 Plan, page 101)
- Strategy 3.1: Improve connectivity and access to existing paths and trails (2023 Plan, page 102)
- Strategy 3.2: Provide a desirable experience for trail users (2023 Plan, page 103)
- Strategy 4.1: Add or expand facilities to best meet user demand in the district (2023 Plan, page 104)
- Strategy 5.1: Maintain a high standard of care for parks and open spaces (2023 Plan, page 105)

Adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and the corresponding text amendments to the Metro Plan are actions consistent with the Metro Plan’s Environmental Design Element.

Finding 61: The **Transportation Element** of the Metro Plan “addresses surface and air transportation in the metropolitan area. The Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan) provides the basis for the surface

transportation portions of this element.” TransPlan and the Springfield 2035 Transportation System Plan (TSP) are the functional plans that inform transportation-specific infrastructure investments.

The TransPlan (last updated in 2002) serves as a functional plan of the Metro Plan and remains applicable only to regional planning. Willamalane’s 2023 Plan describes a transportation-related project that could extend outside Springfield’s existing UGB (acknowledged in 2019), which corresponds to projects shown outside Springfield’s UGB in the TransPlan. This project has potential to connect south Springfield to the Howard Buford Recreation Area (TransPlan project 960, 2023 Plan project L20).

Finding 62: The Springfield TSP replaced TransPlan as Springfield’s local’s transportation system plan upon the TSP’s initial adoption in 2014 and as amended in 2020. As such, the projects in the Springfield TSP reflect the most recently adopted transportation projects coordinated by the City of Springfield.

Pages 15 and 16 of this staff report show maps of some of Willamalane’s conceptually planned project locations, which depicts selected project numbers (a full list is in Appendix 11 of the 2023 Plan, Exhibit A). Willamalane’s 2023 Plan contains pedestrian-oriented projects identified as Proposed or Planned Path projects and Proposed On-Street Connections. Several projects in the Springfield TSP align or coordinate with Willamalane’s mapped projects within the TSP boundary. Page 32 of this staff report lists these consistencies with specific references to project numbers.

Willamalane’s 2023 plan also supports the Springfield TSP’s multimodal approach to transportation planning. The 2023 Plan’s level of service assessment (Section 6) explains that convenient and safe pedestrian access to parks and other facilities brings an equitable lens to the planning process and benefits communities in areas of public, environmental, and economic health. The level of service assessment (Appendix 8 as summarized in Section 6) identifies gaps needed to better-achieve healthy and equitable outcomes. As part of the level of service assessment, Willamalane evaluated: pedestrian barriers (Section 6, page 61), whether residents have walkable (half-mile/10-minute) access to parks, and more measures related to park access (Section 6 and Appendix 8). The 2023 Plan’s assessment methodology and resulting list of planned projects is consistent with the following policies and actions of the Springfield TSP:

Goal 1: Community Development: Provide an efficient, sustainable, diverse, and environmentally sound transportation system that supports and enhances Springfield’s economy and land use patterns.

- *Policy 1.2: Consider environmental impacts of the overall transportation system and strive to mitigate negative effects and enhance positive features.*
 - *Action 1: Strive to reduce vehicle-related greenhouse gas emissions and congestion through more sustainable street, bike,*

pedestrian, transit, and rail network design, location, and management.

- *Policy 1.3: Provide a multi-modal transportation system that supports mixed-use areas, major employment centers, recreation, commercial, residential, and public developments, to reduce reliance on single-occupancy vehicles (SOVs).*
- *Policy 1.4: Strive to increase the percentage of bicycle and pedestrian system users by planning, designing, and managing systems to support the needs of diverse populations and types of users, including meeting Americans with Disabilities Act (ADA) needs.*

Goal 2: System Management: Preserve, maintain, and enhance Springfield's transportation system through safe, efficient, and cost-effective transportation system operations and maintenance techniques for all modes.

- *Policy 2.4: Maintain and preserve a safe and efficient bike and pedestrian system in Springfield.*
 - *Action 1: Coordinate with Willamalane Park and Recreation District to maintain and preserve the off-street path system.*

Goal 3: System Design: Enhance and expand Springfield's transportation system design to provide a complete range of transportation mode choices.

- *Policy 3.7: Provide for a pedestrian environment that supports adjacent land uses and is designed to enhance the safety, comfort, and convenience of walking by providing direct routes and removing barriers when possible.*
- *Policy 3.8: Coordinate the design of Springfield's transportation system with relevant local, regional, and state agencies.*
 - *Action 7: Coordinate with Lane County to ensure transition between rural and urban transportation facilities within the Springfield urban growth boundary (UGB).*

Project Consistency Between the Adopted Springfield Transportation System Plan & Willamalane’s Proposed 2023 Park and Recreation Comprehensive Plan

Springfield 2035 Transportation System Plan			Willamalane 2023 Park and Recreation Comprehensive Plan		
Project ID	Project Name	Project Description	Project ID	Project Name	Project Description
PB-1	McKenzie Gateway Path - Existing Path to Maple Island Road	Construct a new multi-use 12-foot- wide path from the end of the existing Riverbend Hospital path to Maple Island Road	O5	Lyle Hatfield Path Extension	Work with public and private partners to seek opportunities to expand the Lyle Hatfield multi-use path from RiverBend Hospital in either direction along the McKenzie River, utilizing on-street neighborhood connections when necessary
PB-13	Anderson Lane – By-Gully path to Centennial Boulevard	Add signing and striping on Anderson Street and West Quinalt Street for bicycle facilities and construct 12-foot- wide multi-use path between Anderson Lane and Quinalt Street	M29	By-Gully Path Extensions	Work with partners to design and construct connections from the By-Gully Path to Eastgate Woodlands and neighborhoods and schools to the east (4.8, 4.9, 8.17)
PB-17	Glenwood Area Willamette River Path – I-5 to Willamette River Bridges	Construct a new multi-use 12-foot-wide path from the end of the existing path, east of I-5 to the Willamette River Bridges	M30 L18	Glenwood Riverfront Multi-use Path West	Work with partners to plan for and design a riverfront linear park and multi-use path from I-5 to the Springfield Bridge, consistent with the Glenwood Refinement Plan
PB-18	Glenwood Area Willamette River Path – Willamette River Bridges to UGB	Construct a new multi-use 12-foot-wide path from the Willamette River Bridges to the UGB	L17	Glenwood Riverfront Multi-use Path South	Build a riverfront linear park and multi-use path per the design in Phase 2
PB-28	South 2nd Street to South B Street	Construct a new multi-use 12-foot- wide path from South 2nd Street to South Street	M27	Booth Kelly Trailhead to Island Park Connector	Work with partners and landowners to design, develop, and sign pedestrian/bike connection from Island Park to Booth Kelly Trailhead utilizing both on- and off-street connections
PB-30	33rd Street - V Street to EWEB Path	Add shared-use signing and striping	O1	EWEB Path On-street Connection	Work with City partners to provide on-street connection from EWEB Path to Moe Mountain Natural Area Multi-use Path (4.3a)
PB-31	Moe Mountain Path - River Heights Drive to Marcola Road	Construct a new multi-use 12-foot-wide path River Heights Drive to Marcola Road	M31	Moe Mountain Natural Area Multi-use Path Construction	Develop new multi-use path from northernmost point of Moe Mountain Natural Area south, connecting to northernmost point of the Levee Path per plans from previous design efforts (4.3a, 4.3b)
PB-32	McKenzie River Path - McKenzie Levee Path to 52nd Street	Construct a new multi-use 12-foot-wide path from the existing McKenzie Levee path at 42nd Street to 52nd Street	S25	McKenzie River Multi-use Path	Design and construct a new multi-use path from the south end of the Levee Path, along McKenzie River (north of 126), connecting to High Banks Road at 52nd St. (4.11)
PB-46	Haul Road Path - South 49 th Place to UGB	Construct a new multi-use 12-foot-wide path from South 49th Place to the UGB	S26	South Weyerhaeuser Haul Road (Thurston Hills Path)	Design and construct a multi-use path on existing Weyerhaeuser Haul Road (4.12)

Amendments to Springfield’s TSP do not accompany the plan amendments associated with adoption of Willamalane’s 2023 Plan. Springfield will update its TSP, which will include aligning the planning area with Springfield’s urban growth boundary and will reflect the pedestrian-oriented projects identified in Willamalane’s 2023 Plan.

The preceding findings demonstrate that the 2023 Plan is consistent with the adopted plans applicable to transportation system planning in Springfield and the region, including the Metro Plan’s Transportation Element by way of the TransPlan, and the Springfield TSP. Adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and corresponding text amendments to the Metro Plan are actions consistent with the Transportation Element of the Metro Plan.

Finding 63:

The **Public Facilities and Services Element** requires urban facilities and services systems to be planned in timely and efficient coordination with land uses within urban growth boundaries and other areas. This Element’s introductory section briefly mentions parks and recreation services; however, they are addressed in detail in the Metro Plan’s Parks and Recreation Facilities Element. One overlapping topic in the Public Facilities and Services Element relates to joint school/park use:

Finding 33: Combining educational facilities with local park and recreation facilities provides financial benefits to the schools while enhancing benefits to the community.

Policy G.21: The use of school facilities for non-school activities and appropriate reimbursement for this use.

As stated by the Applicant:

“The 2023 Plan is the product of extensive public participation and interagency collaboration. One of the 2023 Plan’s community engagement focus areas is to ‘continue to grow partnerships with Springfield Public Schools’ (2023 Plan, [page] 33).

Specific to natural areas, the 2023 Plan notes that ‘there are also many opportunities to integrate green spaces throughout the urban core of Springfield with improvements such as green infrastructure, expansion of urban forests, and small nature trails within developed parks. Springfield Public Schools, the City of Springfield, and the Springfield Utility Board are all public agencies with large land holdings that, through further collaboration, could increase efficiencies and impact of Willamalane’s natural resource efforts’ (2023 Plan, [page] 52).”

The 2023 Plan includes specific projects that involve interagency coordination and reinforce Willamalane’s commitment to collaboration with the Springfield Public

Schools, Springfield Utility Board, City of Springfield, Eugene Water and Electric Board, Metropolitan Wastewater Management Commission, and other partners, including (2023 Plan, Appendix 11):

- Project S1 Booth Kelly Trailhead to Middle Fork Path Connector
- Project S3 Guy Lee Park/Elementary
- Project S7 West D St. Greenway Master Plan
- Project S8 Gamebird Park and Garden
- Project S9 Georgia Pacific Natural Area
- Project S13 Willamalane Park
- Project S15 Bob Artz Memorial Park
- Project S25 McKenzie River Multi-use Path
- Project S29 Thurston Hills Natural Area South Trailhead
- Project S35 Centennial Elementary
- Project 36 Maple Elementary
- Project 37 Riverbend Elementary
- Project M1 McKenzie River Boat Access
- Project M4 Weyerhaeuser-McKenzie Natural Area
- Project M5 Bob Artz Memorial Park
- Project M8 Eastgate Woodlands of the Whilamut Natural Area
- Project M9 Guy Lee Park
- Project M13 Page Park
- Project M15 Douglas Gardens Park
- Project M22 New Neighborhood or Special Use Park
- Project M24 Harvest Landing
- Project M27 Booth Kelly Trailhead to Island Park Connector
- Project M28 Booth Kelly Trailhead to Middle Fork Path Connector
- Project M29 By-Gully Path Extension
- Project M30 Glenwood Riverfront Multi-use Path West
- Project M32 Bridge to Glenwood at Island Park
- Project M33 Bridge to Howard Buford Recreation Area
- Project L2 Douglas Gardens Park
- Project L5 Kelly Butte Overlook
- Project L11 Weyerhaeuser-McKenzie Natural Area
- Project L14 Booth Kelly Road Multi-use Path
- Project L15 EWEB Path Extension to Don St.
- Project L16 EWEB Path Extension to Laura St.
- Project L17 Glenwood Riverfront Multi-use Path South
- Project L18 Glenwood Riverfront Multi-use Path West
- Project L19 Bridge to Glenwood at Island Park
- Project L20 Bridge to Howard Buford Recreation Area
- Project L21 Bridge to Glenwood at Dorris Ranch
- Project O1 EWEB Path On-Street Connection
- Project O2 Middle Fork and Mill Race Path North Extensions
- Project O9 Booth Kelly/Mill Pond Park
- Project O10 Glenwood Riverfront

- Project O20 Safe Access to Willamalane Park
- Project O21 By-Gully Path Improvements
- Project O22 Downtown Urban Park/Plaza
- Project O23 EWEB Path Improvements

Adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and the corresponding text amendments to the Metro Plan do not modify the Public Facilities and Services Plan in place for Springfield. The Public Facilities and Services Plan does not include park and recreation facilities. As such, the actions associated with adopting Willamalane’s 2023 Plan are consistent with the Public Facilities and Services Element of the Metro Plan.

Finding 64: The request includes a proposed amendment to the Metro Plan’s **Parks and Recreation Facilities Element**. The amendment to this Element is limited to a footnote citing adoption of Willamalane’s Park and Recreation Comprehensive Plan as an element of the Springfield Comprehensive Plan as shown in Exhibit B. While minimal in content, it serves a significant clarifying purpose. The proposed amendment retains the applicability of this Metro Plan element to Willamalane and Springfield given its emphasis on regional coordination. As such, a relevant content of the Parks and Recreation Facilities Element includes:

Goal: Provide a variety of parks and recreation facilities to serve the diverse needs of the community’s citizens.

Section 9 and Appendix 11 of the 2023 Plan show and describe an array of plans for park and facilities projects consistent with this goal. In addition to analyses for level of service, capacity, etc., a foundational piece for determining needs—and subsequently the proposed projects—was engaging the community throughout the entire process of development the plan. The findings under Statewide Land Use Planning Goal 1 demonstrate consistency with the above-cited goal.

Policy H.2: Local parks and recreation plans and analyses shall be prepared by each jurisdiction and coordinated on a metropolitan level...

Policy H.6: All metropolitan area parks and recreation programs and districts shall cooperate to the greatest possible extent in the acquisition of public and private funds to support their operations.

Willamalane Park and Recreation District is a special-purpose district whose boundaries include all of Springfield’s planning jurisdiction. Willamalane’s district boundary includes some land outside the Springfield UGB. The City of Springfield has no park department. As previously noted, a 1995 Intergovernmental Agreement between Willamalane and the City of Springfield establishes Willamalane as the provider of park and recreation facilities in Springfield and as the agency responsible for developing a comprehensive plan specific to park and recreation facilities.

The 2023 Plan is proposed for adoption as an element of Springfield’s Comprehensive Plan for park and recreational services in conformance with Statewide Land Use Planning Goal 8. Section 5, page 52; Section 7, page 77; and Appendix 1 of the 2023 Plan note Willamalane’s collaboration with public, non-profit, and civic organizations in the region to develop the 2023 Plan and notes how it will coordinate services throughout its planning period. Part of this coordination involves strategies to fund its operations and capital investments. Sections 8 and 9 of the 2023 Plan identify how Willamalane currently and has potential to support these aspects of its services.

These findings demonstrate the proposed 2023 Plan meets the purpose and direction of the Metro Plan’s Parks and Recreation Facilities Element. Accordingly, adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and the corresponding text amendments to the Metro Plan are also consistent with this Metro Plan element.

Finding 65: The goal of the **Historic Preservation Element** of the Metro Plan is to “preserve and restore reminders of our origin and historic development as links between past, present, and future generations.”

Of the policies in this Element of the Metro Plan, one is relevant:

Policy I.2: Institute and support projects and programs that increase citizen and visitor awareness of the area’s history and encourage citizen participation in and support of programs designed to recognize and memorialize the area’s history.

Willamalane owns and operates Dorris Ranch, a 258-acre living history park on the National Register of Historic Places. Relevant projects in the 2023 Plan directed at preserving and restoring historic places include (2023 Plan, Appendix 11):

- Project S2 Dorris Ranch (Master Plan)
- Project S27 Gary Walker Trail System at Dorris Ranch (Expand)
- Project M7 Dorris Ranch (Improvements)

Several actions in Willamalane’s 2023 Plan address the preservation and protection of historic and cultural resources:

- Action 2.1.i: Work with community partners to actively preserve and protect historic and cultural resources in the district (2023 Plan, page 98).
- Action 2.1.j: Continually update the Historic and Cultural Resources Management Plan to [integrate] best practices into the management of historic and cultural resources within the district (2023 Plan, page 98).
- Action 5.1.o: Explore expansion of the Dorris Ranch Historic District to include the Briggs House during implementation of the Dorris Ranch Master Plan improvements (2023 Plan, page 105).
- Action 5.4.b.: Assess and plan for opportunities to improve the function of existing facilities, including renovations to locker rooms, parking lots, entrance lobbies, historic and cultural resources, etc. (2023 Plan, page 106).

These findings demonstrate the proposed 2023 Plan is consistent with the Historic Preservation Element of the Metro Plan. Accordingly, adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and the corresponding text amendments to the Metro Plan are also consistent with this Metro Plan element.

Finding 66: The first goal of the Metro Plan’s **Energy Element** is to “maximize the conservation and efficient utilization of all types of energy.” There is one policy relevant to the 2023 Plan:

Policy J.8: Commercial, residential, and recreational land uses shall be integrated to the greatest extent possible, balanced with all planning policies to reduce travel distances, optimize reuse of waste heat, and optimize potential on-site energy generation.

The findings under Statewide Land Use Planning Goal 12: Transportation (beginning on page 19 of this staff report) support Policy J.8 and are incorporated herein by reference.

The 2023 Plan includes a strategy and corresponding actions directed at enhancing Willamalane’s sustainability efforts, and additional actions will work toward energy efficiency, including energy conservation and sustainable development practices (2023 Plan, page 101):

- Strategy 2.3: Improve and enhance the [D]istrict’s Sustainability initiatives:
- Action 2.3.a: Limit the [D]istrict’s carbon footprint. Create an internal sustainability plan with measurable goals and action items.
- Action 2.3.b: Consider design standards and horticultural practices that feature native and drought-resistant plants to conserve water.
- Action 2.3.c: Help ensure all current and future park and facility lighting is as energy efficient as possible (e.g., LED). Consider dark sky compliant lighting where possible.
- Action 2.3.d: Expand recycling program in [D]istrict parks and facilities.
- Action 2.3.e: Work with local partners to identify and address green infrastructure needs throughout the park system.
- Action 2.3.f: Prioritize environmentally [conscious] and energy [efficient] alternatives when replacing [D]istrict’s gas-powered vehicle fleet and maintenance equipment.

These findings demonstrate the proposed 2023 Plan is consistent with the Energy Element of the Metro Plan. Accordingly, adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and the corresponding text amendments to the Metro Plan are also consistent with this Metro Plan element.

Finding 67: The Metro Plan’s **Citizen Involvement Element** aims to “continue to develop, maintain, and refine programs and procedures that maximize the opportunity for meaningful, ongoing citizen involvement in the community’s planning and

planning implementation processes consistent with mandatory statewide planning standards.” Metro Plan Policy K.3 is relevant to the 2023 Plan:

Policy K.3: Improve and maintain local mechanisms that provide the opportunity for residents and property owners in existing residential areas to participate in the implementation of policies in the Metro Plan that may affect the character of those areas.

The findings in response to Statewide Land Use Planning Goal 1 are incorporated herein by reference. Accordingly, adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and the corresponding text amendments to the Metro Plan are also consistent with this Metro Plan element.

(2) In those cases where the Springfield Comprehensive Plan applies, the amendment shall be consistent with the Springfield Comprehensive Plan

Finding 68:

No policies in the ***Residential Land Use & Housing Element*** of the Springfield Comprehensive Plan directly apply to Willamalane’s 2023 Plan or to the associated amendments, as Willamalane’s 2023 Plan does not propose housing and is not a neighborhood refinement plan. However, adopting Willamalane’s 2023 Plan complements the following policies through the Plan’s emphasis on the importance of providing recreation services and park spaces that are safe to get to by ways other than driving:

Policy H.10: Through the updating and development of each neighborhood refinement plan, district plan or specific area plan, amend land use plans to increase development opportunities for quality affordable housing in locations served by existing and planned frequent transit service that provides access to employment centers, shopping, health care, civic, recreational and cultural services.

Policy H.14: Continue to update existing neighborhood refinement plan policies and to prepare new plans that emphasize the enhancement of residential neighborhood identity, improved walkability and safety, and improved convenient access to neighborhood services, parks, schools and employment opportunities.

The amount and general locations of the projects in Willamalane’s 2023 Plan support Springfield’s residential land needs as demonstrated in the findings under Statewide Land Use Planning Goal 10, incorporated herein by reference.

Accordingly, adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and corresponding text amendments to the Metro Plan are actions consistent with the Residential Land Use & Housing Element of the Springfield Comprehensive Plan.

Finding 69:

The Springfield Comprehensive Plan's **Economic Element** addresses adequate land supply for economic development and strategies for employment growth. The following policies are relevant to the request:

Policy E.1: Designate an adequate supply of land that is planned and zoned to provide sites of varying locations, configurations, size and characteristics as identified and described in the Economic Opportunity Analysis to accommodate industrial and other employment over the planning period. These sites may include vacant undeveloped land; partially developed sites with potential for additional development through infill development; and sites with redevelopment potential.

Policy E.29: Strengthen and grow community partnerships and initiatives that seek to optimize coordination of economic development planning with natural resource, open space and parks planning.

The findings under Statewide Land Use Planning Goal 9, incorporated herein by reference, demonstrate the 2023 Plan and actions to implement the 2023 Plan do not affect the commercial or industrial buildable land inventories and do not conflict with needed employment sites. Adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan ensures consistency with Policy E.29 given the general project locations as shown on pages 15 and 16 of this staff report and in the 2023 Plan, their descriptions in Appendix 11 of the 2023 Plan (Exhibit A), and in the strategies and actions identified on pages 96 through 108 of the 2023 Plan (Exhibit A).

Accordingly, adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and corresponding text amendments to the Metro Plan are actions consistent with the Economic Element of the Springfield Comprehensive Plan.

Finding 70:

The **Urbanization Element** of the Springfield Comprehensive Plan guides future development in Springfield, describes how and where land will be developed, and how and where infrastructure will be provided to meet Springfield's long-term needs for growth while ensuring a high quality of life for its community. Relevant policies include:

Policy U.26: As depicted in Ordinance No. 6361 Exhibit A-2, certain Willamalane Park and Recreation District lands, parks and facilities are included in the 2016 UGB expansion and are designated Public/Semi Public to accommodate community needs for open space and recreation and shall not be re-designated to allow for other urban uses.

Policy U.31: For the purposes of land use planning and annexation approval, the Springfield Comprehensive Plan defines key urban facilities and services as: wastewater service; stormwater service; transportation; solid waste management; water service; fire and emergency medical services; police protection; citywide park and recreation programs; electric service; land use

controls; communication facilities; and public schools on a district-wide basis.

Policy U.41: Protect, conserve, and enhance the natural, scenic, environmental, and economic qualities of the McKenzie and Willamette River and waterway corridors as Springfield grows and develops.

Policy U.43: The City of Springfield and Willamalane shall continue to cooperate in expanding water-related parks and other facilities, where appropriate, that allow access to and enjoyment of river and waterway corridors.

Policy U.45: Continue efforts to restore, enhance and manage the Springfield Mill Race to fulfill multiple community objectives. Partner with Willamalane and Springfield Utility Board to provide public access to the Mill Race where appropriate.

Policy U.46: Continue efforts to provide increased opportunities for public access to the Willamette River Greenway and the McKenzie River through comprehensive planning, development standards, annexation agreements, the land use permitting process, and through partnerships with Willamalane, Springfield Utility Board and property owners.

Springfield Ordinance 6361 expanded Springfield’s UGB by adding 455 acres of publicly owned land, some of which was under the ownership, co-ownership, or management by Willamalane for parks, recreation, and open space. The 2023 Plan does not propose to redesignate any of these lands, and adoption of the 2023 Plan will help ensure that lands designated for parkland and recreation services will remain committed to those needs. These lands are existing parks to remain with proposed improvements (e.g., Ruff Park, Lively Park, Weyerhaeuser-McKenzie Natural Area, Georgia Pacific Natural Area, Clearwater Park) or are areas where the 2023 Plan identifies opportunities for collaboration with other property owners (e.g., projects M28, M31, O2, O3, O5, etc. detailed in Exhibit A).

The Springfield Comprehensive Plan includes citywide park and recreation programs in the definition of key urban facilities and services. The 2023 Plan is proposed for adoption as the Recreation Element of the Springfield Comprehensive Plan to be acknowledged as in compliance with Statewide Land Use Planning Goal 8.

Consistent with Policy U.45 of the Urbanization Element, the Mill Race Path project (M12) commits Willamalane to working with partners and landowners to create a master plan and build improvements to the park.

Consistent with Policies U.41 and U.46 of the Urbanization Element, Willamalane’s 2023 Plan includes 22 projects along the McKenzie and Willamette Rivers that contribute to protecting, conserving, and enhancing the natural, scenic, environmental, and economic qualities of the resources.

Several projects (2023 Plan, Appendix 11) involve master planning or development to improve public access to the rivers:

- Project S4 Island Park Design
- Project S9 Georgia Pacific Natural Area
- Project S25 McKenzie River Multi-use Path
- Project S27 Gary Walker Trail System at Dorris Ranch
- Project M1 McKenzie River Boat Access
- Project M8 Eastgate Woodlands of the Whilamut Natural Area

- Project M24 Harvest Landing
- Project M30 Glenwood Riverfront Multi-use Path West
- Project M32 Bridge to Glenwood at Island Park
- Project M33 Bridge to Howard Buford Recreation Area
- Project M34 Clearwater Park Trails
- Project L1 Clearwater Park
- Project L3 Island Park
- Project L17 Glenwood Riverfront Multi-use Path South
- Project L18 Glenwood Riverfront Multi-use Path West
- Project L19 Bridge to Glenwood at Island Park
- Project L20 Bridge to Howard Buford Recreation Area
- Project L21 Bridge to Glenwood at Dorris Ranch
- Project O2 Middle Fork and Mill Race Path North Extensions
- Project O6 Middle Fork Path East Extension
- Project O10 Glenwood Riverfront
- Project O19 McKenzie Riverfront & Cedar Creek

Accordingly, adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan and corresponding text amendments to the Metro Plan are actions consistent with the Urbanization Element of the Springfield Comprehensive Plan.

CONCLUSION: Based on the preceding findings, the 2023 Plan, adopting it as the Recreation Element of the Springfield Comprehensive Plan, and corresponding text amendments to the Metro Plan are actions consistent with the applicable portions of the Springfield Comprehensive Plan. The amendments to the Metro Plan clarify the distinction between the Metro Plan and Comprehensive Plan with regard to parks and recreation services in Springfield, ensuring consistency between the two plans and within the Metro Plan itself. The criteria at SDC 5.14.135(B) and LC 12.300.030.B are met.

V. RELATED STATE REGULATORY FRAMEWORK

Oregon Administrative Rules

Each of the Oregon Statewide Land Use Planning Goals addressed in the first criterion of approval of this staff report have their own, accompanying Administrative Rule. Beyond those, additional OARs provide a broader regulatory context for parks planning in Oregon and carry out requirements of Oregon Statewide Land Use Planning Goal 8. As stated by the Applicant:

“Applicable administrative rules are those establishing policies and procedures for the planning and zoning of state and local parks to address the recreational needs of the citizens of the state (OAR Chapter 660, Division 034, Section 0000), and secondarily, those implementing the requirements for agricultural land as defined by Goal 3 (OAR Chapter 660, Division 33, Section 0010), and those implementing the requirements for open space as defined by Goal 5 (OAR Chapter 660, Division 023, Section 0220).

OAR 660-034-0040(1) refers to requirements for implementing ‘local park master plans’ as part of the local comprehensive plan. There is no definition for ‘local park master plans’ in Division 34. Sections (1)(a) and (1)(b) of 660-034-0040 apply to the adoption of a site-specific park master plan. Since the proposed [amendments relate to] the adoption of a comprehensive, system-wide plan for parks and recreation and not a site-specific park master plan, the [Rule] does not apply.

Even if it were assumed that the proposed 2023 Plan was synonymous with the definition of a ‘local park master plan’ in Division 34, the 2023 Plan would be consistent with the Rule's intent. The relevant text is below:

OAR 660-034-0040

- (1) If a local government decides to adopt a local park plan as part of the local comprehensive plan, the adoption shall include:*
- (a) A plan map designation, as necessary, to indicate the location and boundaries of the local park; and*

The City of Springfield has an adopted and acknowledged property-specific Comprehensive Plan Map... The Map clarifies the location of plan designations by interpreting the Metro Plan Diagram for each property within Springfield’s [UGB]. The 2023 Plan includes a Map of Proposed Park System Improvements (2023 Plan, Figure 36, page 114) and a Path and Trail Project List and Recommendations Map (2023 Plan, Figure 37, [page] 115) that show the location of parks, indoor facilities, and multi-use paths and identifies short-term, mid-term, and long-term projects. The 2023 Plan replaces and supersedes all previously adopted [Willamalane] Park and Recreation Comprehensive Plans.”

The Comprehensive Plan Maps referenced by the Applicant shows properties designated Public Land and Open Space and other properties where existing Willamalane facilities operate as allowed by corresponding zoning. The maps of the 2023 Plan also show Willamalane’s district boundary in relation to the surrounding area it studied to inform the 2023 Plan. Willamalane’s planning area includes land under Springfield’s planning jurisdiction and small portions of land under Lane County’s planning jurisdiction outside the Metro Plan boundary and Springfield’s UGB. Upon adoption for Springfield’s purposes, the 2023 Plan will serve as the Recreation Element of the Springfield Comprehensive Plan to satisfy Statewide Land Use Planning Goal 8.

- (b) Appropriate zoning categories and map designations (a “local park” zone or overlay zone is recommended), including objective land use and siting review criteria, in order to authorize the existing and planned park uses described in the local park master plan.*

The Applicant states:

“Existing City of Springfield zoning categories are sufficient, as they relate to existing parks and facilities, not proposed projects. The Rule also provides that ‘a local government is not required to adopt an exception to Statewide Planning Goals 3 or 4 for [these uses] on agricultural or forest land within a local park provided such uses, alone or in combination, meet all other statewide goals and are each use must be described and authorized in a local park master plan’ that has been adopted as part of the local comprehensive plan (OAR 660- 034-0040(4)(a)).”

While there are existing land use districts within the Springfield Development Code that relate to parks and facilities that adequately ensure the siting of such uses is possible, clarification is needed to note that existing sites must conform to these requirements, and proposed projects to develop park and facility concepts must also conform to the requirements of the Springfield Development Code. Evaluation of the 2023 Plan’s conformance to Goals 3 and 4 is under Lane County’s purview.

The Applicant further states:

“Lastly, OAR 660-023-0220 defines ‘open space’ to include parks...” The Applicant cites subsection (3) of this Rule:

(3) “Local governments may adopt a list of significant open space resource sites as an open space acquisition program. Local governments are not required to apply the requirements of OAR 660-023-0030 through 660-023-0050 [Inventory Process] to such sites unless land use regulations are adopted to protect such sites prior to acquisition.”

The Applicant states:

“A list of proposed parks is included in the proposed 2023 Plan. Some of those sites are not yet in public ownership. However, their location is generalized in nature, and there are no land use regulations being proposed to protect such sites before acquisition...”

The 2023 Plan and its adoption as the Recreation Element of the Springfield Comprehensive Plan along with text amendments to the Metro Plan are outside the scope of subsection (3). While Springfield has an adopted inventory and protection program for certain Statewide Land Use Planning Goal 5 resources as described beginning on page 7 of this staff report, open spaces are not part of Springfield’s Goal 5 program, and a proposed acquisition program does not accompany adoption of the 2023 Plan. OAR 660-023-0220(2) does not require local governments to amend acknowledged comprehensive plans to identify new Goal 5 open spaces.

Oregon Revised Statutes

Applicable Oregon Revised Statutes (ORSs) are those authorizing and implementing the state and local park planning Administrative Rule (OAR Chapter 660, Division 34). The statues allowing park uses in Exclusive Farm Use zones in ORS 215 as cited in the Applicant’s written statement (Attachment 2, page 27) apply to Lane County’s staff report addressing the portion of

Willamalane’s planning area outside the Metro Plan boundary and Springfield UGB. Statutes authorizing OAR Chapter 660, Division 34, State and Local Park Planning, are ORS 195 and 197:

- ORS Chapter 195 (Local Government Planning Coordination)¹⁴:
 - ORS 195.020 and 195.065: These statutes provide the basis for the 1995 Intergovernmental Agreement between the City and Willamalane regarding coordinated planning and urban services.
- ORS Chapter 197 (Comprehensive Land Use Planning Coordination)¹⁵:
 - ORS 197.175 generally requires the City to exercise its planning and zoning responsibilities in accordance with ORS Chapters 195, 196 and 197 and the goals approved under ORS Chapters 195, 196 and 197 (see ORS 197.250). Compliance with Oregon’s Statewide Land Use Planning Goals are discussed under the first criterion of approval beginning on page 4 of this staff report.
 - ORS 197.610 (and OAR 660-018-0020) requires local jurisdictions to submit proposed comprehensive plan or land use regulation changes to DLCD. As noted in the Procedural Findings on page 3 of this staff report, notice of the proposed amendments was provided to DLCD within 35 days of the first evidentiary hearing concerning the amendments.

VI. OVERALL CONCLUSION:

The findings herein demonstrate that adopting Willamalane’s 2023 Park and Recreation Comprehensive Plan as the Recreation Element of the Springfield Comprehensive Plan and amending the Metro Plan text to reflect adoption as such are actions that meet the criteria of approval at SDC 5.14.135 and LC 12.300.030. The consistency of these actions with the Springfield Comprehensive Plan, the Metro Plan, and the Statewide Land Use Planning Goals carry out the land use planning framework prescribed by Oregon’s Administrative Rules and Revised Statutes.

¹⁴ The Applicant’s written statement cites ORS 195.120 (Rules and planning goal amendments for parks required; allowable uses; application of certain land use laws) and ORS 195.125 (Existing uses in state parks; approval by local governments). With the exception of ORS 195.120(2)(a), these sections apply to state parks. ORS 195.120(2)(a) concerns working in cooperation with the State Parks and Recreation Commission to adopt rules and Statewide Land Use Planning Goal amendments for allowable uses in state and local parks that have adopted master plans. The amendments presently considered by Springfield and Lane County are outside the scope of ORS 195.120(2)(a).

¹⁵ The Applicant’s written statement cites various statutes: Section 040 (Land Conservation and Development Commission -- Duties of Commission; rules); and section 225 (Goals Compliance – Preparation; adoption) through Section 245 (Commission amendment of initial goals; adoption of new goals). These apply directly to DLCD and to the Land Conservation and Development Commission when adopting or amending a Statewide Land Use Planning Goal but only indirectly to the proposed amendments by way of demonstrating that Springfield’s comprehensive planning framework is consistent with the Statewide Land Use Planning Goals.

City of Springfield
Development & Public Works
225 Fifth Street
Springfield, OR 97477
Phone: (541) 726-3753
Fax: (541) 726-3689



Metro Plan Amendment Application, Type IV

Type of Plan Amendment (Check One)

- Type I:** is a non-site specific amendment of the Plan.
- Type II:** changes the Plan diagram; or is a site-specific Plan text amendment.

Property Subject to the Amendment (if applicable)

Tax Assessor Map n/a Tax Lot(s) n/a
Street Address n/a Acres n/a
Metro Plan Designation n/a Refinement Plan Designation n/a

Description of Proposed Amendment (Attach additional sheets if needed)

Amend the Metro Plan to reflect adoption of the 2023 Willamalane Park and Recreation District (WPRD) Comprehensive Plan. Willamalane is designated in the Metro Plan as the park and recreation service provider for Springfield and its urbanizable area. The proposed amendments adopt the 2023 WPRD Comprehensive Plan as an element of the Springfield Comprehensive Plan and amend the Metro Plan to reflect the Plan's adoption.

Applicant/Owner Information

Printed Name of Applicant Jackie Rochefort, Willamalane Park and Recreation District Phone: 541-517-7593
Applicant Signature [Signature] Date 12/14/2023
Mailing Address 682 36th St., Springfield, OR 97478
Property Owner Signature Owner also Applicant Date _____
Mailing Address 250 S. 32nd Street, Springfield, Or 97478

For Office Use Only:

Case No. _____ Received By _____
Date Accepted as Complete _____

THE APPLICATION PACKET

A COMPLETE APPLICATION CONSISTS OF:

1. **A complete application page** (all of the sections on the opposite side of this page must be filled out).
2. **A statement containing Findings of Fact addressing the Criteria of Approval found in Springfield Development Code (SDC) 5.14-135.** In order for the Planning Commission and the City Council to consider an amendment of a plan text and/or diagram, there must be Findings of Fact submitted by the applicant. The Findings of Fact must show reason for the request consistent with the Criteria of Approval (shown below). If insufficient or unclear information is submitted by the applicant, the request may be denied or delayed.

The application must include requirements for addressing specific statewide goals that the Oregon legislature has said must be part of the amendment analysis. In particular, Statewide Planning Goal 9 Economy and Goal 10 Housing must be addressed for impact on buildable lands inventories, and a Goal 12 Transportation analysis must address criteria contained in OAR 660-012-060(1) and (2) of the Transportation Planning Rule (TPR). Goals 9, 10 and 12 are three of several "Applicable State-Wide Planning Goals" that must be specifically addressed in criteria (A) of the Springfield Development Code (SDC) 5.14-135.A. These specific items must be included in the application submittal to be considered a complete application.

In reaching a decision on these actions, the Planning Commission and the City Council shall adopt findings which demonstrate conformance to the following Criteria of Approval (SDC 5.14-135.

A Metro Plan amendment may be approved only if the Springfield City Council And other applicable governing body or bodies find that the proposal conforms to the following criteria.

- A. The amendment shall be consistent with applicable Statewide Planning Goals; and
 - B. Plan inconsistency:
 1. In those cases where the Metro Plan applies, adoption of the amendment shall not make a Metro Plan internally inconsistent.
 2. In cases where Springfield Comprehensive Plan applies, the amendment shall be consistent with the Springfield Comprehensive Plan. (6331)
3. **A map to scale depicting the existing and proposed diagram change.** (If applicable)
 4. **The application fee.** Refer to the *Development Code Fee Schedule for the appropriate fee.* A copy of the Fee Schedule is available at the Development & Public Works Department.

Revised 1/2017

MEMORANDUM

Willamalane Park and Recreation District 2023 Comprehensive Plan Comprehensive Plan Amendment Application

To: Monica Sather
Comprehensive Planner

From: Colin McArthur, AICP
Principal Planner

Date: February 26, 2024

Subject: **Comprehensive Plan Amendment Application (File No. 811-23-000285-TYP4)
Supplemental Information**

Willamalane Park and Recreation District submitted a Comprehensive Plan Amendment Application to the City of Springfield on December 14, 2023, to adopt Willamalane's 2023 Comprehensive Plan. In a letter dated February 13, 2024, staff reviewed the application and identified items requiring clarification and informational needs to support staff findings. Those items are identified in **bold** text below, with supplemental information and findings provided as plain text.

STATEWIDE PLANNING GOALS

Goal 9

While WPRD's Comprehensive Plan need not define precise project locations, please address whether the conceptual locations do not conflict with needed employment sites as identified with Springfield's Economic Opportunities Analysis and resultant urban growth boundary expansion (Ordinance 6361). You can reference the Springfield Comprehensive Plan and Technical Supplement as adopted by ordinance.

Springfield's Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis (EOA)¹ was adopted as a Technical Supplement to the Springfield 2030 Comprehensive Plan

¹ City of Springfield. Commercial and Industrial Buildable Lanes Inventory and Economic Opportunities Analysis. ECONorthwest. Final Report. August 2015.

Economic Element (Ordinance 6361, Exhibit B-2). The document includes the identification and analysis of potentially developable sites larger than 5 acres. Map 1 (Map 2-6) shows the location of potentially redevelopable land in Springfield.

The EOA is based on 2004 Metro Plan designations and includes lands with the following designations: Campus Industrial, Commercial Mixed Use, Heavy Industrial, High Density Residential Mixed Use, Light Medium Industrial, Light Medium Industrial Mixed Use, Major Retail Center, Medium Density Residential Mixed Use, Mixed Use, and Special Heavy Industrial.² The following designations were excluded from the analysis: Government and Education, Parks and Open Space, Natural Resources, Agriculture, and Forest Lane. Willamalane predominantly owns land within the Parks and Open Space and Natural Resource plan designations.

Willamalane owns no land within the following plan designations: Campus Industrial, Commercial Mixed Use, Heavy Industrial, Light Medium Industrial Mixed Use, Major Retail Center, Medium Density Residential Mixed Use, Mixed Use, or Special Heavy Industrial. Willamalane owns two parcels zoned Light Medium Industrial. These properties are used for Willamalane's Parks Services building and grounds. Because they are not open to public use, they are not included in the 2023 Plan inventory.

Willamalane does not own any land included in the EOA inventory, except for two Light Medium parcels which are already developed. Thus, no conflict exists between existing Willamalane park and recreation facilities in the 2023 Plan and needed employment sites identified in the EOA.

2023 Plan Figure 36 shows the conceptual location of planned park projects. The location of projects was analyzed against the map of Potentially Redevelopable Land in the EOA. Springfield Comprehensive Plan, Economic Element, Finding 16 notes that Springfield's "land needs that may not be met within the UGB are for sites five acres and larger. The city only has one buildable site 20 acres or larger." The analysis did not identify any conflicts with needed employment sites. In the event of a future conflict, if it were to arise, the plan designation and prior identification as a needed employment site in the EOA would restrict the potential of the property to be developed as a park and recreation facility.

Ordinance 6361 amended the Springfield Urban Growth Boundary by adding 257 acres of employment land on 273 gross acres in the North Gateway and Mill Race expansion areas, designating 53 acres of land located within the FEMA Floodway in the North Gateway expansion area as Natural Resource, and adding 455 acres of existing Public, Parks and Open Space land. Exhibit A 2-2 shows the boundaries of the proposed plan designations applied to Urban Holding Area – Employment, Natural Resource, and Public/Semi-Private lands. As noted, 2023 Plan Figure 36 shows the conceptual location of planned park projects. There are no planned projects shown within the Urban Holding Area – Employment plan designation thus there are no conflicts with needed employment sites between the 2023 Plan and those identified in Ordinance 6351

² ECONorthwest. Table 2-1. Page 7.

Goal 10

Please note whether the population numbers used for WPRD’s Comprehensive Plan used a more current estimate from Portland State’s Population Research Center and the extent to which WPRD’s analysis (e.g., demographics, service assessments, or any component you think appropriate) coordinates with Springfield’s urban growth boundary. While the findings provided with the submittal reflect information based on previously adopted materials (per Ordinance 6268), the information is no longer as accurate (e.g., the previously anticipated need may not be as high).

The 2023 Plan uses population data from the Population Research Center (PRC) at Portland State University (PSU), which tracks Oregon’s growth and demographic changes. This data is used as the basis of population estimates and projections for the Plan (2023 Plan, Appendix 3, p. A3-1). In 2020, Springfield’s population was estimated at 70,337. The PRC projects that the UGB population will grow to 75,159 by 2035.³

Other demographic data (age, socioeconomic, diversity, etc.) for Springfield’s UGB came from the consultant’s Esri Business Analyst software as of May 2022. Esri’s primary source for demographic information is the 2020 U.S. Census. Data relating to health, wellness, and disability were sourced from the American Community Survey and the Robert Wood Johnson Community Health Foundation. These sources are all documented in Appendix 3. Willamalane’s Demographic Profile (Exhibit C) and are coordinated with Springfield’s UGB.

The *Springfield 2030 Refinement Plan Residential Land Use & Housing Element* includes population information under the findings for the Residential Land Supply & Demand topic. The source data for the population information is coordinated population forecasts from Lane County and its incorporated cities in June 2009. The Springfield UGB population forecast for 2030 is 81,608, higher than the 2035 population forecast in the 2023 Plan.

The 2023 Plan uses current data from PSU, as opposed to the Springfield Comprehensive Plan’s use of 2009 data from Lane County. Therefore, the analysis included in the 2023 Plan reflects a more accurate representation of the recreational needs of the Springfield UGB population based on the current data.

Ordinance 6361’s expansion for additional parkland in response to the findings for Ordinance 6268 may further bolster the request. The Springfield Comprehensive Plan and Technical Supplement are consistent with the actions noted in the ordinance.

³ Portland State University. Population Research Center. [Current Forecast Summary for All Areas](#). 2021 Update. Lane County. Springfield UGB.

Springfield Ordinance 6268 identified a deficit of 300 acres to meet 2010-2030 public land, parks, and open space needs.⁴ Ordinance 6361 expanded the Springfield Urban Growth Boundary to include 455 acres of existing Public, Parks, and Open Space lands and to assign the “Natural Resource” plan designation to 53 acres of land.

The UGB expansion encompasses certain existing publicly-owned lands, parks, open spaces, and public facilities that were located outside of the UGB. Publicly-owned lands included lands owned by the City, Willamalane, and Springfield Utility Board. The purpose of the public land expansion was to plan, designate, and zone those lands to protect critical publicly-owned natural resources, parks, and facilities and facilitate the efficient planning and management of these lands to benefit Springfield’s residents.

The 2023 Plan is adopted as Springfield’s acknowledged Goal 8 Comprehensive Plan element. The implementation of the Springfield Comprehensive Plan and Technical Supplement is consistent with the actions in Ordinance 6361 and Ordinance 6268.

Goal 12

Please compare the project list in the Springfield Transportation System Plan (TSP) to the project list in WPRD’s Comprehensive Plan in list format. For discussion: Though no development is proposed at this time, please address whether the projects identified in WPRD’s Comprehensive Plan are consistent with the TSP project list and, to address OAR 660-012-0060(1), whether WPRD’s projects would operationally or functionally change the classifications of the system shown and described in the Springfield TSP. Example findings to help address some of these aspects begin on PDF page 9 of this staff report.

The Springfield Transportation System Plan (TSP) project list was compared with the 2023 Plan’s project list. The analysis used the All Projects Map and TSP Project List Amendments⁵ from the TSP and Figure 36. Map of 2023 Proposed Park Improvements, Figure 37. Map of 2023 Proposed Path and Trail Improvements, and Appendix 11 from the 2023 Plan. The Plan figures show the location of Proposed or Planned Path and Proposed On-Street Connection features that are generally consistent with Pedestrian/Bike Project, Pedestrian/Bike Project – Alternative Project, Pedestrian/Bike – Off-Street Path Project, and Conceptual Pedestrian/Bike – Off-Street Path Project features on the All TSP Projects map. In addition to the map review, the analysis included comparing projects between the two documents. The analysis did not reveal any conflicts. However, it did reveal similar project characteristics. Appendix A. TSP Projects and Willamalane Projects Comparison table shows the

⁴ Ordinance 6268. Exhibit A-1. Springfield 2030 Refinement Plan. Residential Land Use and Housing Element. Findings. Residential Land Supply and Demand. No. 12. P. 11.

⁵ City of Springfield. TSP-All-Projects-Map List. <https://springfield-or.gov/wp-content/uploads/2022/12/TSP-All-Project-Map-List.pdf>

analysis results. There are seven projects included in the 2023 Plan that have similar characteristics and are consistent with the TSP, as evidenced by the project descriptions.

The Transportation Planning Rule (OAR 660-012-0060) implements Goal 12. OAR 660-012-0060 requires a local government to establish mitigation measures if an amendment to an acknowledged functional plan, comprehensive plan, or land use regulation would “significantly affect an existing or planned transportation facility.” Subsections (1)(a)-(c) determine whether the requested amendments to the Metro Plan and Springfield Comprehensive Plan significantly affect a transportation facility.

An amendment to an acknowledged comprehensive plan “significantly affects” a transportation facility under Subsection 1(a) if it: “Change[s] the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan).” The amendments do not change any functional classification under OAR 66-012-0060(1)(a) as shown in Exhibits B and C.

An amendment to an acknowledged comprehensive plan “significantly affects” a transportation facility under Subsection 1(b) if it: “Change[s] standards implementing a functional classification system.” The proposed amendments do not change the City’s standards for implementing its functional classification system under OAR 66-012-0060(1)(b) as shown in Exhibits B and C.

Under Subsection (1)(c), an amendment to an acknowledged comprehensive plan “significantly affects” a transportation facility if it: (A) results in types or levels of travel or access inconsistent with the functional classification of a transportation facility; (B) degrades the performance of a transportation facility such that it would not meet performance standards identified in the TSP or comprehensive plan; or (C) degrades the performance of a transportation facility that is otherwise projected to not meet the performance standards in the TSP or comprehensive plan. To determine whether the amendments “significantly affect” a transportation facility within the meaning of (1)(c), a local government should compare the most traffic-generative use reasonably allowed under current land use requirements with the most traffic-generative use reasonably allowed under the amendments. The amendments to the Metro Plan and Springfield Comprehensive Plan do not change the uses that the Springfield Development Code allows outright, conditionally allows, or prohibits. The amendments do not change the most traffic-generative uses reasonably allowed. Accordingly, the amendments do not result in any of the effects described under (A)-(C).

OAR chapter 660, Division 12 includes provisions adopted under the “Climate Friendly and Equitable Communities” rules adopted and certified effective on August 17, 2022. These provisions are either not yet operative for the City of Springfield under OAR 660-012-0012 or apply only upon amendment to the Springfield Transportation System Plan. Amendments to Springfield’s Transportation System Plan do not accompany the subject amendments, and therefore the remaining provisions of OAR chapter 660, Division 12, are not applicable.

The amendments do not “significantly affect” an existing or planned transportation facility under OAR 660-012-0060(1)(a), (b), or (c) and thus comply with OAR 660-012-0060 and Goal 12 requirements.

Goal 14

This is an opportunity to address whether Springfield's urban growth boundary expansion for additional parkland as part of Ordinance 6361 supports the request.

Goal 14 addresses how cities and counties must plan and zone land within urban growth boundaries to manage the long-term land supply. The guidelines in Goal 14 state that plans should designate sufficient amounts of Urbanizable land to accommodate the need for further urban expansion, considering open space and recreational needs, among other land needs.

As noted previously, Ordinance 6361 amended the Springfield Urban Growth Boundary by adding 455 acres of existing Public, Parks and Open Space land. The *Springfield 2030 Refinement Plan* designates enough Urbanizable lands to accommodate the needs of the forecasted population's open space and recreational needs.

The 2023 Plan includes level of service standards for park classifications including Pocket Parks, Neighborhood Parks, Community Parks, Sports Parks, and Other Parkland. The 2023 Plan proposes increasing the level of service standard from 21.80 acres of parkland per 1,000 residents to 25.55 acres of parkland per 1,000 residents. Based on this standard, 289.71 acres of parkland are needed by 2035.

This land need is met by the adoption of Ordinance 6361, implementation of the *Springfield 2030 Refinement Plan* goals and policies, and adoption of the 2023 Plan as Springfield's acknowledged Goal 8 Comprehensive Plan element, consistent with this request.

METRO PLAN AND SPRINGFIELD COMPREHENSIVE PLAN

Where helpful to address this criterion, you can continue to incorporate findings in response to the Oregon Statewide Planning Goals by reference.

Residential Elements

Page 28 of the written statement clarifies that the policies in the Residential Element of the Springfield Comprehensive Plan supplement, refine, and support the Residential Element of the Metro Plan.

As such:

- **Please address any relevant policies in the Metro Plan's Residential Land Use and Housing Element for Section 3.2 of the Written Statement.**
- **Please address any relevant content in the Residential Element of the Springfield Comprehensive Plan for Section 3.3 of the Written Statement.**

Metro Plan

A. Metropolitan River Greenway, River Corridors, and Waterway Element

The goal of this element is to provide viable residential communities so all residents can choose sound, affordable housing that meeting individual needs. Relevant policies from this element include:

Policy D.3: Provide an adequate supply of buildable residential land within the UGB for the 20-year planning period at the time of Periodic Review.

Policy A.12: Coordinate higher density residential development with the provision of adequate infrastructure and services, open space, and other urban amenities.

Policy A.35: Coordinate local residential land use and housing planning with other elements of this plan, including public facilities and services, and other local plans, to ensure consistency among policies.

Springfield Comprehensive Plan

Chapter 2. Residential Land Use and Housing Element

This element addresses Goal 10 and the Metro Plan while demonstrating the City's ongoing commitment to increasing housing choice and residential densities within Springfield's UGB. Relevant policies from this element include:

Policy H.10: Through the updating and development of each neighborhood refinement plan, district plan or specific area plan, amend land use plans to increase development opportunities for quality affordable housing in locations served by existing and planned frequent transit service that provides access to employment centers, shopping, health care, civic, recreational and cultural services.

The residential land use policies and the technical analysis included in the Springfield Residential Land and Housing Needs Analysis, April 2011, address Goal 10.⁶

The findings in the Springfield 2030 Refinement Plan Residential Land Use and Housing Element demonstrate that Springfield has sufficient land designated for Low Density Residential (surplus of 378 acres) and Medium Density Residential (surplus of 76 acres) and a deficit of High Density Residential (deficit of 28 acres) land. The deficit of High Density residential land is addressed through re-designation through Policy H.2. The analysis also shows that Springfield has a deficit of 300 acres of Parks and Open Space land.

⁶ Ordinance 6268; Adopted June 20, 2011. Amending the *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)* to Adopt the Springfield 2030 Refinement Plan Residential Land Use and Housing Element and to Establish a Separate Springfield Urban Growth Boundary Pursuant to ORS 197.304.

The 2023 Plan proposes increasing the level of service standard from 21.80 acres of parkland per 1,000 residents to 25.55 acres of parkland per 1,000 residents. Based on this standard, 289.71 acres of parkland are needed by 2035.

The proposed deficit of 300 acres (Springfield 2030 Refinement Plan Residential Land Use and Housing Element) or 289.71 acres (2023 Plan) is within the estimated surplus of buildable land remaining for residential land use in Springfield by 2023. Therefore, the proposed amendments do not negatively affect the provision of an adequate supply of buildable residential land within the UGB. The findings at *Goal 10: Housing* are incorporated by reference herein.

Willamalane underwent a deliberate and thorough process of updating its comprehensive plan under the Intergovernmental Agreement (IGA) Regarding Coordinated Planning and Urban Services with the City of Springfield and its approved Citizen Involvement Program to ensure compliance with the Metro Plan, Springfield Comprehensive Plan, and Goal 2.

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 of the Metro Plan. 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.⁷ Based on the preceding findings, residential land use and housing planning is coordinated among the Metro Plan, Springfield Comprehensive Plan, and the 2023 Plan. The findings at *Goal 2: Land Use Planning* and Metro Plan approval criteria (1) are incorporated by reference herein.

Findings 12 under the Residential Land Supply & Demand topic addresses parks and open space land:

12. The Parks and Open Space designation has a deficit of 300 acres. This need does not require the City to expand the UGB for parks and open space. The City has a surplus of buildable lands in the low and medium density residential plan designations that can provide land for future parks within those designations, consistent with the objectives of the adopted Park and Recreation Comprehensive Plan. A portion of the parks and open space need can also be met on residentially designated land that has constraints and therefore is not counted as buildable acres (e.g. ridgeline trail systems).

This finding is consistent with the proposed amendment findings.

Economic Element

Page 28 of the written statement clarifies that the Economic Element of the Springfield Comprehensive Plan replaces the Economic Element of the Metro Plan.

- **In response, please address any relevant content of the Springfield Comprehensive Plan's Economic Element for Section 3.3 of the Written Statement.**

⁷ Springfield Comprehensive Plan, p. iv.

Chapter 1. Economic Element

This element addresses adequate land supply for economic development and employment growth in compliance with Goal 9. Relevant policies from this element include:

Policy E.1: Designate an adequate supply of land that is planned and zoned to provide sites of varying locations, configurations, size and characteristics as identified and described in the Economic Opportunity Analysis to accommodate industrial and other employment over the planning period. These sites may include vacant undeveloped land; partially developed sites with potential for additional development through infill development; and sites with redevelopment potential.

Policy E.29: Strengthen and grow community partnerships and initiatives that seek to optimize coordination of economic development planning with natural resource, open space and parks planning.

Adopting the 2023 Plan does not affect commercial or industrial land inventories or limit access or other services to such sites. The 2023 Plan recognizes the role of recreational services and facilities as a support for community efforts to retain businesses and employees and attract new businesses to the area.

As noted, 2023 Plan Figure 36 shows the conceptual location of planned park projects. There are no planned projects shown within the Urban Holding Area – Employment plan designation thus, there are no conflicts with needed employment sites between the 2023 Plan and those identified in Ordinance 6351

Willamalane does not own any land included in the EOA inventory, except for two Light Medium parcels which are already developed. Thus, no conflict exists between existing Willamalane park and recreation facilities in the 2023 Plan and needed employment sites identified in the EOA. Supplemental findings under Statewide Planning Goal 9 are incorporated by reference herein.

Adopting the 2023 Plan as the Recreation Element of the Springfield Comprehensive Plan ensures ongoing and future coordination of economic development planning with natural resource, open space, and parks planning

Transportation Element

Please identify how WPRD's project list is consistent with the Springfield TSP (goals, projects, etc.). As previously noted, you can incorporate previously made findings by reference.

The findings under Goal 12 are incorporated by reference herein.

Urbanization Element

Page 28 of the written statement clarifies that the Urbanization Element of the Springfield Comprehensive Plan supplants the Metro Plan.

- **In response, please address any relevant content of the Springfield Comprehensive Plan’s Urbanization Element.**

Chapter 5. Urbanization

This element guides future development in Springfield and describes how and where land will be developed and infrastructure provided to meet long-term growth needs while maintaining and improving community livability. Relevant policies from this element include:

Policy U.26: As depicted in Ordinance No. 6361 Exhibit A-2, certain Willamalane Park and Recreation District lands, parks and facilities are included in the 2016 UGB expansion and are designated Public/Semi Public to accommodate community needs for open space and recreation and shall not be re-designated to allow for other urban uses.

Policy U.31: For the purposes of land use planning and annexation approval, the Springfield Comprehensive Plan defines key urban facilities and services as: wastewater service; stormwater service; transportation; solid waste management; water service; fire and emergency medical services; police protection; citywide park and recreation programs; electric service; land use controls; communication facilities; and public schools on a district-wide basis.

Policy U.41: Protect, conserve, and enhance the natural, scenic, environmental, and economic qualities of the McKenzie and Willamette River and waterway corridors as Springfield grows and develops.

Policy U.45: Continue efforts to restore, enhance and manage the Springfield Mill Race to fulfill multiple community objectives. Partner with Willamalane and Springfield Utility Board to provide public access to the Mill Race where appropriate.

Policy U.46: Continue efforts to provide increased opportunities for public access to the Willamette River Greenway and the McKenzie River through comprehensive planning, development standards, annexation agreements, the land use permitting process, and through partnerships with Willamalane, Springfield Utility Board and property owners.

Ordinance 6361 amended the Springfield Urban Growth Boundary by adding 455 acres of existing Public, Parks and Open Space land and designated Public/Semi-Private lands. The 2023 Plan does not propose the re-designation of any of these lands, and adoption of the 2023 Plan will help ensure that lands designated for park, open space, and recreation needs will remain committed to those needs.

The Springfield Comprehensive Plan includes citywide park and recreation programs in the definition of key urban facilities and services. The 2023 Plan is adopted as Springfield’s acknowledged Goal 8 Comprehensive Plan element.

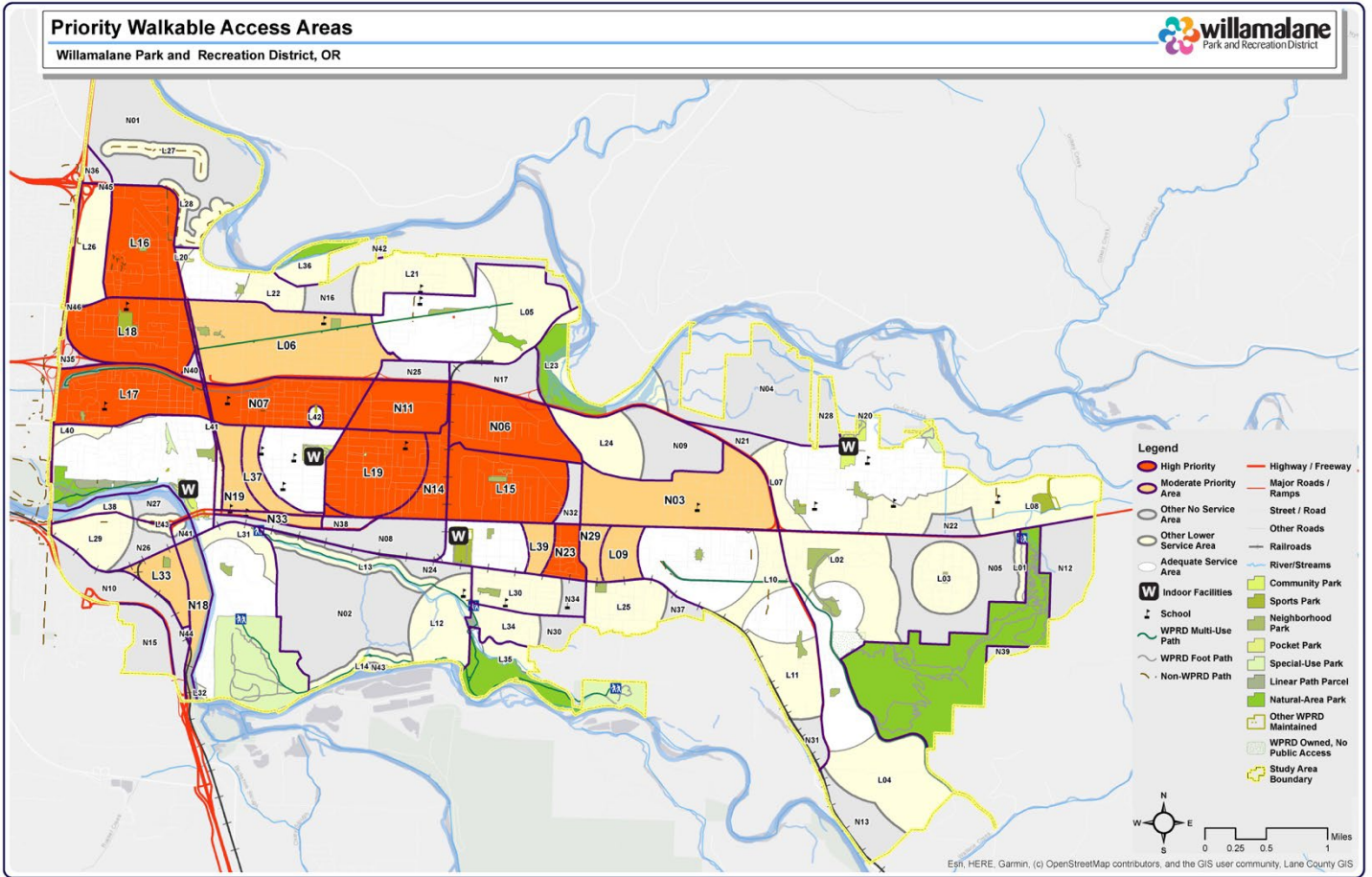
The 2023 Plan includes 22 projects along the McKenzie and Willamette Rivers that contribute to protecting, conserving, and enhancing the natural, scenic, environmental, and economic qualities of the resources. Several projects involve master planning or development to improve public access to the rivers. These include (2023 Plan, Appendix 11):

Project S4	Island Park Design
Project S9	Georgia Pacific Natural Area
Project S25	McKenzie River Multi-use Path
Project S27	Gary Walker Trail System at Dorris Ranch
Project M1	McKenzie River Boat Access
Project M8	Eastgate Woodlands of the Whilamut Natural Area
Project M24	Harvest Landing
Project M30	Glenwood Riverfront Multi-use Path West
Project M32	Bridge to Glenwood at Island Park
Project M33	Bridge to Howard Buford Recreation Area
Project M34	Clearwater Park Trails
Project L1	Clearwater Park
Project L3	Island Park
Project L17	Glenwood Riverfront Multi-use Path South
Project L18	Glenwood Riverfront Multi-use Path West
Project L19	Bridge to Glenwood at Island Park
Project L20	Bridge to Howard Buford Recreation Area
Project L21	Bridge to Glenwood at Dorris Ranch
Project O2	Middle Fork and Mill Race Path North Extensions
Project O6	Middle Fork Path East Extension
Project O10	Glenwood Riverfront
Project O19	McKenzie Riverfront & Cedar Creek

Project M12. Mill Race Path commits Willamalane to working with partners and landowners to create a master plan and build improvements to the park, consistent with Policy U.45.

Table A-1. TSP Projects and Willamalane Projects Comparison

SPRINGFIELD TSP			WILLAMALANE COMPREHENSIVE PLAN		
Project ID	Project Name	Project Description	Project ID	Project Name	Project Description
PB-1	McKenzie Gateway Path - Existing Path to Maple Island Road	Construct a new multi-use 12-foot wide path from the end of the existing Riverbend Hospital path to Maple Island Road	O5	Lyle Hatfield Path Extension	Work with public and private partners to seek opportunities to expand the Lyle Hatfield multi-use path from RiverBend Hospital in either direction along the McKenzie River, utilizing on-street neighborhood connections when necessary.
PB-13	Anderson Lane - By-Gully path to Centennial Boulevard	Add signing and striping on Anderson Street and West Quinalt Street for bicycle facilities and construct 12-foot wide multi-use path between Anderson Lane and Quinalt Street	M29	By-Gully Path Extensions	Work with partners to design and construct connections from the By-Gully Path to Eastgate Woodlands and neighborhoods and schools to the east. (4.8, 4.9, 8.17)
PB-28	South 2nd Street to South B Street	Construct a new multi-use 12-foot wide path from South 2nd Street to South Street	M27	Booth Kelly Trailhead to Island Park Connector	Work with partners and landowners to design, develop, and sign pedestrian/bike connection from Island Park to Booth Kelly Trailhead utilizing both on- and off-street connections.
PB-30	33rd Street - V Street to EWEB Path	Add shared-use signing and striping	O1	EWEB Path On-street Connection	Work with City partners to provide on-street connection from EWEB Path to Moe Mountain Natural Area Multi-use Path. (4.3a)
PB-31	Moe Mountain Path - River Heights Drive to Marcola Road	Construct a new multi-use 12-foot wide path River Heights Drive to Marcola Road	M31	Moe Mountain Natural Area Multi-use Path Construction	Develop new multi-use path from northernmost point of Moe Mountain Natural Area south, connecting to northernmost point of the Levee Path per plans from previous design efforts. (4.3a, 4.3b)
PB-32	McKenzie River Path - McKenzie Levee Path to 52nd Street	Construct a new multi-use 12-foot wide path from the existing McKenzie Levee path at 42nd Street to 52nd Street	S25	McKenzie River Multi-use Path	Design and construct a new multi-use path from the south end of the Levee Path, along McKenzie River (north of 126), connecting to High Banks Road at 52nd St. (4.11)
PB-46	Haul Road path - South 49th Place to UGB	Construct a new multi-use 12-foot wide path from South 49th Place to the UGB	S26	South Weyerhaeuser Haul Road (Thurston Hills Path)	Design and construct a multi-use path on existing Weyerhaeuser Haul Road. (4.12)



SOURCE: BerryDunn

Willamalane Park and Recreation District Comprehensive Plan

**Springfield Comprehensive Plan
Type IV Amendment Application**

December 14, 2023

160 East Broadway
Eugene, Oregon 97401

www.cameronmccarthy.com



INDEX

COMPREHENSIVE PLAN AMENDMENT APPLICATION FORM

WRITTEN STATEMENT

1.0 Project Information 1

2.0 Project Background 2

3.0 Approval Criteria and Standards 9

EXHIBITS

Metro Plan Amendments A

2023 Willamalane Park and Recreation District Comprehensive Plan B

2023 Willamalane Park and Recreation District Comprehensive Plan Appendices..... C

1.0 PROJECT INFORMATION

Applicant's Request:	Approval of a Comprehensive Plan Amendment application to adopt the 2023 <i>Willamalane Park and Recreation District Comprehensive Plan</i> as an element of the <i>Springfield Comprehensive Plan</i> and to amend the <i>Eugene-Springfield Metropolitan Area General Plan</i> to reflect adoption of the plan.
Applicant:	Willamalane Park and Recreation District 250 S. 32nd Street Springfield, Oregon 97478 541.736.4544
Applicant's Representative:	Colin McArthur, AICP Principal Planner Cameron McCarthy 160 E Broadway Eugene, Oregon 97401 541.485.7385 cmcarthur@cameronmccarthy.com
Project Name:	2023 Willamalane Park and Recreation District Comprehensive Plan
Application Type:	Comprehensive Plan Amendment Type 2 Text
Review Procedures:	Type 4 (SDC 5.1.600)

2.0 PROJECT BACKGROUND

2.1 Willamalane Park and Recreation District Overview

Willamalane Park and Recreation District (“WPRD,” “Willamalane,” “District”) operates as an autonomous special district in the City of Springfield, Oregon. Willamalane owns and operates parks and facilities under the guidance of an elected Board of Directors. The operation of the District is overseen by an Executive Director who, along with senior leadership, delivers an award-winning and nationally accredited parks and recreation program. Willamalane has provided a high level of service since 1944 and is proud to be the first special district to provide parks and recreation services in the state of Oregon.

2.2 Purpose of the 2023 WPRD Comprehensive Plan

The 2023 *Willamalane Park and Recreation District Comprehensive Plan* (“Comprehensive Plan,” “2023 Plan,” “Plan”) is an update to Willamalane’s 2012 *Park and Recreation Comprehensive Plan*. Since 2012, Willamalane staff have worked diligently to implement improvements to 16 parks and recreation facilities, construct over 14 miles of trails and four new neighborhood parks, provide access to over 700 additional acres of natural area, and expand recreation programming across the District. However, the District and the community it serves have changed significantly since the last planning effort. The population is growing larger, older, and more racially diverse, while the District has doubled its available park space and increased the overall inventory of parks from 27 to 45.

The 2023 Plan responds to these changes with updates to the District’s inventory and community profile and a strategic outline for the future of Springfield’s parks, facilities, and recreation programs across the next 20 years. The Plan provides a roadmap to guide Willamalane’s decision-making, project prioritization, and fiscal planning processes. The comprehensive planning process is focused on ensuring the community’s long-term sustainability, development, and enhancement of parks and recreation services. The Plan considers input from community members, ensuring that the facilities and programs align with the needs and aspirations of District residents. Ultimately, the Plan aims to positively impact the community by creating engaging and inclusive spaces that promote all District residents’ health, well-being, and quality of life. The Plan is tied to the City of Springfield because the adopted 2012 Plan is Springfield’s comprehensive Recreation Element as a Refinement Plan to the *Metro Plan*. The 2023 Plan, upon co-adoption by the Springfield City Council and Lane County Board of Commissioners, will supersede and replace the 2012 Plan, and become an element of the *Springfield Comprehensive Plan*.

2.3 Planning Process Summary

In January 2022, the District hired BerryDunn, a nationally known management consulting firm specializing in parks, recreation, and libraries, to work with the community to update the Comprehensive Plan. The planning process was overseen by a project team that met periodically during the 18-month planning period to advise the consultants on the direction and content of the Plan. The project team included Willamalane staff and leadership and project managers from BerryDunn. Regular meetings with a district-wide staff advisory committee and project partners, including representatives from the City of Springfield and

Lane County, and monthly progress reviews by Willamalane's Board of Directors guided the project team's work.

The consultant team included RRC Associates, a national survey research firm, and SERA Architects, a landscape architecture firm. Willamalane also contracted with local community partners to help facilitate community conversations during the community outreach. This collaborative approach helped to create a plan that blends the local knowledge of staff, community members, and consultant expertise.

The foundation for the planning process was an extensive community engagement program led and facilitated by both the consultants and Willamalane staff. The community engagement process incorporated the opinions, needs, and desires of approximately 3,800 community members. The focus of the outreach work was outlined in an engagement plan at the outset of the project. Five input areas were emphasized: stakeholder interviews and focus groups, a needs assessment survey, digital outreach, pop-up surveys at community events, and staff engagement. Findings from these engagement opportunities were posted on a dedicated project landing page hosted on Willamalane's website and presented to the community at two town hall events. A series of updates were also provided to the District's Board of Directors, the Springfield Planning Commission and City Council, and the Lane County Planning Commission and Board of Commissioners. The engagement process outcomes helped create recommendations and action items for the 2023 Plan.

The planning process also involved evaluating existing access to parks and recreation facilities against the District's goal to provide park space within a 10-minute walk or one-half mile of every resident. Currently, 80 percent of District residents meet this goal with varying levels of service, and virtually all District residents live within one mile of a park. 20% of District residents do not live within the half-mile service area of an existing park, and most District residents lack walkable access to recreational trails.

2.4 Goals and Strategies

The results of the engagement process, needs assessment survey, and other qualitative and quantitative research identified key issues and findings that were used to develop goals, strategies, and actions. Seven goals are included in the 2023 Plan (listed in *italic* text): (2023 Plan, p. 95)

- ***Goal 1: Continue to operate the district at a nationally accredited (CAPRA) standard.***
- ***Goal 2: Provide a safe and equitable system of parks and natural areas.***
- ***Goal 3: Provide an easily accessed and connected system of paths and trails.***
- ***Goal 4: Provide access to high-quality and affordable recreation facilities.***
- ***Goal 5: Strive for a high standard of care for the maintenance of parks, trails, and facilities across the district.***
- ***Goal 6: Offer recreation programs and services that respond to the community's needs and encourage healthy lifestyles.***
- ***Goal 7: Be a responsible steward of district resources and partnerships.***

The seven goals serve as the basis for strategies and actions, which establish a roadmap the District can follow to maintain and enhance park and recreation services to the public. The strategies include actions that are prioritized into ongoing, short-term (1-5 years), mid-term (6-10 years), and long-term (11+ years) projects. The 2023 Plan strategies are listed in italic text and numbered under each goal: (2023 Plan, p. 95-108)

- 1.1. *Review and update plans, policies, and procedures to align with the changing needs of the community.*
- 1.2. *Strive for effective and transparent communication.*
- 1.3. *Prioritize Willamalane resources to best serve community members of all abilities.*
- 1.4. *Integrate diversity, equity, inclusion (DEI) in every facet of district services.*
- 1.5. *Prioritize workplace culture.*
- 1.6. *Strengthen employee recruitment and retention.*

- 2.1. *Improve existing parks to enhance current level of service.*
- 2.2. *Expand acreage and recreation offerings to accommodate population growth and provide parks and recreation opportunities in underserved areas.*
- 2.3. *Improve and enhance the district's sustainability initiatives.*

- 3.1. *Improve connectivity and access to existing paths and trails.*
- 3.2. *Provide a desirable experience for trail users.*

- 4.1. *Add or expand facilities to best meet user demand in the district.*

- 5.1. *Maintain a high standard of care for parks and open spaces.*
- 5.2. *Proactively manage existing natural areas.*
- 5.3. *Proactively manage and update trails and pathways in the district.*
- 5.4. *Manage facilities to create a safe and enjoyable user experience.*

- 6.1. *Maximize participation in recreation activities across the district.*
- 6.2. *Expand and adapt programs in response to the changing needs and desires of the community.*

- 7.1. *Develop a long-term funding for capital improvements for new facilities and upgrades.*

2.5 Projects

The 2023 Plan includes a list of capital projects that are prioritized, in part, based on walkable access to parks and open spaces, considering the level of service in each of those parks and facilities and opportunities to meet the needs of underserved areas of the community. The Plan identifies gaps where available services may not fully meet community needs and presents opportunities to increase the level of service. Gap areas are further evaluated for total population, median household income, diversity index, and crime index. The following Map (Figure 1) illustrates sections of the District that have the greatest need for walkable service to parks.

The strategies and actions provide a roadmap for the District to maintain and enhance recreation services to the public. Appendix 11: Project List and Phasing Plan identifies 118 capital projects prioritized into short-term (1-5 years), mid-term (6-10 years), and long-term (11+ years) phases, as well as ongoing project priorities to be implemented as opportunities arise. Higher priority actions include projects that address more pressing needs or provide a broader community benefit.

Figure 1. Priority Walkable Access Areas (2023 Plan, Figure 35, p. 110) (Source: BerryDunn)

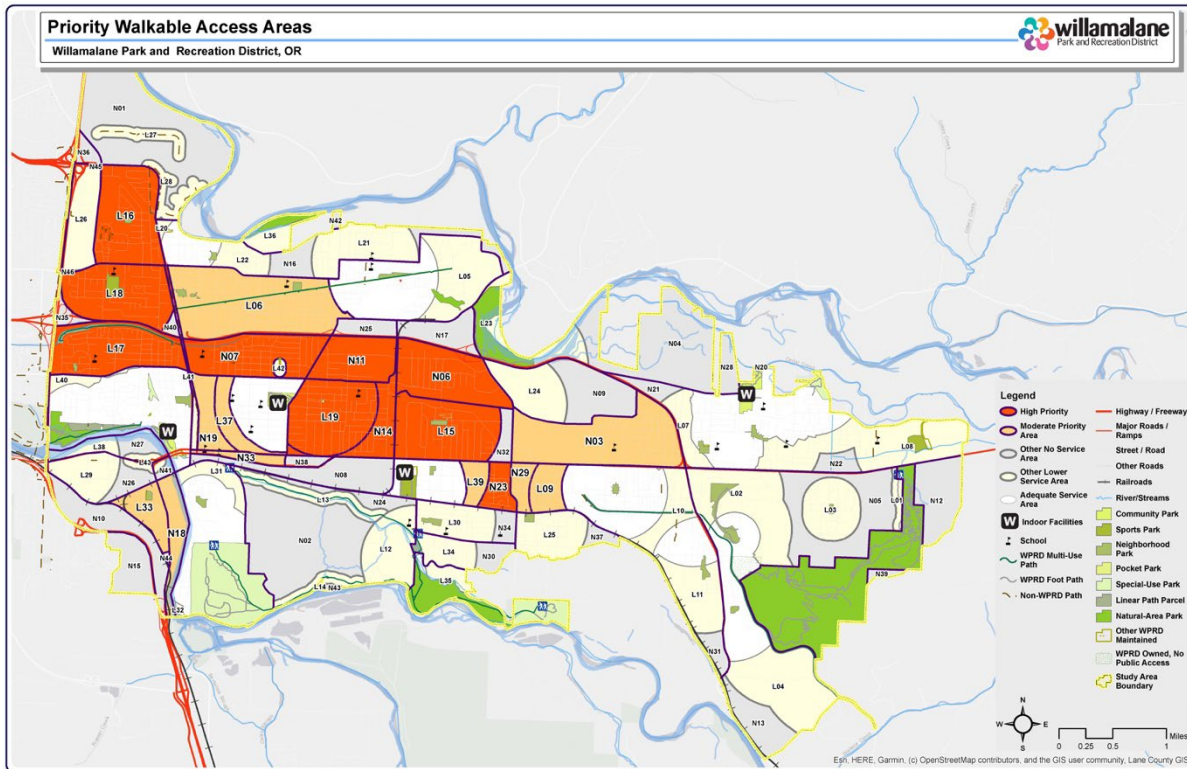
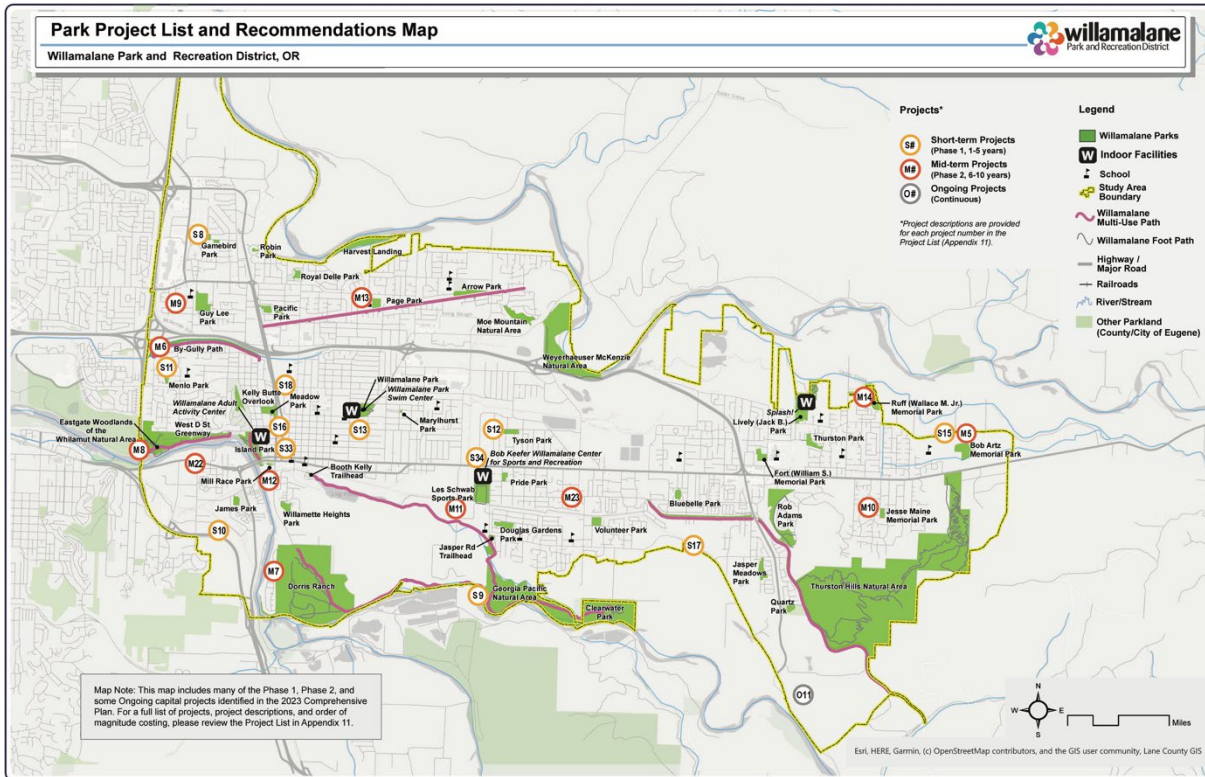


Figure 2. Proposed Park Improvement Projects (2023 Plan, Figure 36) (Source: BerryDunn)

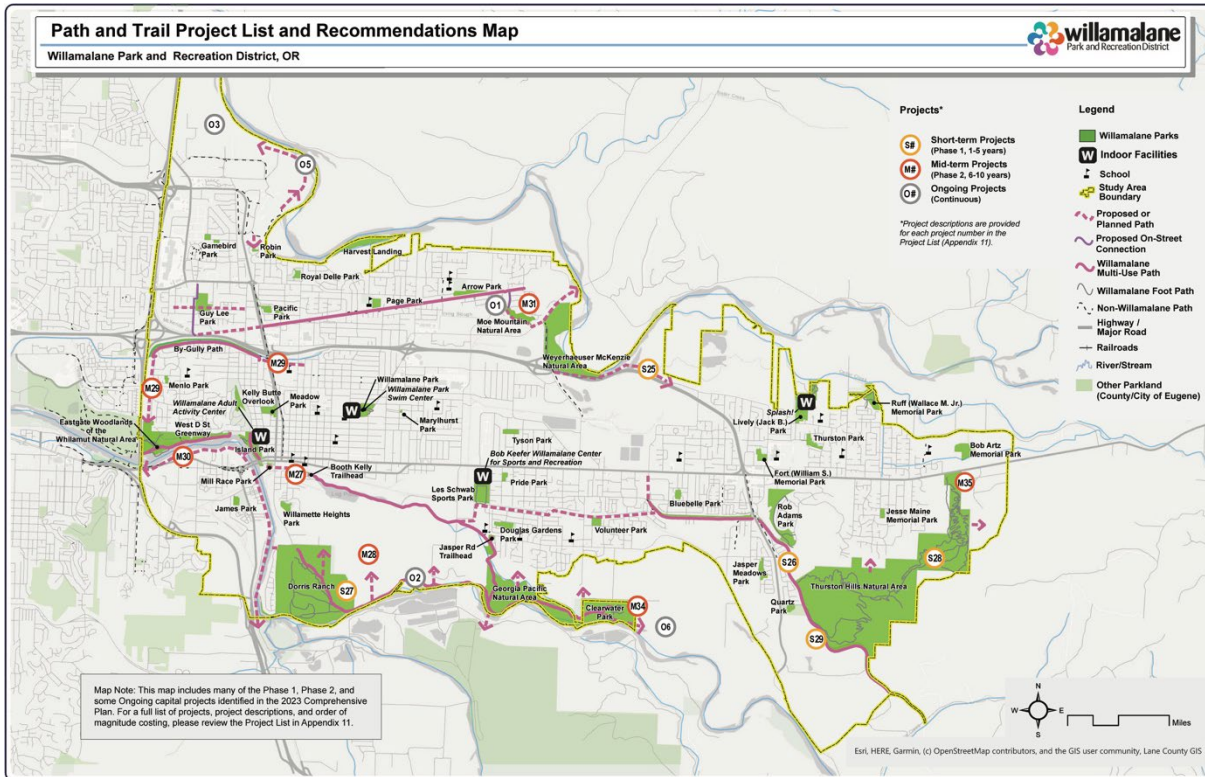


The projects are organized in the following categories:

- (11) Future park planning and design projects
- (29) Existing park level of service expansion projects
- (9) Existing park minor upgrade projects
- (5) New parks development in high-priority growth area projects
- (22) Acquisition projects
- (28) Trail projects
- (6) Building facility projects
- (8) Coordination with partners projects

Maps (Figure 2, Figure 3) illustrate the Proposed Park Improvement Projects and Proposed Path and Trail Improvement Projects.

Figure 3. Proposed Path and Trail Improvement Projects



The Plan includes a financial strategy that builds from the Capital Improvement Plan created in 2012 to propose funding for the first phase of prioritized projects. The District utilizes four primary sources of revenue to support capital projects: Building and Construction Funds, System Development Charges, Grants and Donations, and General Obligation Bonds. The financial strategy is planned to be updated on a five-year basis. The financial strategy is a roadmap to guide the District’s Capital Improvement Program (CIP). Through the CIP process, projects are selected and budgeted annually and approved by the Willamalane Board of Directors.

The Plan includes best practices for implementing the comprehensive plan given appropriate community engagement, transparent decision-making, and sufficient resources. These practices include:

- Establishing internal task force groups specific to individual objectives and action items.
- Applying performance measures to assess District progress toward meeting the comprehensive plan goals.
- Annual progress reporting, quarterly implementation review, quarterly reporting on master plan status, and regular reporting to the public to feature accomplishments and project status.

The planning process for the 2023 Plan included an extensive public input process involving the general public and partner governing agencies.

2.6 Adoption

The *Willamalane Park and Recreation District Comprehensive Plan*, dated September 13, 2023, was adopted by the Willamalane Board of Directors by Resolution No. 23-24.01. The 2023 Plan supersedes and replaces the 2012 *Willamalane Park and Recreation Comprehensive Plan* (“2012 Plan”).¹ The 2012 Plan was adopted as a Refinement Plan of the *Metro Plan*. Since 2011, Springfield has adopted elements of a Comprehensive Plan.

Willamalane is designated in the *Metro Plan* as the park and recreation service provider for Springfield and its urbanizable area. The proposed amendments adopt the 2023 *Willamalane Park and Recreation District Comprehensive Plan* as an element of the *Springfield Comprehensive Plan* and amend the *Metro Plan* to reflect the Plan's adoption.

Comprehensive (Metro) Plan Amendments are reviewed under Type 4 procedures as specified in Springfield Development Code (SDC) 5.1.140. The amendments are classified as Type 2 amendments requiring approval by Springfield and Lane County. Springfield has consulted with the City of Eugene regarding Eugene’s participation in the process. Eugene has no present need or interest in participating in the adoption process. SDC 5.14.125 specifies that a property owner may initiate Type 2 amendments at any time. The District is a property owner. The proposed amendments must conform to the following criteria:

- Applicable Statewide Planning Goals and Administrative Rules.
- The *Metro Plan*
- The *Springfield Comprehensive Plan*

Findings of compliance with applicable goals, rules, policies, criteria, and standards are provided in Section 3.

¹ Ordinance 6303; Adopted November 4, 2013.

3.0 APPROVAL CRITERIA AND STANDARDS

SDC 5.14.135 establishes the approval criteria and standards for Comprehensive Plan Amendments:

A Metro Plan amendment may be approved only if the Springfield City Council and other applicable governing body or bodies find that the proposal conforms to the following criteria:

3.1 Statewide Planning Goals and Administrative Rules

(A) The amendment shall be consistent with applicable Statewide Planning Goals; and

Statewide planning goals are written in **bold**, and relevant approval criteria are summarized in *italics*, followed by proposed findings of fact in standard text.

Goal 1: Citizen Involvement

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The 2023 Willamalane Park and Recreation District (Willamalane) Comprehensive Plan (“2023 Plan,” “Comprehensive Plan,” “Plan”) was founded on a well-established practice of active engagement with district community members, stakeholders, and both users and non-users of parks and trails, programs, and facilities. To ensure compliance with Oregon’s statewide planning Goal 1, a formal Community Engagement Plan was presented to the City of Springfield’s Committee for Citizen Involvement near the project’s outset in April 2023.² The tasks in the engagement plan focused on identifying community needs across the spring and summer of 2022 and assessing priorities during the following fall and winter of 2022-2023. The selected community engagement strategies support the following goals:

- Promote project awareness throughout the planning process.
- Gain a deeper understanding of who Willamalane serves.
- Learn about gaps, barriers, needs, and preferences within the park district.
- Understand the community’s priorities for parks and recreation for the coming future.
- Gain support for final plan recommendations.

The community engagement plan included a variety of public engagement opportunities across a timeline that extended from project initiation to the delivery of the final plan. Specific engagement activities included town hall meetings, stakeholder interviews, focus groups, surveys, and pop-up events. Table 1. Community Engagement by Numbers

² Springfield Committee for Citizen Involvement. April 5, 2022.

presents the total number of community members engaged in the planned process by specific engagement activity.

Table 1. Community Engagement by Numbers

COMMUNITY MEMBERS (NO.)	ENGAGEMENT ACTIVITY
235	Stakeholder and Focus Groups
1,598	Needs Assessment Survey
28,841	Digital Outreach
1,766	Pop-up and Intercept Events
207	Internal Engagement (Staff input)

Overall, 32,285 district residents either received targeted social media posts or email notifications (passive engagement) or provided some form of input (active engagement). More than 3,800 community members provided input throughout the planning process, with most responses coming from the needs assessment and intercept event. 1,598 of these responses came from the needs assessment survey. Paper versions of the survey were mailed to a systematic random sample of addresses in the district with the option to complete the survey through an online protected website, which was limited to one response per household). An online survey was made available to all district stakeholders, including non-district residents (e.g., commuters and residents of nearby communities).

An additional 1,766 people were engaged through in-person intercept events. Willamalane staffed pop-up tables at a broad range of 22 community events across the summer to reach as diverse an audience as possible. The community events focus on families, children, older adults, Latinx heritage, Asian American/Pacific Islander heritage, and the LGBTQIA+ community. Attendees at these events were invited to participate in a voting activity and encouraged to take the online survey. In addition to the survey and pop-up events, Willamalane engaged 235 people through targeted focus groups and over 200 staff members through an internal engagement process.

To help confirm the results from the community engagement process, three town hall meetings³ were held, and discussions were facilitated with various community partners, including the Springfield Planning Commission, Springfield City Council, the Lane County Planning Commission, and the Lane County Board of Commissioners. Overall, the public involvement strategy for the WPRD Comprehensive Plan provided a wide range of opportunities for citizens to provide input and for the public to view results and project progress throughout its duration.

³ The town hall meetings were held on April 21, 2022, November 16, 2022, and June 26, 2023.

The above findings demonstrate that Willamalane has provided extensive opportunities for citizens to be involved in all phases of the planning process. Therefore, the proposed amendments are consistent with Goal 1.

Goal 2: Land Use Planning

To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Guiding land use processes and policy framework for the City of Springfield exist within the Metro Plan, Springfield Comprehensive Plan, adopted Refinement Plans, and the Springfield Development Code (SDC). The proposed Comprehensive Plan Amendment will not infringe upon the capacity of these documents as adequate factual-based tools for land use decisions and actions.

Goal 2 focuses on the requirements for developing and adopting local land use plans. Willamalane underwent a deliberate and thorough process of updating its comprehensive plan under the Intergovernmental Agreement (IGA) Regarding Coordinated Planning and Urban Services with the City of Springfield and its approved Citizen Involvement Program to ensure compliance with the Metro Plan, Springfield Comprehensive Plan, and Goal 2.

The foundation for the 2023 Plan is the extensive Community Engagement Plan, detailed in Exhibit C. Appendix 6. Outcomes of the engagement process informed recommendations and action items for the Comprehensive Plan. The results of the engagement process, the needs assessment survey, and other qualitative and quantitative research informed goals, strategies, and actions for the Comprehensive Plan, detailed in Exhibit B. Chapter 10. The goals, strategies, and actions define the Project List and Phasing Plan (Exhibit C. Appendix 11), which details capital projects prioritized into short-term (1-5 years), mid-term (6-10 years), and long-term (11+ years) project phases, in addition to identifying ongoing project priorities to be implemented as opportunities arise. The Comprehensive Plan includes an ongoing action that commits Willamalane to “assess community needs and update Willamalane’s Park and Recreation Comprehensive Plan per the district’s administrative policies to respond to changing needs.”⁴

The findings under Goal 1: Citizen Involvement and the Metro Plan K. Citizen Involvement Element provide additional information regarding citizen engagement efforts and processes used to update the Comprehensive Plan and ensure compliance with Statewide Planning Goal 2. These findings are incorporated by reference herein. Based on these findings, the proposed amendments are consistent with Goal 2.

⁴ Willamalane Park and Recreation District Planning and Park Development Policy requires the District to update its park and recreation comprehensive plan (comprehensive plan) every five years and prepare a comprehensive update of the comprehensive plan every 10 years. Policy PPF-05. Revised June 6, 2001.

Goal 3: Agricultural Lands

To preserve and maintain agricultural lands.

According to OAR 660-015-0000, Goal 3 does not apply within adopted and acknowledged urban growth boundaries. The City of Springfield has an adopted and acknowledged urban growth boundary.⁵ The City of Springfield has an adopted and acknowledged property-specific Comprehensive Plan Map.⁶ The map clarifies the location of plan designations by interpreting the *Metro Plan* Diagram for each property within Springfield’s urban growth boundary.

The City of Springfield has one agricultural zoning district, Agriculture – Urban Holding Area (AG) Land Use District (SDC 3.2.900). The purpose of the district is to “protect urbanizable lands designated Urban Holding Area-Employment (UHA-E) and Natural Resource (NR) in the comprehensive plan from land division and incompatible interim development.” Willamalane does not own or maintain any land in the AG District. Willamalane district boundaries extend outside the Springfield urban growth boundary.

Outside of the urban growth boundary, one existing Willamalane parks and recreation facility is designated Agriculture by the Lane County Rural Comprehensive Plan and Exclusive Farm Use by the Lane County Land Use and Development Code.

- Harvest Landing

OAR 660-034-0040 addresses local park use on agricultural land. By reference, this administrative rule lists uses that may occur on parks located on agricultural land, including but not limited to (OAR 660-034-0035):

- Day use areas: picnic shelters, barbecue areas, swimming areas (not swimming pools), open play fields, play structures;
- Recreational trails: walking, hiking, biking, horse, or motorized off-road vehicle trails; trail staging areas;
- Boating and fishing facilities: launch ramps and landings, docks, moorage facilities, small boat storage, boating fuel stations, fish cleaning stations, boat sewage pumpout stations;
- Support facilities serving only the park lands wherein the facility is located: water supply facilities, sewage collection and treatment facilities, storm water management facilities, electrical and communication facilities, restrooms and showers, recycling and trash collection facilities, registration buildings, roads and bridges, parking areas and walkways;

⁵ Ordinance 6268; Adopted June 20, 2011.

⁶ Ordinance 6463; Adopted November 20, 2023.

- Natural and cultural resource interpretative, educational and informational facilities in state parks: interpretative centers, information/orientation centers, self-supporting interpretative and informational kiosks, natural history or cultural resource museums, natural history or cultural educational facilities, reconstructed historic structures for cultural resource interpretation, retail stores not exceeding 1500 square feet for sale of books and other materials that support park resource interpretation and education.

The rule provides that a local government is not required to adopt an exception to Statewide Planning Goals 3 or 4 for [these uses] on agricultural or forest land within a local park provided such uses, alone or in combination, meet all other statewide goals and [are] described and authorized in a local park master plan that has been adopted as part of the local comprehensive plan Section (1) of this rule and consistent with all statewide goals (OAR 660-034-0040(4)(a)). OAR 660-0340040(1) specifies that local park providers may prepare local park master plans, and local governments may amend acknowledged comprehensive plans and zoning ordinances under the requirements and procedures of ORS 197.610 to 197.625 to implement such local park plans. Upon approval, the proposed amendments adopt the Comprehensive Plan as an element of the Springfield Comprehensive Plan.

Harvest Landing is classified as a Natural Area Park. The Plan defines Natural Area Parks as managed for both recreational use and natural values. These parks provide opportunities for nature-based recreation, such as wildlife viewing, hiking, jogging, bicycling, and nature photography.

These uses are consistent with those allowed on agricultural land; therefore, no goal exception is necessary. Based on these findings, the proposed amendments are consistent with Goal 3.

Goal 4: Forest Lands

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

According to OAR 660-006-0020, Statewide Planning Goal 4 is not applicable within urban growth boundaries. The City of Springfield has an adopted and acknowledged urban growth boundary.⁷ The City of Springfield has an adopted and acknowledged property-specific Plan Map.⁸ The map clarifies the location of plan designations by interpreting the *Metro Plan*

⁷ Ordinance 6268; Adopted June 20, 2011.

⁸ Ordinance 6463; Adopted November 20, 2023.

Diagram for each property within Springfield's urban growth boundary. The City of Springfield does not have any forest zoning districts. Willamalane district boundaries extend outside the Springfield urban growth boundary.

Outside of the urban growth boundary, one existing Willamalane facility is designated Forest by the *Lane County Rural Comprehensive Plan* and Nonimpacted Forest Lands or Impacted Forest Lands by the *Lane County Land Use and Development Code*.

- Thurston Hills Natural Area

OAR 660-034-0040 addresses local park use on agricultural land. By reference, this administrative rule lists uses that may occur on parks located on agricultural land, including but not limited to (OAR 660-034-0035):

- Day use areas: picnic shelters, barbecue areas, swimming areas (not swimming pools), open play fields, play structures;
- Recreational trails: walking, hiking, biking, horse, or motorized off-road vehicle trails; trail staging areas;
- Natural and cultural resource interpretative, educational and informational facilities in state parks: interpretative centers, information/orientation centers, self-supporting interpretative and informational kiosks, natural history or cultural resource museums, natural history or cultural educational facilities, reconstructed historic structures for cultural resource interpretation, retail stores not exceeding 1500 square feet for sale of books and other materials that support park resource interpretation and education.

The rule provides that a local government is not required to adopt an exception to Statewide Planning Goals 3 or 4 for [these uses] on agricultural or forest land within a local park provided such uses, alone or in combination, meet all other statewide goals and [are] described and authorized in a local park master plan that has been adopted as part of the local comprehensive plan Section (1) of this rule and consistent with all statewide goals (OAR 660-034-0040(4)(a)). OAR 660-0340040(1) specifies that local park providers may prepare local park master plans, and local governments may amend acknowledged comprehensive plans and zoning ordinances under the requirements and procedures of ORS 197.610 to 197.625 to implement such local park plans. Upon approval, the proposed amendments adopt the Comprehensive Plan as an element of the Springfield Comprehensive Plan.

Thurston Hills Natural Area is classified as a Natural Area Park in the Comprehensive Plan. The Plan defines Natural Area Parks as managed for both recreational use and natural values. These parks provide opportunities for nature-based recreation, such as wildlife viewing, hiking, jogging, bicycling, and nature photography.

These uses are consistent with those allowed on forest land; therefore, no goal exception is necessary. Based on these findings, the proposed amendments are consistent with Goal 4.

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

To conserve open space and protect natural and scenic resources.

The City of Springfield conducts Goal 5 inventories of natural, scenic, and historic areas, and open space resources through separate processes and protects the significant resources through implementation programs. These features are shown on specific maps, which are adopted via ordinance and acknowledged.

The following Oregon Administrative Rule (OAR 660-023-0250) applies to this Comprehensive Plan amendment request:

OAR 660-023-0250

- (3) *Local governments are not required to apply Goal 5 in consideration of a PAPA unless the PAPA affects a Goal 5 resource. For purposes of this section, a PAPA would affect a Goal 5 resource only if:*
 - (a) *The PAPA creates or amends a resource list or a portion of an acknowledged plan or land use regulation adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5;*
 - (b) *The PAPA allows new uses that could be conflicting uses with a particular significant Goal 5 resource site on an acknowledged resource list; or*
 - (c) *The PAPA amends an acknowledged UGB and factual information is submitted demonstrating that a resource site, or the impact areas of such a site, is included in the amended UGB area.*

The proposed amendments do not create or amend a list of Goal 5 resources, a plan, or a land use regulation adopted to protect a significant Goal 5 resource or to address specific requirements of Goal 5 and do not amend the acknowledged urban growth boundary. Therefore, the proposed amendments do not trigger the need to consider Goal 5 according to OAR 660-023-0250(3)(a) or 3(c). Some analysis is required to determine whether OAR 660-023-0250(3)(b) triggers the need to consider Goal 5 requirements further. Subsection (3)(b) asks whether “[t]he PAPA allows new uses that could be conflicting uses with a particular significant Goal 5 resource site on an acknowledged resource list.”

Goal 5 focuses on the resources to be inventoried by local governments to “adopt programs that will protect natural resources and conserve scenic, historic, and open space resources for present and future generations.” Significant Goal 5 resource sites and acknowledged lists are documented in the Springfield Natural Resources Study, the Springfield Inventory of Natural Resource Sites, and the Springfield Local Wetland Inventory. The Springfield Natural Resources Study was adopted in 2005 and prescribes protection measures for the resource sites identified in the wetland and natural resource inventories. The Springfield Inventory of Natural Resource Sites was adopted in 2004 and identifies riparian corridors within the urban growth boundary. The Springfield Local Wetland Inventory was adopted in 1998 and identifies wetlands within the urban growth boundary. These studies and

inventories were updated in 2011 as part of a Metro Plan amendment.⁹ Springfield is currently conducting a project (Natural Resource Inventories & Protections for Springfield's UGB Expansion Areas) to identify and evaluate natural resources in urban growth boundary expansion areas, identified in 2019, to determine which resources offer significant benefits and should be locally protected in compliance with Statewide Planning Goal 5.

Springfield has other existing compliant programs in place to achieve Goal 5. Springfield Development Code 4.3-117 Natural Resource Protection Areas contains the City's development standards for protecting natural resources to implement Goal 5, safeguard fish and wildlife habitat, and implement the goals and policies of the Metro Plan. The code provisions apply to "land within the wetland and/or riparian resource boundary and the development setback area, specifically locally significant protected wetlands, listed in the Local Wetland Inventory and shown on the Local Wetland Inventory Map; locally significant protected riparian areas, listed in the Springfield Inventory of Natural Resources Sites."

The Intergovernmental Agreement (IGA) between Willamalane and City of Springfield states, the "District shall be responsible for preparing, maintaining and updating a comprehensive parks, recreation and open space refinement plan for the area within its boundaries, including the City of Springfield and adjacent urbanizable area, for the purposes of meeting statewide Planning Goal 8 requirements and ensuring long-range public parks, recreation, and open space facilities/services."

As the IGA directs, Willamalane's responsibility is to meet Goal 8 requirements, and the City of Springfield is responsible for meeting Goal 5 requirements. However, recreation-related open spaces are addressed in the Comprehensive Plan, per the direction of the Springfield Comprehensive Plan and the Metro Plan.

The Metro Plan notes in the Environmental Resources Element (Metro Plan, III-C-1), "open space can also be a park ... examples of regional Parks (sic) that provide significant public open space areas for metropolitan residents include ... Willamalane Park and Recreation District's Clearwater Park, Eastgate Woodlands, and Dorris Ranch." The Metro Plan goes on to acknowledge in the Environmental Resources Element (Metro Plan, III-C-5) "open space provides many benefits in an urban area, including ... provision of recreation opportunities."

The Springfield Natural Resources Special Study, adopted in 2005 and amended in 2011, includes an inventory of locally significant upland, riparian, and wetland resource sites. Several of Willamalane's existing park sites are included in that inventory, including Dorris Ranch, Willamette Heights, and the Eastgate Woodlands. The development of natural area park facilities is subject to the Goal 5 program of protection. These protection measures allow for limited recreational use, including, but not limited to, multi-use paths and low-impact passive recreation.

⁹ Ordinance No. 6265; adopted February 22, 2011.

The 2023 Plan defines a Natural Area Park as “managed for both recreational use and natural values. They provide opportunities for nature-based recreation, such as wildlife viewing, hiking, jogging, bicycling, and nature photography. These parks provide opportunities for experiencing nature close to home and protect valuable natural resources and wildlife. They are of sufficient size to protect resource[s] and accommodate passive recreation.” (2023 Plan, p. 49)

Chapter 5 of the Plan includes two findings that address the significance and importance of natural areas:

“There has been significant growth in natural areas, from 186 acres of natural area and no dedicated natural resource staff in 2012 to well over 800 acres of natural areas and two full-time staff dedicated to planning and managing these areas.” (2023 Plan, p. 91)

“Natural areas are important to the community, and there are unique opportunities to acquire and preserve additional parkland for this purpose.” (2023 Plan, p. 91)

Chapter 5 of the Plan includes two actions focused on natural areas:

“Action 2.1.f: Look for opportunities to expand habitat and provide natural area supporting amenities within developed parks. This could include, green infrastructure, expanding urban forest, short nature trails, nature play elements, and/or signage and interpretation.” (2023 Plan, p. 97)

“Action 2.2.f: Look for opportunities to acquire land to support improved capacity and access to existing natural areas including: Harvest Landing, Thurston Hills Natural Area, Willamette Heights, and Georgia Pacific Natural Area.” (2023 Plan, p. 99)

The connection between the purpose of Goal 5 and the findings, goals, and strategies in the 2023 Plan are mutually supportive and consistent in intent. Based on these findings, the proposed amendments are consistent with Goal 5.

Goal 6: Air, Water and Land Resources Quality

To maintain and improve the quality of the air, water and land resources of the state.

Goal 6 addresses waste and process discharge from development and aims to protect air, water, and land from impacts from those discharges. The 2023 Plan does not amend the Metro Plan or Springfield Comprehensive Plan’s area’s air, water quality, or land resource policies. Goal 6 is primarily concerned with compliance with federal and state environmental quality statutes and how this compliance is achieved as development proceeds concerning air sheds, river basins, and land resources.

The 2023 Plan includes a strategy to improve and enhance the District’s sustainability initiatives (2023 Plan, Strategy 2.3, p. 101). The strategy includes the following actions that support the intent of Goal 6:

“Action 2.3.a: Limit the district’s carbon footprint. Create an internal sustainability plan with measurable goals and action items.” (2023 Plan, p. 101)

“Action 2.3.f: Work with local partners to address green infrastructure needs throughout the park system.” (2023 Plan, p. 101)

Based on these findings, the proposed amendments are consistent with Goal 6.

Goal 7: Areas Subject to Natural Disasters and Hazards

To protect life and property from natural disasters and hazards.

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 of Springfield protects people and property from natural hazards through various land use and building code requirements. The 2023 Plan does not amend these protective provisions, nor does it propose development in areas identified to be unsuitable for development.

Based on these findings, the proposed amendments are consistent with Goal 7.

Goal 8: Recreational Needs

To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Goal 8 requires local governmental agencies to plan for recreation areas, facilities, and opportunities. Goal 8 ensures the provision of recreational facilities to Oregon citizens and is primarily concerned with providing those facilities in non-urban areas of the state.

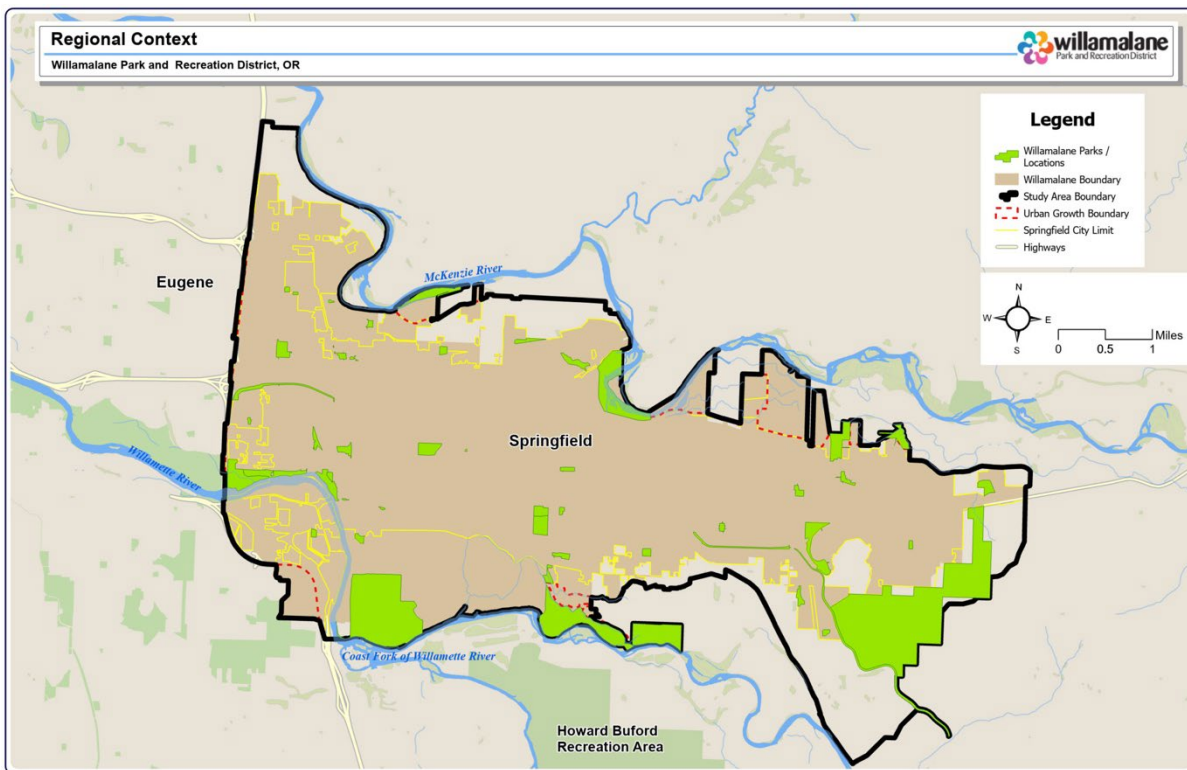
Goal 8 requires planning to meet recreation needs “now and in the future” by governmental agencies responsible for recreation areas, facilities, and opportunities. Goal 8 guidelines recommend inventories to determine recreation needs in the planning area,” based on adequate research and analysis of public wants and desires.” “Long range plans and action programs to meet recreational needs should be developed by each agency responsible for developing comprehensive plans.” (OAR 660-015-0000(8))

Willamalane is designated in the Metro Plan as the park and recreation service provider for Springfield and its urbanizable area. Willamalane is a special service taxing district with the authorization to purchase, develop and maintain park facilities. Willamalane has no authority or obligation for Goal 8 compliance; that responsibility lies with the City of Springfield after

coordinating with the Park District.¹⁰ Springfield’s acknowledged Goal 8 Comprehensive Plan element is the Willamalane Park and Recreation Comprehensive Plan.

The 2023 Plan updates the 2012 Willamalane Park and Recreation Comprehensive Plan. The Plan provides a roadmap for the district to operate over the next ten years and beyond. The planning area for the 2023 Plan encompasses the Springfield urban growth boundary and the district boundary, which extends outside the urban growth boundary in certain areas, as shown in Figure 4. In addition, developed areas annexed by the City of Springfield are automatically annexed to the District. Willamalane owns 1,630 acres of land and 45 facilities within the District boundary. (2023 Plan, p. 51, Table 9)

Figure 4. Willamalane Park and Recreation District Service Area (2023 Plan, Figure 7)



In 2020, the population within the urban growth boundary was estimated at 70,337. The 2023 Plan projects that the population will increase to over 75,159 by 2035. (2023 Plan, p. 23, Figure 8)

¹⁰ Ordinance 6268; Adopted June 20, 2011.

The 2023 Plan includes level of service standards for park classifications including Pocket Parks, Neighborhood Parks, Community Parks, Sports Parks, and Other Parkland.¹¹ The 2023 Plan proposes increasing the level of service standard from 21.80 acres of parkland per 1,000 residents to 25.55 acres of parkland per 1,000 residents. Based on this standard, 289.71 acres of parkland are needed by 2035.

The 2023 Plan includes strategies and actions for acquiring, developing, improving, and managing parks, natural areas, walking and biking trails, recreation facilities and program opportunities within the planning area over the next 20 years. The strategies and actions are derived from the following comprehensive plan goals: (2023 Plan, p. 95)

- Goal 1: Continue to operate the district at naturally accredited CAPRA standard.
- Goal 2: Provide a safe and equitable system of parks and natural areas.
- Goal 3: Provide an easily accessed and connected system of paths and trails.
- Goal 4: Provide access to high-quality and affordable recreation facilities.
- Goal 5: Strive for a high standard of care for the maintenance of parks, trails, and facilities across the district.
- Goal 6: Offer recreation programs and services that respond to district needs and encourage healthy lifestyles.
- Goal 7: Be a responsible steward of district resources and partnerships.

The strategies and actions provide a roadmap for the District to maintain and enhance recreation services to the public. Appendix 11: Project List and Phasing Plan identifies 118 capital projects prioritized into short-term (1-5 years), mid-term (6-10 years), and long-term (11+ years) phases, as well as ongoing project priorities to be implemented as opportunities arise. Higher priority actions include projects that address more pressing needs or provide a broader community benefit. The projects are organized in the following categories:

- (11) Future park planning and design projects
- (29) Existing park level of service expansion projects
- (9) Existing park minor upgrade projects
- (5) New parks development in high-priority growth area projects
- (22) Acquisition projects
- (28) Trail projects
- (6) Building facility projects
- (8) Coordination with partners projects

Chapter 10: Implementing the Park and Recreation Comprehensive Plan includes best practices for implementing the comprehensive plan given appropriate community

¹¹ Other Parkland includes Natural-Area Parks, Special-Use Parks, and Linear Parks. 2023 Plan, p.51. Table 9.

engagement, transparent decision-making, and sufficient resources. These practices include:

- Establishing internal task force groups specific to individual objectives and action items.
- Applying performance measures to assess District progress toward meeting the comprehensive plan goals.
- Annual progress reporting, quarterly implementation review, quarterly reporting on master plan status, and regular reporting to the public to feature accomplishments and project status.

The planning process for the 2023 Plan included an extensive public input process involving the general public and partner governing agencies. The 2023 Plan, adopted by Resolution No. 23-24.01, replaces and supersedes all previously adopted Park and Recreation Comprehensive Plans. (2023 Plan, p. I). The 2023 Plan is adopted as Springfield's acknowledged Goal 8 Comprehensive Plan element. The 2023 Plan does not involve the siting of destination resorts. Based on these findings, the proposed amendments are consistent with Goal 8.

Goal 9: Economic Development

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

Goal 9 addresses land use needs (inventory) for employment opportunities in commercial and industrial sites. The 2023 Plan does not affect commercial or industrial land inventories or limit access or other services to such sites. The 2023 Plan recognizes the role of recreational services and facilities as a support for community efforts to retain businesses and employees and attract new businesses to the area. Based on these findings, the proposed amendments are consistent with Goal 9.

Goal 10: Housing

To provide for the housing needs of citizens of the state.

Similar to Goal 9, Goal 10 is intended to protect residential land inventories and requires implementation measures that promote housing opportunities in various economic ranges and densities. Goal 10 requires that communities plan for and maintain an inventory of buildable residential land for needed housing units.

The residential land use policies included in the Springfield 2030 Refinement Plan Residential Land Use and Housing Element and the technical analysis included in the

Springfield Residential Land and Housing Needs Analysis, April 2011, address Goal 10.¹² The findings demonstrate that Springfield has sufficient land designated for Low Density Residential (surplus of 378 acres) and Medium Density Residential (surplus of 76 acres) and a deficit of High Density Residential (deficit of 28 acres) land. The deficit of High Density residential land is addressed through re-designation through Policy H.2, which requires the re-designation of land within the Glenwood Refinement Plan boundary.

The analysis also shows that Springfield has a deficit of 300 acres of Parks and Open Space land. Findings in the Residential Land Supply and Demand section of the Springfield 2030 Refinement Plan Residential Land Use and Housing Element address the need for parks and open space lands:

Finding 12: The Parks and Open Space designation has a deficit of 300 acres. This need does not require the City to expand the UGB for parks and open space. The City has a surplus of buildable lands in the low and medium density residential plan designations that can provide land for future parks within those designations, consistent with the objectives of the adopted Park and Recreation Comprehensive Plan. A portion of the parks and open space need can also be met on residentially designated land that has constraints and therefore is not counted as building acres (e.g. ridgeline trail systems).

The 2023 Plan includes level of service standards for park classifications, including Pocket Parks, Neighborhood Parks, Community Parks, Sports Parks, and Other Parkland.¹³ The 2023 Plan proposes increasing the level of service standard from 21.80 acres of parkland per 1,000 residents to 25.55 acres of parkland per 1,000 residents. Based on this standard, 289.71 acres of parkland are needed by 2035.

The proposed deficit of 300 acres (Springfield 2030 Refinement Plan Residential Land Use and Housing Element) or 289.71 acres¹⁴ (2023 Plan) is within the estimated surplus of buildable land remaining for residential land use in Springfield by 2023. Therefore, the proposed amendments do not negatively affect the residential land inventory. Based on these findings, the proposed amendments are consistent with Goal 10.

¹² Ordinance 6268; Adopted June 20, 2011. Amending the *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)* to Adopt the Springfield 2030 Refinement Plan Residential Land Use and Housing Element and to Establish a Separate Springfield Urban Growth Boundary Pursuant to ORS 197.304.

¹³ Other Parkland includes Natural-Area Parks, Special-Use Parks, and Linear Parks. 2023 Plan, p.51. Table 9.

¹⁴ The 2023 Plan horizon is 2035 while the Springfield Residential Land and Housing Needs Analysis is 2030.

Goal 11: Public Facilities and Services

To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

The emphasis of Goal 11 is on key urban services other than parks and recreation, and the focus is on the need for a 20-year public facilities and services plan (PFSP). The Eugene-Springfield Metropolitan Area Public Facilities and Services Plan (PFSP) is a refinement plan of the Metro Plan. The PFSP satisfies state requirements for public facilities plans for Eugene, Springfield, and Lane County and addresses needs for water, wastewater, stormwater, and electrical facilities and projects. Since it was adopted in 2011, the cities have adopted individual amendments to the PFSP, but the document has not been updated to reflect any amendments. Springfield adopted PFSP amendments in 2015.¹⁵

The proposed amendments do not affect the City's public facilities and services arrangement. Based on these findings, the proposed amendments are consistent with Goal 11.

Goal 12: Transportation

To provide and encourage a safe, convenient and economic transportation system.

The Transportation Planning Rule (TPR), defined by Oregon Administrative Rule OAR 660-012-0060, implements Goal 12. The focus of this goal is on the development of a transportation plan and compliance with mobility standards. The Regional Transportation Plan (RTP) guides the planning and development of the transportation system with the Central Lane Transportation Management Area (TMA). The Regional Transportation System Plan (RTSP) is a state-mandated transportation system plan that must be prepared for an MPO region and serves a functional role as the link between the local Transportation System Plan and the RTP. TransPlan is the current RTSP for the Eugene-Springfield area. It was adopted, updated, and amended by the entire governing bodies of Eugene, Springfield, and Lane County, most recently in July 2002.

The City of Springfield adopted the Springfield Transportation System Plan (TSP) in 2014 and updated the plan in 2020. The 20-year plan looks at how the transportation system is currently being used and identifies the community's multi-modal transportation system vision to serve the needs of residents, businesses, and visitors. Based on these findings, the proposed amendments are consistent with Goal 12.

Goal 13: Energy Conservation

To conserve energy.

¹⁵ Ordinance No. 6341; Adopted September 15, 2015.

Goal 13 requires that land and uses developed on the land be managed and controlled to maximize the conservation of all energy forms based on sound economic principles. Goal 13 is directed at developing local energy policies and implementing provisions and does not establish any requirements for other types of land use decisions.

Goal 13 requires local jurisdictions to include energy consequences during decision-making. The 2023 Plan includes a strategy to improve and enhance the District's sustainability initiatives. The strategy includes the following actions that support the intent of Goal 13:

“Action 2.3.a: Limit the district's carbon footprint. Create an internal sustainability plan with measurable goals and action items.” (2023 Plan, p.101)

“Action 2.3.c: Help ensure all current and future park and facility lighting is as energy efficient as possible (e.g. LED). Consider dark sky compliant lighting where possible.” (2023 Plan, p. 101)

“Action 2.3.d: Replace hand-powered gas equipment with electric where practical.” (2023 Plan, p. 101)

“Action 2.3.e: Convert district's gas-powered vehicle fleet to electric in phases; partner with other local government agencies to distribute charging infrastructure.” (2023 Plan, p. 101)

“Action 2.3h: Expand energy-efficiency upgrades and retrofits at district facilities to minimize consumption and utility costs.” (2023 Plan, p. 101)

The findings from the Metro Plan Energy Element are incorporated by reference herein. Based on these findings, the proposed amendments are consistent with Goal 13.

Goal 14: Urbanization

To provide for an orderly and efficient transition from rural to urban land use.

The focus of Goal 14 is on urban growth boundaries, their establishment and change, and, to a lesser degree, the treatment of land within and outside of urban growth boundaries. Willamalane Park and Recreation District is designated in the Metro Plan and Springfield Comprehensive Plan as the park and recreation service provider for Springfield and its urbanizable area.

The 2023 Plan updates the 2012 Willamalane Park and Recreation Comprehensive Plan. The Plan provides a roadmap for the district to operate over the next ten years and beyond. The planning area for the 2023 Plan encompasses the Springfield urban growth boundary and the district boundary, which extends outside the urban growth boundary in certain areas, as shown in Figure 4. In addition, developed areas annexed by the City of Springfield are automatically annexed to the District. Willamalane owns 1,630 acres of land and 45 facilities within the District boundary. (2023 Plan, p. 51, Table 9)

Adopting the 2023 Plan will not hasten, slow down, or otherwise influence the transition of rural land to urban land use; therefore, it is consistent with Goal 14. Based on these findings, the proposed amendments are consistent with Goal 14.

Goal 15: Willamette River Greenway

To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

Goal 15 aims to protect, conserve, enhance, and maintain the natural scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River. Willamalane has several current and proposed parks and properties within the Willamette River Greenway.

The findings from at *Metro Plan D. Willamette River Greenway, River Corridors and Waterways Element* are incorporated by reference herein. Based on these findings, the proposed amendments are consistent with Goal 15.

Goal 16 Estuarine Resources, Goal 17 Coastal Shorelands, Goal 18 Beaches and Dunes, and Goal 19 Ocean Resources

These goals do not apply within the Springfield urban growth boundary or Metro Plan boundary.

Compliance with Applicable Administrative Rules of Chapter 660, Division 034, 033, and 023

Applicable administrative rules are those establishing policies and procedures for the planning and zoning of state and local parks to address the recreational needs of the citizens of the state (OAR Chapter 660, Division 034, Section 0000), and secondarily, those implementing the requirements for agricultural land as defined by Goal 3 (OAR Chapter 660, Division 33, Section 0010), and those implementing the requirements for open space as defined by Goal 5 (OAR Chapter 660, Division 023, Section 0220).

OAR 660-034-0040(1) refers to requirements for implementing “local park master plans” as part of the local comprehensive plan. There is no definition for “local park master plans” in Division 34. Sections (1)(a) and (1)(b) of 660-034-0040 apply to the adoption of a site-specific park master plan. Since the proposed Comprehensive Plan Amendment is for the adoption of a comprehensive, system-wide plan for parks and recreation and not a site-specific park master plan, the rule does not apply.

Even if it were assumed that the proposed 2023 Plan was synonymous with the definition of a “local park master plan” in Division 34, the 2023 Plan would be consistent with the Rule’s intent. The relevant text is below:

OAR 660-034-0040

(1) ... If a local government decides to adopt a local park plan as part of the local comprehensive plan, the adoption shall include:

(a) A plan map designation, as necessary, to indicate the location and boundaries of the local park; and

The City of Springfield has an adopted and acknowledged property-specific Comprehensive Plan Map.¹⁶ The map clarifies the location of plan designations by interpreting the Metro Plan Diagram for each property within Springfield's urban growth boundary. The 2023 Plan includes a Map of Proposed Park System Improvements (2023 Plan, Figure 36, p. 114) and a Map of Path and Trail Project List and Recommendations Map (2023 Plan, Figure 37, p. 115) that show the location of parks, indoor facilities, and multi-use paths and identifies short-term, mid-term, and long-term projects. The 2023 Plan replaces and supersedes all previously adopted Park and Recreation Comprehensive Plans. The 2023 Plan is adopted as Springfield's acknowledged Goal 8 Comprehensive Plan element. Therefore, the proposed amendments are consistent with the rule.

(b) Appropriate zoning categories and map designations (a "local park" zone or overlay zone is recommended), including objective land use and siting review criteria, in order to authorize the existing and planned park uses described in the local park master plan. (OAR 660-034-0040(1)(a)(b))

Existing City of Springfield zoning categories are sufficient, as they relate to existing parks and facilities, not proposed projects. The rule also provides that "a local government is not required to adopt an exception to Statewide Planning Goals 3 or 4 for [these uses] on agricultural or forest land within a local park provided such uses, alone or in combination, meet all other statewide goals and are each use must be described and authorized in a local park master plan" that has been adopted as part of the local comprehensive plan (OAR 660-034-0040(4)(a)).

The proposed 2012 Plan is consistent with this rule. The findings under *Goal 3: Agricultural Lands* are incorporated by reference herein. Lastly, OAR 660-023-0220 defines "open space" to include parks. It allows local governments to:

(2) "...adopt a list of significant open space resource sites as an open space acquisition program. Local governments are not required to apply the requirements of OAR 660-023-0030 through 660-023-0050 [Inventory Process] to such sites unless land use regulations are adopted to protect such sites prior to acquisition." (OAR 660-023-0220(3))

¹⁶ Ordinance 6463; Adopted November 20, 2023.

A list of proposed natural area parks is included in the proposed 2023 Plan. Some of those sites are not yet in public ownership. However, their location is generalized in nature, and there are no land use regulations being proposed to protect such sites before acquisition. The above findings demonstrate that the proposed amendments are consistent with this rule. This criterion is satisfied.

Applicable State Statutes

Applicable state statutes are those authorizing and implementing the state and local park planning administrative rule, and those allowing park uses in exclusive farm use zones. Authorizing statutes for Oregon Administrative Rule (OAR) Chapter 660, Division 034, State and Local Park Planning, are Oregon Revised Statute (ORS) Chapter 183, ORS Chapter 195, and ORS Chapter 197. Statutes implemented by OAR Chapter 660, Division 034, State and Local Park Planning, are the following:

ORS Chapter 195 (Local Government Planning Coordination) Section 120 (Rules and planning goal amendments for parks required; allowable uses; application of certain land use laws) through Section 125 (Existing uses in state parks; approval by local governments)

ORS Chapter 197 (Comprehensive Land Use Planning Coordination), Section 040 (Land Conservation and Development Commission -- Duties of Commission; rules); and section 225 (Goals Compliance – Preparation; adoption) through Section 245 (Commission amendment of initial goals; adoption of new goals)

ORS Chapter 215 (County Planning; Zoning; Housing Codes), Section 213 (Uses permitted in exclusive farm use zones in counties that adopted marginal lands system prior to 1993)

ORS Chapter 215 (County Planning; Zoning; Housing Codes), Section 213 (Uses permitted in exclusive farm use zones in counties that adopted marginal lands system prior to 1993)

The discussion and findings in the preceding section of this application demonstrate that the 2023 Plan is consistent with the *Metro Plan*. The discussion and findings in the following section of this application demonstrate that the 2023 Plan is consistent with the *Springfield Comprehensive Plan*. The following section includes 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 the 2023 Plan is consistent with applicable state statutes.

This criterion is satisfied.

(B) Plan inconsistency:

3.2 The Metro Plan

- (1) **In those cases where the Metro Plan applies, adoption of the amendment shall not make the Metro Plan internally inconsistent.**

The proposed amendments include amendments to the Metro Plan text to update the Preface section to reflect the adoption of the 2023 Plan as an element of the Springfield Comprehensive Plan. The amendments also update Section III-H. Parks and Recreation Facilities Element (Metro Plan, p. III-H-2) to note that the 2023 Plan is the Parks and Recreation Element of the Springfield Comprehensive Plan and to refer to that plan for the adopted approach to parks and recreation system planning. The proposed Metro Plan amendments are included as Exhibit A.

Metro Plan Fundamental Principles and Specific Elements are written in **bold**, relevant approval criteria are summarized in *italics*, followed by findings of fact in normal text.

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

- 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.¹⁷ 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.¹⁸ 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.¹⁹ The Recreation Element of the Springfield Comprehensive Plan is the Willamalane Park and Recreation Comprehensive Plan.²⁰ The Transportation Element of the Springfield Comprehensive Plan is the Springfield 2035 Transportation System Plan.²¹ Based on the preceding findings, these Metro Plan elements do not apply to the proposed amendments.

All other Metro Plan policies were evaluated concerning their applicability to the 2023 Plan, and the following policies were found to be applicable to the request. The findings

¹⁷ Metro Plan, p. II-E-1 and p. III-B-1.

¹⁸ Springfield Residential Lane Use & Housing element, p. 27.

¹⁹ Metro Plan, p. III-A-1.

²⁰ Springfield Comprehensive Plan, p. iv.

²¹ Springfield Comprehensive Plan, p. iv.

demonstrate how the 2023 Plan is consistent with, and in fact, supported by, the policy directions contained in the Metro Plan. The 2023 Plan meets the criteria as follows:

C. Environmental Resources Element

The Environmental Resources Element addresses natural assets and hazards in the metropolitan area. There is significant correlation between the first two goals of this element and the proposed 2023 Plan:

Goals

1. *Protect valuable natural resources and encourage their wise management, use, and proper reuse. (Metro Plan, p. III-C-3)*
2. *Maintain a variety of open spaces within and on the fringe of the developing area. (Metro Plan, p. III-C-3)*

The following Metro Plan policies relate to 2023 Plan goals and strategies:

Policy C.5: Metropolitan goals relating to scenic quality, water quality, vegetation and wildlife, open space, and recreational potential shall be given a higher priority than timber harvest within the urban growth boundary. (Metro Plan, p. III-C-6)

Policy C.21: When planning for and regulating development, local governments shall consider the need for protection of open spaces, including those characterized by significant vegetation and wildlife. Means of protecting open space include but are not limited to outright acquisition, conservation easements, planned unit development ordinances, streamside protection ordinances, open space tax deferrals, donations to the public, and performance zoning. (Metro Plan, p. III-C-14)

Willamalane owns 1,630 acres of land and 45 facilities within the District boundary, including six parks classified as Natural Area Parks.²² (2023 Plan, p. 47 Table 9B; 2023 Plan, p. 51, Table 9C)

Plan Strategy 5.2 involves proactively managing existing natural areas and supports the goals and policies in the Environmental Resources Element of the Metro Plan. (2023 Plan, p. 106)

²² Eastgate Woodlands of the Whilamut Natural Area, Georgia Pacific Natural Area, Harvest Landing, Moe Mountain Natural Area, Thurston Hills Natural Area, Weyerhaeuser McKenzie Natural Area. 2023 Plan, p. 47.

“Action 5.2.a: Continue to collaborate with and foster positive relationships with community partners, local tribes, and American Indian and Alaska Native community members to manage and maintain Willamalane’s natural areas.” (2023 Plan, p. 106)

“Action 5.2.b: Develop management plans for natural areas that * * * do not currently have plans in place.” (2023 Plan, p. 106)

“Action 5.2.c: Develop annual work plans for effective management of natural areas.” (2023 Plan, p. 106)

“Action 5.2.d: Increase and sustain resources and staffing to account for prior and future natural area acquisitions, using comparable agencies as benchmarks.” (2023 Plan, p. 106)

“Action 5.2.e: Work with partners to enhance habitat and public access to non-Willamalane properties, including: Maple Island Slough, Cedar Creek, Bureau of Land Management property, Lane County property, TEAM Springfield property, McKenzie River and Willamette River.” (2023 Plan, p. 106)

“Action 5.2.f: Update Willamalane’s Natural Area Management Plan to incorporate natural areas acquired since the plan was created. This plan should identify priority habitats and opportunities for future expansion.” (2023 Plan, p. 105)

In addition, the 2023 Plan includes twenty-five projects specifically related to acquiring and developing Natural Area Parks, included below: (2023 Plan, Appendix 11)

Project S2	Dorris Ranch (Master Plan)
Project S9	Georgia Pacific Natural Area (Improve)
Project S23	Moe Mountain Natural Area (Acquisition)
Project S24	Thurston Hills Natural Area (Acquisition)
Project S25	McKenzie River Multi-use Path (Improve)
Project S27	Gary Walker Trail System at Dorris Ranch (Improve)
Project S28	Thurston Hills Natural Area (Improve)
Project S29	Thurston Hills Natural Area South Trailhead (Improve)
Project M4	Weyerhaeuser McKenzie Natural Area (Master Plan)
Project M5	Bob Artz Memorial Park (Improve)
Project M8	Eastgate Woodlands of the Wilamut Natural Area (Expansion)
Project M24	Harvest Landing (Acquisition)
Project M25	New Park in Area J (Acquisition)
Project M30	Glenwood Riverfront Multi-use Path West (Improve)
Project M31	Moe Mountain Natural Area Multi-use Path Construction (Improve)
Project M33	Bridge to Howard Buford Recreation Area (Connect)
Project M35	Thurston Hills Natural Area North Trailhead (Improve)
Project L1	Clearwater Park (Improve)
Project L11	Weyerhaeuser McKenzie Natural Area (Expansion)

Project L17	Glenwood Riverfront Multi-use Path South (Improve)
Project L18	Glenwood Riverfront Multi-use Path West (Improve)
Project 04	Thurston Hills Natural Area Expansion
Project O7	Thurston Hills Natural Area (Acquisition)
Project 08	Willamette Heights (Acquisition)
Project 09	Booth Kelly/Mill Pond Park (Improve)
Project O10	Glenwood Riverfront (Acquisition)
Project O11	Jasper Meadows Wetland Park
Project O18	South Jasper Natron Wetland Park
Project O19	McKenzie Riverfront & Cedar Creek

Based on these findings, the 2023 Plan is consistent with the Environmental Resources Element of the Metro Plan. The findings under *Goal 5: Open Spaces, Scenic and Historic Areas, and Natural Resources* are incorporated by reference herein.

D. Willamette River Greenway, River Corridors, and Waterway Element

The goal of this element is to protect, conserve, and enhance the natural, scenic, environmental and economic qualities of river and waterway corridors. (Metro Plan, III-D-3)

Relevant policies from this element include:

Policy D.2: Land use regulations and acquisition programs along river corridors and waterways shall take into account all the concerns and needs of the community, including recreation ... (Metro Plan, p. III-D-4)

Policy D.3: Eugene, Springfield, and Lane County shall continue to cooperate in expanding water-related parks and other facilities, where appropriate, that allow access to and enjoyment of river and waterway corridors. (Metro Plan, p. III-D-4)

Policy D.4: ...Springfield's efforts to improve the scenic quality of its Millrace should be encouraged. (Metro Plan, p. III-D-4)

Policy D.8: Within the framework of mandatory statewide planning goals, local Willamette River Greenway plans shall allow a variety of means for public enjoyment of the river, including public acquisition areas ... (Metro Plan, p. III-D-5)

Policy D.9: Local and state governments shall continue to provide adequate public access to the Willamette River Greenway. (Metro Plan, p. III-D-5)

Two rivers border the City of Springfield, thus river access and river corridor protection, conservation, and enhancement are key elements of the proposed 2023 Plan. Willamalane currently operates two parks along the main stem of the Willamette River.²³ Three additional

²³ Eastgate Woodlands of the Whilamut Natural Area and Island Park. 2023 Plan, Figure 36.

parcs are located along the middle fork of the Willamette River.²⁴ Two parks are located on the McKenzie River.²⁵ In addition, Willamalane operates multi-use facilities paths along the Willamette River.²⁶

The 2023 Plan includes twenty-four projects that support the *Metro Plan* Willamette River Greenway, River Corridor, and Waterway Element goals and policies by improving and enhancing access to rivers and waterways through park, bridge, and multi-use path design, development, and acquisition: (2023 Plan, Appendix 11)

Project S4	Island Park Design
Project S7	West D St. Greenway Master Plan
Project S9	Georgia Pacific Natural Area
Project S25	McKenzie River Multi-use Path
Project M1	McKenzie River Boat Access
Project M4	Weyerhaeuser McKenzie Natural Area
Project M8	Eastgate Woodlands of the Whilmut Natural Area
Project M12	Mill Race Park
Project M24	Harvest Landing
Project M30	Glenwood Riverfront Multi-use Path West
Project M32	Bridge to Glenwood at Island Park
Project M33	Bridge to Howard Buford Recreation Area
Project M34	Clearwater Park Trails
Project L1	Clearwater Park
Project L3	Island Park
Project L11	Weyerhaeuser McKenzie Natural Area
Project L17	Glenwood Riverfront Multi-use Path South
Project L18	Glenwood Riverfront Multi-use Path West
Project L19	Bridge to Glenwood at Island Park
Project L20	Bridge to Howard Buford Recreation Area
Project L21	Bridge to Glenwood at Dorris Ranch
Project 09	Booth Kelly / Mill Pond Park
Project O10	Glenwood Riverfront (Acquisition)
Project O19	McKenzie Riverfront & Cedar Creek (Acquisition)

Based on these findings, the proposed 2023 Plan is consistent with the Willamette River Greenway, River Corridors, and Waterway Element of the Metro Plan. The findings at *Goal 15: Willamette Greenway* are incorporated by reference herein.

E. Environmental Design Element

The Goals of the Environmental Design Element are to:

²⁴ Dorris Ranch, Georgia Pacific Natural Area, and Clearwater Park. 2023 Plan, Figure 36

²⁵ Harvest Landing and Weyerhaeuser McKenzie Natural Area. 2023 Plan, Figure 36.

²⁶ West D Street Greenway and Middle Fork Path. 2023 Plan, Figure 37.

1. *Secure a safe, clean, and comfortable environment which is satisfying to the mind and senses. (Metro Plan, p. III-E-1)*
2. *Encourage the development of the natural, social, and economic environment in a manner that is harmonious with our natural setting and maintains and enhances our quality of life. (Metro Plan, p. III-E-1)*
3. *Create and preserve desirable and distinctive qualities in local and neighborhood areas. (Metro Plan, p. III-E-1)*

Relevant *Metro Plan* policies include:

Policy E.1: In order to promote the greatest possible degree of diversity, a broad variety of commercial, residential, and recreational land uses shall be encouraged when consistent with other planning policies. (Metro Plan, p. III-E-3)

Policy E.4: Public and private facilities shall be designed and located in a manner that preserves and enhances desirable features of local and neighborhood areas and promotes their sense of identity. (Metro Plan, p. III-E-3)

Policy E.5: Carefully develop sites that provide visual diversity to the urban area and optimize their visual and personal accessibility to residents. (Metro Plan, p. III-E-3)

The Environmental Design Element of the *Metro Plan* sets broad goals and policies for the desired qualities of life in the Eugene-Springfield area.

Several strategies in the 2023 Plan address environmental design considerations, including accessibility, safety, connectivity, educational and interpretive elements, public art, and sustainability, as provided below:

“Strategy 2.1: Improve existing parks to enhance the district’s current level of service.” (2023 Plan, p. 98)

“Strategy 2.2: Expand acreage and recreation offerings to accommodate population growth and provide parks and recreation opportunities in underserved areas.” (2023 Plan, p. 100)

“Strategy 2.3: Improve and enhance the district’s sustainability initiatives.” (2023 Plan, p. 101)

“Strategy 3.1: Improve connectivity and access to existing paths and trails.” (2023 Plan, p. 102)

“Strategy 3.2: Provide a desirable experience for trail users.” (2023 Plan, p. 103)

“Strategy 4.1: Add or expand facilities to best meet user demand in the district.” (2023 Plan, p. 104)

“Strategy 5.1: Maintain a high standard of care for parks and open spaces.” (2023 Plan, pg. 105)

Based on these findings, the proposed 2023 Plan is consistent with the Environmental Design Element of the *Metro Plan*.

G. Public Facilities and Services Element

This element directs the future provision of urban facilities and services to planned land uses within the *Metro Plan* boundary. Parks and recreation facilities and services are among those discussed in the Element’s introductory section; however, they are addressed in detail in the Parks and Recreation Facilities Element. One area of correlation in the Public Facilities and Services Element relates to joint school/park use:

Finding 33: Combining educational facilities with local park and recreation facilities provides financial benefits to the schools while enhancing benefits to the community. (Metro Plan, III-G-10)

Policy G.21: The use of school facilities for non-school activities and appropriate reimbursement for this use. (Metro Plan, III-G-11)

The 2023 Plan is the product of extensive public participation and interagency collaboration. One of the 2023 Plan’s community engagement focus areas is to “continue to grow partnerships with Springfield Public Schools.” (2023 Plan, p. 33)

Specific to Natural Areas, the 2023 Plan notes that “there are also many opportunities to integrate green spaces throughout the urban core of Springfield with improvements such as green infrastructure, expansion of urban forests, and small nature trails within developed parks. Springfield Public Schools, the City of Springfield, and the Springfield Utility Board are all public agencies with large land holdings that, through further collaboration, could increase efficiencies and impact of Willamalane’s natural resource efforts.” (2023 Plan, p. 52)

The 2023 Plan includes specific projects that involve interagency coordination and reinforce Willamalane’s commitment to collaboration with the Springfield Public Schools, City of Springfield, EWEB, and other partners, including: (2023 Plan, Appendix 11)

Project S1	Booth Kelly Trailhead to Middle Fork Path Connector (City of Springfield)
Project S3	Guy Lee Park / Elementary (Springfield Public Schools)
Project S7	West D St. Greenway Master Plan (Metropolitan Wastewater Management)
Project S8	Gamebird Park and Garden (Springfield Public Schools)
Project S9	Georgia Pacific Natural Area (SUB, City of Springfield)
Project S13	Willamalane Park (Springfield Public Schools)
Project S15	Bob Artz Memorial Park (Springfield Public Schools)
Project S25	McKenzie River Multi-use Path (City of Springfield)

Project S29	Thurston Hills Natural Area South Trailhead (Springfield Public Schools)
Project S35	Centennial Elementary (Springfield Public Schools)
Project 36	Maple Elementary (Springfield Public Schools)
Project 37	Riverbend Elementary (Springfield Public Schools)
Project M1	McKenzie River Boat Access (EWEB)
Project M4	Weyerhaeuser McKenzie Natural Area (City of Springfield)
Project M5	Bob Artz Memorial Park (Springfield Public Schools)
Project M8	Eastgate Woodlands of the Whilamut Natural Area (Citizen Planning Committee)
Project M9	Guy Lee Park (Springfield Public Schools, City of Springfield)
Project M13	Page Park (Springfield Public Schools)
Project M15	Douglas Gardens Park (Springfield Public Schools)
Project M22	New Neighborhood or Special Use Park (City of Springfield)
Project M24	Harvest Landing (Lane County)
Project M27	Booth Kelly Trailhead to Island Park Connector (City of Springfield)
Project M28	Booth Kelly Trailhead to Middle Fork Path Connector (City of Springfield)
Project M29	By-Gully Path Extension (City of Springfield)
Project M30	Glenwood Riverfront Multi-use Path West (City of Springfield)
Project M32	Bridge to Glenwood at Island Park (City of Springfield)
Project M33	Bridge to Howard Buford Recreation Area (multiple partners)
Project L2	Douglas Gardens Park (Springfield Public Schools)
Project L5	Kelly Butte Overlook (Rainbow Water District)
Project L11	Weyerhaeuser McKenzie Natural Area (City of Springfield)
Project L14	Booth Kelly Road Multi-use Path (City of Springfield)
Project L15	EWEB Path Extension to Don St. (City of Springfield, EWEB)
Project L16	EWEB Path Extension to Laura St. (City of Springfield, EWEB)
Project L17	Glenwood Riverfront Multi-use Path South (City of Springfield)
Project L18	Glenwood Riverfront Multi-use Path West (City of Springfield)
Project L19	Bridge to Glenwood at Island Park (City of Springfield)
Project L20	Bridge to Howard Buford Recreation Area (multiple partners)
Project L21	Bridge to Glenwood at Dorris Ranch (Lane County, City of Springfield)
Project O1	EWEB Path On-Street Connection (City of Springfield)
Project O2	Middle Fork and Mill Race Path North Extensions (City of Springfield)
Project O9	Booth Kelly / Mill Pond Park (City of Springfield)
Project O10	Glenwood Riverfront (City of Springfield)
Project O20	Safe Access to Willamalane Park (City of Springfield)
Project O21	By-Gully Path Improvements (City of Springfield)
Project O22	Downtown Urban Park / Plaza (Team Springfield)
Project O23	EWEB Path Improvements (EWEB)

Based on these findings, the proposed 2102 Plan is consistent with the Public Facilities and Services Element of the *Metro Plan*.

I. Historic Preservation Element

The goal of the Historic Preservation Element of the *Metro Plan* is to *preserve and restore reminders of our origin and historic development as links between past, present, and future generations (Metro Plan, III-I-1).*

Relevant *Metro Plan* policies include:

Policy 2: Institute and support projects and programs that increase citizen and visitor awareness of the area's history and encourage citizen participation in and support of programs designed to recognize and memorialize the area's history. (Metro Plan, III-I-2)

Several actions in the 2023 Plan address the preservation and protection of historic and cultural resources, as provided below:

“Action 2.1.i: Work with community partners to actively preserve and protect historic and cultural resources in the district.”

Action 2.1.j: Continually update the Historic and Cultural Resources Management Plan to [integrate] best practices into the management of historic and cultural resources within the district.” (2023 Plan, p. 98)

“Action 5.1.o: Explore expansion of the Dorris Ranch Historic District to include the Briggs House during implementation of the Dorris Ranch Master Plan improvements.” (2023 Plan, p. 105)

“Action 5.4.b.: Assess and plan for opportunities to improve the function of existing facilities, including renovations to locker rooms, parking lots, entrance lobbies, historic and cultural resources, etc.” (2023 Plan, p. 106)

Willamalane owns and operates Dorris Ranch, a 258-acre living history park on the National Register of Historic Places. Relevant projects in the 2023 Plan directed at preserving and restoring historic places include: (2023 Plan, Appendix 11)

Project S2	Dorris Ranch (Master Plan)
Project S27	Gary Walker Trail System at Dorris Ranch
Project M7	Dorris Ranch (Improvements)

Based on these findings, the proposed 2012 Plan is consistent with the Historic Preservation Element of the *Metro Plan*.

J. Energy Element

The first goal of the Energy Element of the *Metro Plan* is to *maximize the conservation and efficient utilization of all types of energy (Metro Plan, III-J-1).* There is one policy relevant to the proposed 2012 Plan:

Policy J.8: Commercial, residential, and recreational land uses shall be integrated to the greatest extent possible, balanced with all planning policies to reduce travel distances, optimize reuse of waste heat, and optimize potential on-site energy generation. (Metro Plan, III-J-5)

The 2023 Plan includes a strategy directed at enhancing sustainability initiatives:

“Strategy 2.3: Improve and Enhance the District’s sustainability initiatives.” (2023 Plan, p. 101)

Additional actions are aimed at energy efficiency, energy conservation, and sustainable development. The following actions are relevant to the Energy Element:

“Action 2.3.a: Limit the district’s carbon footprint. Create an internal sustainability plan with measurable goals and action items.

Action 2.3.b: Consider design standards and horticultural practices that feature native and drought-resistant plants to conserve water.

Action 2.3.c: Help ensure all current and future park and facility lighting is as energy efficient as possible (e.g. LED). Consider dark sky compliant lighting where possible.

Action 2.3.d: Expand recycling program in district parks and facilities. (9.2)

Action 2.3.e: Work with local partners to identify and address green infrastructure needs throughout the park system.

Action 2.3.f: Prioritize environmentally [conscience] and energy [efficient] alternatives when replacing district’s gas-powered vehicle fleet and maintenance equipment.” (2023 Plan, p. 101)

Based on these findings, the proposed 2023 Plan is consistent with the Energy Element of the *Metro Plan*.

K. Citizen Involvement Element

The goal of the Citizen Involvement Element of the *Metro Plan* is to *continue to develop, maintain, and refine programs and procedures that maximize the opportunity for meaningful, ongoing citizen involvement in the community’s planning and planning implementation processes consistent with mandatory statewide planning standards. (Metro Plan, III-K-1)*

The following *Metro Plan* policy is relevant to the 2012 Plan:

Policy K.3: Improve and maintain local mechanisms that provide the opportunity for residents and property owners in existing residential areas to participate in the implementation of policies in the Plan that may affect the character of those areas. (Metro Plan, III-K-3)

The findings under **Goal 1: Citizen Involvement** are incorporated by reference herein. Based on these findings, the proposed 2023 Plan is consistent with the Citizen Involvement Element of the *Metro Plan*.

This criterion is satisfied.

3.3 Springfield Comprehensive Plan

(2) In cases where Springfield Comprehensive Plan applies, the amendment shall be consistent with the Springfield Comprehensive Plan. (6331)

The *Springfield Comprehensive Plan* states that the Recreation Element is the *Willamalane Park and Recreation Comprehensive Plan*.²⁷ The 2023 Plan notes that “an integral part of the planning process was to create a plan consistent with other local planning documents and in compliance with Goal 8 * * *.” (2023 Plan, p. 20)

The 2023 Plan updates the 2012 *Willamalane Park and Recreation Comprehensive Plan*. The Plan provides a roadmap for the district to operate over the next ten years and beyond. The planning area for the 2023 Plan encompasses the Springfield urban growth boundary and the district boundary, which extends outside the urban growth boundary in certain areas, as shown in Figure 4. In addition, developed areas annexed by the City of Springfield are automatically annexed to the District. Willamalane owns 1,630 acres of land and 45 facilities within the District boundary. (2023 Plan, p. 51, Table 9)

In 2020, the population within the urban growth boundary was estimated at 70,337. The 2023 Plan projects that the population will increase to over 75,159 by 2035. (2023 Plan, p. 23, Figure 8)

The planning process for the 2023 Plan included an extensive public input process involving the general public and partner governing agencies. The 2023 Plan, adopted by Resolution No. 23-24.01, replaces, and supersedes all previously adopted Park and Recreation Comprehensive Plans. (2023 Plan, p. 1). The 2023 Plan is adopted as Springfield’s acknowledged Recreation Comprehensive Plan element.

Based on these findings, the proposed amendments are consistent with this criterion.

²⁷ Springfield Comprehensive Plan, p. iv.

3.4 Conclusion

The *Willamalane Park and Recreation District Comprehensive Plan*, dated September 13, 2023, was adopted by the Willamalane Board of Directors by Resolution No. 23-24.01. The 2023 Plan supersedes and replaces the 2012 *Willamalane Park and Recreation Comprehensive Plan* (“2012 Plan”). The proposed amendments adopt the 2023 *Willamalane Park and Recreation District Comprehensive Plan*.

Willamalane is designated in the *Metro Plan* as the park and recreation service provider for Springfield and its urbanizable area. A 1995 Intergovernmental Agreement (IGA) between the City and Willamalane requires the two agencies to collaborate in planning for parks, recreation, and open space. The IGA designates Willamalane as the agency responsible for preparing and updating a park and recreation comprehensive plan, and it specifies that the comprehensive plan shall be adopted as a refinement plan to the *Metro Plan*. The proposed amendments (Exhibit A) update the *Metro Plan* for consistency.

The 2023 Plan meets or exceeds the applicable criteria concerning consistency with the *Springfield Comprehensive Plan*, *Metro Plan*, applicable state statutes, and applicable Statewide Planning goals and administrative rules.

The findings contained in this application provide a substantive basis for Springfield and Lane County to adopt the 2023 *Willamalane Park and Recreation District Comprehensive Plan*.

AGENDA ITEM SUMMARY

Meeting Date: 4/2/2024
Meeting Type: Regular Meeting
Staff: Haley Campbell
Contact/Dept.: DPW
Staff Phone No: 541-726-3647
Estimated Time: 30 minutes
Council Goals: Mandate

SPRINGFIELD PLANNING COMMISSION

ITEM TITLE: SPRINGFIELD DEVELOPMENT CODE AMENDMENTS: HOUSING OPPORTUNITIES IN NON-RESIDENTIAL AREAS

ACTION REQUESTED: Hold a public hearing on the proposed changes to the Springfield Development Code (SDC) Sections 4.7.370 Income-Qualified Housing on Property Owned by Religious Nonprofits, 4.7.405 Income-Qualified Housing, and various other sections. After deliberations, make a recommendation to the City Council and Lane County Board of Commissioners who are the approval authorities for this decision.

ISSUE STATEMENT: This project is a continuation of work that has been ongoing since 2018 involving a phased plan to update the entire Springfield Development Code. Updating the Development Code to support efficient, timely, and clear development review is part of Springfield's Housing Strategy. This work would amend income-qualified housing-related code sections from bills that were passed at the 2023 Oregon Legislature:

- House Bill 2984 – Commercial to Residential Building Conversions
- House Bill 3151 – Manufactured Dwelling Parks on Non-Residential Lands
- House Bill 3395 – Residential Use of Commercial Lands

The City is also using this opportunity to make other changes to the code for clarity and ease of use including:

- Significant changes to SDC 4.7.100 for various districts;
- Changes to SDC 4.7.375 through SDC 4.7.385 for Architectural Design and multiple unit housing;
- Changes to SDC 5.15.110 Minimum Development Standards and SDC 5.17.110 for Site Plan Review for multiple unit housing; and
- Changes to SDC 6.1.110 Definitions.

ATTACHMENTS (changes made to documents since March 19 work session are highlighted in yellow in the documents and below):

- ATT1 – Draft Planning Commission Order and Recommendation
 - Exhibit A Staff Report
 - Exhibit B Legislative Version of Code Amendments
- ATT2 – Key Changes to the Development Code
- ATT3 – Presentation Slides

DISCUSSION: The proposed amendments are being reviewed as a Type 4 Legislative Amendment to the Development Code. The Springfield Planning Commission will review the proposal during a public hearing on April 2, 2024. The Commission may continue the public hearing and keep the record open to allow for additional public comment or close the public hearing and written record and then deliberate. The Commission will then make a recommendation to the City Council and Lane County Board of Commissioners.

The Springfield City Council and Lane County Board of Commissioners are scheduled to hold a joint work session and joint public hearing to review the Planning Commission's recommended amendments on June 10, 2024.

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

AMENDMENTS TO THE SPRINGFIELD DEVELOPMENT CODE (SDC)]	
SECTION 4.7.370 INCOME-QUALIFIED HOUSING ON PROPERTY]	
OWNED BY RELIGIOUS NONPROFITS AND 4.7.405 INCOME]	811-24-000025-TYP4
QUALIFIED HOUSING, VARIOUS SECTIONS IN 4.7.100, VARIOUS]	
SECTIONS IN 4.7.375 THROUGH 4.7.385 FOR ARCHITECTURAL]	
DESIGN AND MULTIPLE UNIT HOUSING, VARIOUS SECTIONS IN]	
5.15.110 MINIMUM DEVELOPMENT STANDARDS AND 5.17.110]	
SITE PLAN REVIEW FOR MULTIPLE UNIT HOUSING, AND]	
6.1.110 DEFINITIONS]	

NATURE OF THE PROPOSAL

Request that the Springfield Planning Commission forward a recommendation of approval to the Springfield City Council and Lane County Board of County Commissioners regarding amendments to the following sections of the Springfield Development Code in order to comply with House Bills 2984, 3151, and 3395 passed at the 2023 Oregon Legislature and various sections to make other changes to the code for clarity and ease of use:

Chapter 2 General Provisions:

- Various Sections that Involve Income-Qualified Housing

Chapter 3 Land Use Districts:

- Various Sections that Involve Income-Qualified Housing
- Various Sections that involve special use standards in 4.7.100

Chapter 4 Development Standards:

- Various Sections that Involve 4.7.100
- Various Sections that Involve Income-Qualified Housing
- Various Sections that Involve Multiple Unit Housing

Chapter 5 The Development Review Process and Applications:

- Various Sections that Involve Income-Qualified Housing
- Various Sections that Involve Multiple Unit Housing

Chapter 6 Definitions

- Section 6.1.110 Meaning of Specific Words and Terms

Timely and sufficient notice of the public hearing has been provided pursuant to Springfield Development Code Section 5.1.615. Notice was sent to the Department of Land Conservation and Development on February 27, 2024, not less than 35 days prior to the first evidentiary hearing in compliance with OAR 660-018-0020.

On April 2, 2024, the Springfield Planning Commission held a duly noticed public hearing on the proposed text amendments. The public hearing was conducted in accordance with Springfield Development Code 5.1.610. After review of the staff report, evidence in the record, and public testimony, the Planning Commission determined that the code amendments meet the approval criteria.

CONCLUSION

On the basis of the Staff Report and Findings of Fact (Exhibit A) and evidence in the record, the proposed code amendments (Exhibit B) meet the approval criteria of Springfield Development Code Section 5.6.115.

ORDER/RECOMMENDATION

It is ORDERED by the Springfield Planning Commission that a recommendation for APPROVAL of 811-24-000025-TYP4 be forwarded to the Springfield City Council joint with the Lane County Board of County Commissioners for consideration at an upcoming public hearing.

Planning Commission Chairperson

Date

ATTEST

AYES:

NOES:

ABSENT:

ABSTAIN:

STAFF REPORT

TYPE IV – LEGISLATIVE AMENDMENTS TO THE SPRINGFIELD DEVELOPMENT CODE

CASE NUMBER: 811-24-000025-TYP4
HEARING DATE: April 2, 2024
REPORT DATE: March 25, 2024
PROJECT NAME: Springfield Development Code Amendments: Housing Opportunities in Non-Residential Areas
AFFECTED AREA: All properties within the City of Springfield Urban Growth Boundary

I. NATURE OF THE REQUEST

The City of Springfield and Lane County seek approval of amendments to the Springfield Development Code (SDC) to comply with recent state legislation that allows and encourages the development of income-qualified housing (SDC 4.7.370 Income-Qualified Housing on Property Owned by Religious Nonprofits and SDC 4.7.405 Income-Qualified Housing) and commercial to residential building conversions (SDC 4.7.215 Conversion from Commercial to Residential Use). The City is also using this opportunity to make other changes to the code for clarity and ease of use including: significant changes to SDC 4.7.100 for various districts; changes to SDC 4.7.375 through SDC 4.7.385 for Architectural Design and multiple unit housing; changes to SDC 5.15.110 Minimum Development Standards and SDC 5.17.110 for Site Plan Review for multiple unit housing; and changes to SDC 6.1.110 Definitions.

II. BACKGROUND

This project is a continuation of work related to a larger Springfield Development Code Update project that has been ongoing since 2018 involving a phased plan to update the entire Springfield Development Code. Updating the Development Code to support efficient, timely, and clear development review is part of Springfield’s Housing Strategy. This work would amend income-qualified housing-related code sections. In 2023, the Oregon Legislature made efforts to address the state’s housing crisis with new laws and \$1.2 billion in additional spending on housing and homelessness. On any given night in 2022, at least 18,000 Oregonians were homeless and State analysts predict Oregon needs to build at least 500,000 homes over the next two decades to keep up with demand. The Legislature passed several bills that have prompted the following Housing Opportunities in Non-Residential Areas Amendments to the Springfield Development Code (SDC):

House Bill 2984 – Commercial to Residential Building Conversions
(effective January 1, 2024)

House Bill 2984 requires local governments to allow conversion of a building from commercial to residential use without requiring a zone change or conditional use permit, as long as the land is not zoned to allow for industrial uses.

House Bill 3151 – Manufactured Dwelling Parks on Non-Residential Lands
(effective January 1, 2024)

Manufactured housing makes up eight percent of Oregon’s total housing and 16 percent of the affordable housing stock (according to American Community Survey data collected between 2013-2017). That’s why House Bill 3151’s major impact on Springfield is to allow manufactured dwelling parks serving households with incomes of 120 percent or less of area median income

(AMI), to be added to the bill’s definition of “affordable housing”. The bill also adds property owned by a housing authority, manufactured dwelling park nonprofit cooperative, or nonprofit corporation organized as a public benefit corporation whose primary purpose is the development of affordable housing, to the list of properties where local government is required to allow “affordable housing”. This will result in changes to SDC 4.7.405, which allows for the development of income-qualified housing on non-residential lands if certain conditions are met.

House Bill 3395 –Residential Use of Commercial Lands
(effective June 30, 2023)

House Bill 3395 allows housing within commercial land use districts if it is affordable to households with incomes of 60 percent AMI or less, or for mixed-use structures with ground floor commercial with residential units that are affordable to moderate income (80-120% AMI) households. The bill requires cities to apply the residential density level most comparable to the commercial density currently allowed in the land use district. The bill explicitly exempts cities from having to conduct a new economic analysis or comprehensive plan update; however, cities may still wish to consider the impact to employment lands availability and accommodate these impacts at a later date.

The City is also making ongoing updates to the City’s Development Code to address changes to the code for clarity and ease of use as time and resources allow. This set of amendments include: SDC 4.7.100 for various districts, changes to SDC 4.7.375 through SDC 4.7.385 for Architectural Design and multiple unit housing, changes to SDC 5.15.110 Minimum Development Standards and SDC 5.17.110 for Site Plan Review for multiple unit housing, and changes to SDC 6.1.110 Definitions.

The project objectives are to:

- 1) Ensure the City is complying with state law by amending the Springfield Development Code to:
 - a. Expand opportunities for residential development in commercial areas by allowing income-qualified housing on lands zoned for commercial uses and allowing conversion of a building from commercial to residential use.
 - b. Allow manufactured dwelling parks serving households with incomes of 120 percent AMI or less on certain non-residential lands.
- 2) Change the use of the term “affordable housing” to “income-qualified housing” in the Springfield Development Code. Clarify and improve integration of income-qualified housing-related language throughout applicable code sections (e.g., within use tables and cross reference appropriately, remove redundancy, update terms and definitions).
- 3) Identify opportunities to address other Springfield Development Code barriers to income-qualified housing, multiple-unit housing, and specific development standards in SDC 4.7.100 beyond compliance with recent legislation if the code changes are consistent with current local adopted policies and Springfield’s Housing Strategy.

(Note: More comprehensive policy and code changes related to housing may occur with upcoming work on Springfield’s Housing Capacity Analysis and Housing Production Strategies.)

III. SITE INFORMATION

The amendments are not site-specific; they apply to a large area and a large number of properties. Affected properties are those within the City of Springfield's Urban Growth Boundary (UGB) that propose the development of income-qualified housing as defined in the code, multiple unit housing, or various uses previously defined in SDC 4.7.100.

IV. PROCEDURAL REQUIREMENTS AND CITIZEN INVOLVEMENT

Under SDC 5.6.110, legislative amendments of the Development Code text are reviewed under a Type 4 procedure. Type 4 procedures, as defined in SDC 5.1.600, require a review and recommendation by the Planning Commission and adoption of an ordinance by the City Council.

The code amendments include changes that apply within the urbanizable areas that are between the city limits and the Springfield UGB. The code updates are subject to provisions of the City of Springfield and Lane County's urban transition agreement, which requires the City and County to jointly develop land use regulations to be applied to the urbanizable portion of the Springfield UGB. Article IV, Section 3 of the urban transition agreement allows the Springfield Planning Commission to exercise legislative land use authority otherwise belonging to the Lane County Planning Commission for the urbanizable portion of the Springfield UGB. Therefore, a joint Planning Commission hearing between Springfield and Lane County is not required for these code amendments. The Springfield Planning Commission held a public hearing for the purpose of developing their recommendation to the Springfield City Council on April 2, 2024. The City Council and Board of County Commissioners will hold a joint public hearing to co-adopt the regulations applicable to the urbanizable area. The Director for the City of Springfield initiated these development code amendments as is allowed under SDC 5.6.105(B).

In accordance with the City of Springfield Citizen Involvement Program, the Committee for Citizen Involvement (CCI) reviewed and approved a Community Involvement Strategy for this proposal on December 5, 2023. Per this strategy the City has completed the following:

- In February 2024, created a project page on Springfield Oregon Speaks with links to the Development Code Updates webpage on the City of Springfield website. The webpages provided opportunities for the public to view key messages or relevant resources and provide input.
- Emailed notice of the proposed amendments, public workshops, and Planning Commission Hearing on April 2, 2024 to stakeholder groups including development professionals (developers, builders, landscape architects, engineers, realtors, the Springfield Board of Realtors and Lane County Home Builders Association) and affordable housing providers who expressed an interest in being notified of future code amendments (following the 2022 Development Code Update Project) per the Citizen Involvement Strategy on February 15, 2024.
- As required by SDC 5.1.615(E), provided agency referrals to the Development Review Committee regarding the proposed amendments via email on February 15, 2024.
- Emailed notice of the workshops on February 21, 2024, to members of the Springfield Housing Newsletter's Interested Parties list.
- Submitted notice of the proposed amendments to the Department of Land Conservation and Development (DLCD) on February 27, 2024, 35 days in advance of the first evidentiary hearing as required by ORS 197.610(1) and OAR 660-018-0020.

- Held two public workshops to convey the main points of the project to development professionals on February 28 and February 29, 2024.
- Published notice of the proposed amendments in *The Chronicle* on March 7, 2024 as required by SDC 5.1.615.
- Posted notice of the proposed amendments and the dates of the public hearings on the City of Springfield website and in Springfield City Hall which routinely posts public hearing notices.

For this request, the Springfield Planning Commission will make a recommendation to the Springfield City Council. Per the urban transition agreement and SDC 5.1.625, development code amendments which impact areas outside the city limits must be co-adopted by the Lane County Board of County Commissioners in order to apply to urbanizable areas within the Springfield UGB. Decisions of the Springfield City Council and Lane County Board of County Commissioners may be appealed to the Oregon Land Use Board of Appeals within 21 calendar days of the date the decision becomes final as specified in ORS 197.830 (SDC 5.1.630(F)).

V. APPROVAL CRITERIA & FINDINGS

The request is subject to approval criteria in SDC 5.6.115, which covers adoption or amendment of refinement plans, plan districts and the development code. The following approval criteria are listed under SDC 5.6.115:

(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.

Findings showing that the proposed amendments to the development code meet the applicable criteria of approval appear in regular text below. Direct citations or summaries of criteria appear in ***bold italics*** and precede or are contained within the relevant findings.

Conformance with the Metro Plan and Springfield Comprehensive Plan

The adopted Eugene-Springfield Metropolitan Area General Plan (Metro Plan) and Springfield Comprehensive Plan are the acknowledged long-range plans that provide the broad framework for land use planning within the City of Springfield's UGB. The policies of the Springfield Comprehensive Plan – Residential Land Use and Housing Element are intended to refine, update, and support (as opposed to replace) the goals, objectives and policies of the Metro Plan's Residential Land Use and Housing Element. The Springfield Comprehensive Plan – Economic and Urbanization Elements replace the applicable sections of the Metro Plan pertaining to employment lands and urbanizable lands. The Springfield Comprehensive Plan's Land Use Element replaces the Metro Plan Diagram Chapter II-G of the Metro Plan.

The Metro Plan and Springfield Comprehensive Plan contain topics or “elements.” Each element contains goals and policies that will guide Springfield’s growth and development through the 2010-2030 planning period.

The Housing Opportunities in Non-Residential Areas code amendments are consistent with the following Metro Plan policies:

Metro Plan A. Metropolitan Residential Land Use and Housing Element

A.3 Provide an adequate supply of buildable residential land within the UGB for the 20-year planning period at the time of Periodic Review.

Finding 1: The City’s 2011 Residential Land and Housing Needs Analysis serves as its housing needs analysis and buildable lands inventory under Goal 10 and provides evidence that the Springfield UGB has sufficient buildable land to meet identified housing needs during the 20-year period. Increasing opportunities to convert commercial uses to residential, build income-qualified housing in various districts, and clarify the multiple-unit housing standards, supports the City’s ability to meet and provide an adequate supply of residential buildable land within the UGB for the 20-year planning period.

A.10 Promote higher residential density inside the UGB that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserves rural resource lands outside the UGB.

Finding 2: The Housing Opportunities in Non-Residential Areas code amendments expand opportunities for housing in land use districts previously intended only for commercial use outside of mixed-use areas and allows more development of income-qualified housing in commercial districts and in mixed-use structures. In doing so, a significant amount of land previously restricted to nonresidential uses within the UGB is now available for market rate and income-qualified housing. These developments will allow more housing opportunities and higher residential densities in various districts. Allowing the conversion of commercial buildings to residential uses utilizes existing infrastructure which conserves rural resource lands outside of the UGB and improves the efficiency of public services by allowing new housing where development already exists.

A.11 Generally locate higher density residential development near employment or commercial services, in proximity to major transportation systems or within transportation-efficient nodes.

Finding 3: The House Bills expand opportunities to develop market-rate housing in commercial districts and income-qualified housing in employment and commercial districts many of which are along major transportation routes or existing transportation-efficient nodes. This “mix of uses” is an important strategy for reducing the community’s reliance on the automobile, lowering transportation costs, and reducing our community’s greenhouse gas emissions. In addition, neighborhoods that are more walkable and where residents are near employment and commercial services, help residents save money and improve access to daily needs.

A.13 *Increase overall residential density in the metropolitan area by creating more opportunities for effectively designed in-fill, redevelopment, and mixed use while considering impacts of increased residential density on historic, existing and future neighborhoods.*

Finding 4: The Housing Opportunities in Non-Residential Areas code amendments permit higher-density housing in existing employment and commercial neighborhoods that were previously limited to nonresidential uses and clarify some of the multiple-unit housing standards in SDC 4.7.375 through 4.7.385. Additions, expansions, redevelopment, or infill in these “mixed-use neighborhoods” are characterized by a vibrant mix of commercial and residential uses where a higher concentration of people can access existing sidewalks, bike lanes, and bus routes that support a variety of transportation options and are already scaled for compatibility with nonresidential services through the existing architectural, clear and objective, and discretionary use standards (Though some of these standards will be amended with this project; see response to A.14 below). Historic design standards apply to all projects within the Historic Overlay District to address the potential impacts of residential density resulting from these Housing in Non-Residential Areas code amendments.

A.14 *Review local zoning and development regulations periodically to remove barriers to higher density housing and to make provision for a full range of housing options.*

Finding 5: The Housing in Non-Residential Areas code amendments were developed from review of the existing code against House Bills 2984, 3151, and 3395 to remove barriers to commercial to residential building conversions and income-qualified housing. However, amendments to the multiple-unit housing standards also occurred for consistency and clarity across the code in:

- SDC 4.7.375 to move the discretionary building form and orientation standards from 4.7.385 Multiple Unit Housing (Discretionary Option) to this section to match the existing clear and objective building form and orientation standards;
- SDC 4.7.380 to remove the reference to ‘Development Standards for Multiple Unit Housing Developments in the R-2 and R-3 Districts’ as multiple unit housing is allowed in other districts besides R-2 and R-3;
- SDC 5.15.110 for Minimum Development Standards (MDS) so that MDS applications do not apply to new multiple-unit housing development. A Site Plan Review or multiple-unit housing review in SDC 4.7.380 would apply; and
- SDC 5.17.110 for Site Plan Review. The intent of the amendment is to clarify when Site Plan Review is required—when an addition, expansion, or change of use is for a nonresidential use, in a land use district that is not residential, and located within 50 feet of a residential land use district or residentially designated land.

For all these reasons, the amendments remove barriers to higher density housing, resulting in a fuller range of housing options in various districts (residential, commercial, industrial, etc.).

A.17 *Provide opportunities for a full range of choice in housing type, density, size, cost, and location.*

Finding 6: The Housing Opportunities in Non-Residential Areas code amendments increase housing types permitted in various districts, resulting in a fuller range of choices in housing type and location, especially for income-qualified and market-rate development. The code does not

currently have density standards in many districts that don't currently allow housing outright, so development is limited by existing standards in the applicable district (e.g., height, setbacks, lot coverage, etc.). Permitting commercial to residential building conversion and some income-qualified housing without changing the existing density and size requirements in those districts allows for a greater range of housing densities and sizes.

Finding 7: There are several factors that affect the cost of income-qualified housing development, but a big factor is developers' reliance on federal Low Income Housing Tax Credits (LIHTC) – the major source of funding for low-income housing. The tradeoff of this tax credit is that it leads to higher costs of development to limit risk to private sector partners, but also creates high quality, attractive and durable housing. The amendments to the code increase the number of properties eligible for the development of income-qualified housing expanding the locations available for income-qualified housing. The code amendments that allow for commercial to residential building conversions also expand the locations available for market-rate housing.

A.20 *Encourage home ownership of all housing types, particularly for low-income households.*

Finding 8: The Housing Opportunities in Non-Residential Areas code amendments do not directly support homeownership programs for income qualified homeowners. However, the amendments are projected to increase the variety of smaller and less expensive home ownership options relative to detached single-unit dwellings, by allowing not only income-qualified housing in various districts but also middle housing proposed as income-qualified housing in districts where it is otherwise prohibited. Middle housing projects are reviewed as a Type 1 procedure which further expedites the approval process and permitting affordability (a Type 1 determination is made by the Director without public notice or a hearing).

A.22 *Expand opportunities for a mix of uses in newly developing areas and existing neighborhoods through local zoning and development regulations.*

Finding 9: The amendments to the code's zoning and development regulations are necessitated by House Bill 2984 and 3395, which expand opportunities for a mix of uses by permitting commercial to residential building conversion and income-qualified housing in commercial districts and in mixed-use structures.

A.28 *Seek to maintain and increase the supply of rental housing and increase home ownership options for low- and very low-income households by providing economic and other incentives, such as density bonuses, to developers that agree to provide needed below-market and service-enhanced housing in the community.*

Finding 10: The amendments do not change code that was implemented during Ordinance 6443 (for middle housing) that allows density and height bonuses for income-qualified housing in residential districts. House Bills 3151 and 3395 add the affordability options for income-qualified housing to include (1) a manufactured dwelling park that serves populations within incomes of 120% of the area median income (AMI) within the definition of income-qualified housing; (2) residential structures within commercial districts where each unit is affordable to a household with income less than or equal to 60% of the AMI; and (3) mixed-use structures in

commercial districts with ground floor commercial units and residential units that are affordable to moderate-income households (80-120% AMI), as defined in ORS 456.270. These economic incentives will help expand opportunities where developers can provide below-market and serviced-enhanced housing in the community.

Finding 11: Moreover, House Bill 3395 requires cities to apply the most comparable residential density for income-qualified housing to the allowed commercial uses in the subject district. By applying comparable density, dimensional, and design standards from the residential districts to the commercial districts, the amendments can reduce regulatory barriers to income-qualified housing development in those areas and increase the supply of rental housing and homeownership for low-income households. House Bill 2984 for commercial to residential building conversion also increases the supply of rental and home ownership options by expanding the areas where income-qualified housing can be built and incentivizing changes of use for underutilized commercial properties.

A.30 *Balance the need to provide a sufficient amount of land to accommodate affordable housing with the community's goals to maintain a compact urban form.*

Finding 12: As discussed above, House Bills 2984, 3151, and 3395 were passed by the 2023 legislature to address the state's housing crisis. By providing housing in land use districts previously intended only for nonresidential uses, the market determines the supply and demand of "affordable housing" in the UGB. In doing so, a significant amount of land previously restricted to these nonresidential uses within the UGB is now available for income-qualified housing without needing to expand the urban growth boundary.

A.33 *Consider local zoning and development regulations impact on the cost of housing.*

Finding 13: The Housing Opportunities in Non-Residential Areas code amendments expand allowances for income-qualified housing in various districts (and at greater densities) in the commercial and mixed-use commercial districts than under the current code. To comply with House Bill 3395, the code applies minimum density for housing in commercial districts (20 units per gross acre) and in mixed-use structures (12 units per gross acre) consistent with the Mixed-Use Residential (MUR) Standards in SDC 3.2.630(C)(2), but does not apply a maximum density for residential. By applying the MUR standards instead of the Mixed-Use Commercial (MUC) standards, there are fewer floorspace requirements for commercial uses in mixed-use income-qualified housing structures. (The MUC district currently requires a minimum of 60 percent of the ground floor area within a new building be dedicated to commercial uses while the proposed code for income-qualified housing would require 10 percent of the total gross floor area be in non-residential use if less than 20 units are provided in a mixed-use structure.) Furthermore, the code updates now allow both a Type 1 clear and objective review or a Type 2 or Type 3 discretionary review for income-qualified housing where the code previously only allowed Type 1, thus reducing design limitations on all types of income-qualified development review.

Springfield Comprehensive Plan: Residential Land Use & Housing Element

Policy H.1 - Based on the findings in the RLHNA and to accommodate projected growth between 2010 and 2030, Springfield has designated sufficient buildable residential land (a) for

at least 5,920 new dwelling units at an estimated density of at least 7.9 units per net buildable acre; and (b) to accommodate a new dwelling mix of approximately 52 percent detached single family dwellings (including manufactured dwellings on individual lots), seven percent attached single-family dwellings, one percent manufactured dwellings in parks, and 40 percent multifamily dwellings.

Finding 14: The Housing in Non-Residential Areas code amendments maintain the existing mix of residential plan designations and do not reduce the supply of buildable residential land or change the net densities allowed in the zoning districts. The table below shows how the code amendments affect the densities and heights allowed in Springfield’s land use districts.:

Income-Qualified Housing in:	Existing Code Density and Height	New Code Density and Height
Residential Districts under ORS 197A.445	<i>R-1 District: 28 units per net acre max density/47 feet max height; R-2 District: 42 units per net acre max density/74 feet max height; R-3 District: 63 units per net acre max density/no max building height.</i>	<i>Not subject to change</i>
Nonresidential Districts under ORS 197A.445 including: PLO, NC, CC, MRC, GO, MS, MUC, BKMU, Glenwood CMU, or Glenwood OMU. Permitted in CI, LMI, MUE, or Glenwood EMU subject to certain standards.	<i>Density and height limited only by existing standards in the applicable district (e.g., height, setbacks, lot coverage). Generally, there are no density standards in districts that don’t currently allow housing outright.</i>	<i>Not subject to change</i>
Commercial districts and in Mixed-Use Structures under House Bill 3395	<i>Does not currently exist in the development code.</i>	<i>Commercial districts NC, CC, MRC, GO: 20 units per gross acre minimum; Mixed-use structures in CMU, Glenwood CMU and Glenwood OMU: 12 units per gross acre minimum. No Max density. For income-qualified housing in mixed-use structures, 10 percent of the total gross floor area must be in non-residential use if less than 20 units are provided.</i>

The amendments allow for residential development that exceeds the adopted net density ranges in the Springfield Comprehensive Plan (6-14 units/acre in Low Density Residential, 14-28

units/acre in Medium Density Residential, and 28-42 units/acre in High Density Residential). Because House Bill 3395 explicitly exempts cities from having to conduct a new economic analysis or comprehensive plan update to comply with these bills and a more holistic review of local plans, policies, and code will occur with upcoming work on Springfield's Housing Capacity Analysis and Housing Production Strategies, the code amendments are in conformance with the existing Comprehensive Plan. In accordance with OAR 660-008-0045, the City is scheduled to adopt comprehensive plan amendments by December 31, 2027, as part of the Housing Capacity Analysis required by ORS 197.296. At that time, these future amendments to the comprehensive plan will more fully incorporate the range of housing types and densities including the new options for conversion of commercial to residential and income-qualified housing, into the plan provisions and policies.

Policy H.3 - Support community-wide, district-wide and neighborhood-specific livability and redevelopment objectives and regional land use planning and transportation planning policies by locating higher density residential development and increasing the density of development near employment or commercial services, within transportation-efficient Mixed-Use Nodal Development centers and along corridors served by frequent transit service.

Finding 15: The Housing Opportunities in Non-Residential Areas code amendments permit housing in places that previously did not allow residential development (commercial to residential building conversion, residential in commercial districts and in mixed-use structures, etc.) thereby locating residential development near employment and commercial services.

Policy H.5 - Develop additional incentives to encourage and facilitate development of high density housing in areas designated for Mixed Use Nodal Development.

Finding 16: The existing code already allows high density income-qualified housing in residential areas through density and height bonuses, while the amendments expand the definition of income-qualified housing to commercial areas and mixed-use structures outside of mixed-use development areas. Income-qualified housing is still permitted and supported in the existing mixed-use nodal development areas of the Glenwood Riverfront, Downtown, Mohawk, 30th & Main, and Riverbend/Gateway, as shown on the Springfield Comprehensive Plan Map.

Policy H.9 - Provide a broad range of quality accessible and affordable housing options for very low, low and moderate income residents. Affordable housing is defined as housing for which persons or families pay 30 percent or less of their gross income for housing, including necessary and essential utilities [Oregon Revised Statute 456.055].

Finding 17: The Housing Opportunities in Non-Residential Areas code amendments expand the locations where income-qualified housing can be developed in various non-residential land use districts Policy H.9 notes that across the United States, housing costs are considered "affordable" if the monthly rent or mortgage as stated above, is no more than 30% of gross household earnings. Income-qualified housing encompasses housing that is specifically for households making somewhere in the range of 0-120% of the area median income which would be affordable to households with very low, low and moderate incomes.

Policy H.11 - Continue to seek ways to update development standards to introduce a variety of housing options for all income levels in both existing neighborhoods and new residential areas that match the changing demographics and lifestyles of Springfield residents.

Finding 18: The code amendments align with the objectives of Policy H.11 by expanding income-qualified housing to various land use districts and enhancing the development feasibility of residential in commercial areas and in mixed-use structures through revised dimensional, density, and design standards. Allowing income-qualified housing as middle housing, multiple-unit housing, or in mixed-use structures, supports increasing housing variety within existing neighborhoods.

H.15 - Update residential development standards to enhance the quality and affordability of neighborhood infill development (e.g. partitions, duplex developments, transitional neighborhoods, rehab housing, accessory dwelling units) and multi-family development.

Finding 19: The Housing in Non-Residential Areas code amendments include updated residential development standards that enhance the affordability of multiple-unit housing both for income-qualified housing but also for conversion of commercial to residential. For further details, see the response to A.14 above.

Springfield Comprehensive Plan: Economic Element

E.22 - Plan, designate and zone land to allow community and neighborhood retail commercial uses in new, existing or expanded mixed use centers/nodes to address the land need for retail described in the Economic Opportunities Analysis; timing shall be coordinated with City refinement planning processes or through property-owner initiated proposals that are consistent with Springfield Comprehensive Plan policies.

Finding 20: House Bill 3395 explicitly exempts cities from having to conduct a new economic analysis or comprehensive plan update to comply with the new income-qualified housing options. A more holistic review of local plans, policies, and code will occur with upcoming work on Springfield's Housing Capacity Analysis and Housing Production Strategies, which will examine the City's housing needs, residential land that is buildable, and a variety of housing strategies to increase the production of needed housing.

Finding 21: The other amendments to SDC 4.7.100 for various districts will make the code more user-friendly by listing standards that apply to a district in one place instead of needing to reference another chapter of the code. These amendments are for clarification purposes and do not change the overall categories of uses that are permitted within the commercial, industrial, public land and open space, urbanizable fringe overlay, or Booth-Kelly Mixed-Use districts.

Conformance with Applicable State Statutes

Finding 22: ORS 197.610 requires local jurisdictions to submit proposed comprehensive plan or land use regulation changes to the Department of Land Conservation and Development (DLCD). Notice of the proposed amendments to the Springfield Development Code was provided

to DLCD 35 days in advance of the Planning Commission public hearing in compliance with ORS 197.610 and ORS 197.620(3). Therefore, the amendments are consistent with the state statute.

Finding 23: ORS 197.307(4) requires that jurisdictions “may adopt and apply only clear and objective standards, conditions and procedures regulating the development of housing” and “may not discourage needed housing through unreasonable cost or delay”. The amendments retain the existing clear and objective standards and procedures for single-unit dwellings, middle housing, and multiple-unit housing and the income-qualified housing uses that were implemented during Ordinance 6443 (for middle housing). However, the code amendments that comply with House Bills 3151 and 3395 expand opportunities for income-qualified housing to residential structures within commercial districts and in mixed-use structures. To reduce barriers to income-qualified housing, the amendments allow for the clear and objective tract but also the alternate discretionary review procedures for development that doesn’t comply with the clear and objective standards. For multiple unit housing permitted in 4.7.375 through 4.7.385, a housing applicant has the option either to proceed under the clear and objective path or to seek approval under one or more discretionary review options, which “does not discourage needed housing through unreasonable cost or delay”. The discretionary review procedures authorize density at the same density levels that are allowed under the clear and objective income-qualified criteria in 4.7.405, consistent with ORS 197.307(6)(c) and House Bill 4064.

Finding 24: The Oregon State Legislature passed House Bills 2984, 3151, and 3395 to expand opportunities for market rate housing and income-qualified housing within areas zoned for commercial use, subject to certain zoning and property ownership conditions. The amendments update the special standards section in SDC 4.7.370 for Income-Qualified Housing on Property Owned by Religious Nonprofits and in SDC 4.7.405 for Income-Qualified Housing and necessitate the creation of SDC 4.7.215 Conversion of Commercial to Residential. Sections 4.7.370 and 4.7.405 define the affordability and ownership requirements in the bills and the comparable residential density requirements for the allowed commercial uses in the subject district, while section 4.7.215 stipulates where conversion of commercial to residential does not apply. House Bill 3395 also established a density standard for single room occupancy (SRO), which requires that for the purposes of calculating density, 6 single room occupancy units is equal to 1 dwelling unit and that SRO units are permitted when “consistent with the density standards of a lot or parcel zoned to allow for the development of residential dwellings with five or more units.”

Finding 25: The Department of Land Conservation and Development neither developed guidance materials for the bills nor model codes for cities to prepare these code amendments. Therefore, the language for the approval criteria of income-qualified housing (House Bills 3151 and 3395) and conversion of commercial to residential (House Bill 2984) were drafted to be as close to the statutory language as possible.

CONCLUSION: Based on the findings above, the code amendments are consistent with applicable state statutes.

Conformance with Applicable State-wide Planning Goals and Administrative Rules

Statewide Planning Goal 1 – Citizen Involvement. To develop a citizen involvement program that provides the opportunity for citizens to be involved in all phases of the planning process.

Finding 26: Requirements under Goal 1 are met by adherence to the citizen involvement process required by the Metro Plan and implemented by the Springfield Development Code. As detailed above, a public outreach process occurred during the development code amendment process. The amendments are subject to the Type 4 legislative procedure, which requires public notification and public hearings before the Planning Commission and City Council. The procedure has been established by the City and determined to be consistent with the City’s acknowledged Citizen Involvement Program and Statewide Planning Goal 1. The public hearing notice and hearings before the Planning Commission and City Council/Board of County Commissioners are recognized as opportunities for citizen participation.

Therefore, the amendments are in compliance with Goal 1.

Statewide Planning Goal 2 – Land Use Planning. To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual basis for such decisions and actions.

Finding 27: This goal outlines the land use planning process and policy framework. The Metro Plan, Springfield Comprehensive Plan, and Springfield Development Code have been acknowledged by DLCDC as being consistent with the Statewide Planning Goals. The City has followed the land use planning process and policy framework established in the City’s acknowledged comprehensive plan elements and Springfield Development Code as a basis for all decision and actions related to the use of land and to assure an adequate basis for such decisions and actions. The Housing in Non-Residential Areas code amendments will be adopted by the City Council and Lane County Board of County Commissioners after the June 10, 2024 Public Hearing. Opportunities have been provided for review and comment by citizens and local governments.

Finding 28: Statewide Planning Goal 2 Guideline E states:

“Minor changes, i.e., those which do not have significant effect beyond the immediate area of the change, should be based on special studies or other information which will serve as the factual basis to support the change. The public need and justification for the particular change should be established. Minor changes should not be made more frequently than once a year, if at all possible.”

Finding 29: While the Statewide Planning Goal Guidelines are not mandatory provisions, the code updates are consistent with the direction provided in Guideline E, for the following reasons:

- These amendments will help to increase the diversity of housing opportunities, not just for income-qualified housing, but also in underutilized commercial areas, which would

help to meet Springfield's housing needs. The Housing Opportunities in Non-Residential Areas code amendments originate from adoption of House Bills 2984, 3151, and 3395; therefore, Springfield is justified in providing the aforementioned changes to the Springfield Development Code to comply with state law. This is consistent with Goal 2.

- The other aspects of the code updates, amending the development code for SDC 4.7.100 for various districts; SDC 4.7.375 through SDC 4.7.385 for Architectural Design and multiple unit housing; and SDC 5.15.110 Minimum Development Standards and SDC 5.17.110 for Site Plan Review for multiple unit housing, are consistent with Guideline E in Goal 2. This project is a continuation of work related to a larger Springfield Development Code Update project that has been ongoing since 2018 involving a phased plan to update the entire Springfield Development Code. Updating the Development Code to support efficient, timely, and clear development review is part of Springfield's Housing Strategy.

Therefore, the amendments are in compliance with Goal 2.

Statewide Planning Goal 3 – Agricultural Lands. To preserve agricultural lands.

Finding 30: The amendments are for property located within the urban growth boundary of Springfield and do not affect any land designated for agricultural use. Therefore, Goal 3 does not apply.

Statewide Planning Goal 4 – Forest Lands. To conserve forest lands.

Finding 31: The amendments are for property located within the urban growth boundary of Springfield and do not affect any land designated for forest use. Therefore, Goal 4 does not apply.

Statewide Planning Goal 5 – Open Spaces, Scenic and Historic Areas, and Natural Resources. To conserve open space and protect natural and scenic resources.

Finding 32: The Springfield Development Code is currently acknowledged to be in compliance with Statewide Planning Goal 5. Pursuant to OAR 660-023-0250(3) local governments are not required to apply Goal 5 in consideration of an amendment unless the amendment affects a Goal 5 resource. The amendment would only affect the resource if it: creates or amends a resource list or portion of an acknowledged plan that protects or addresses specific requirements of a Goal 5; allows new uses that could conflict with a Goal 5 resource; or the amendment affects an acknowledged UGB and information is submitted demonstrating that a resource site is included in the amended UGB area.

Finding 33: The amendments do not create or amend the City's list of Goal 5 resources, do not allow new uses that could conflict with a Goal 5 resource, and do not amend the acknowledged UGB. Furthermore, the provisions for income-qualified housing allowed under ORS 197A.445 and House Bill 3395 prohibit the development of income-qualified housing within the development setbacks for locally significant wetlands and riparian areas.

Therefore, the amendments are in compliance with Goal 5.

Statewide Planning Goal 6 – Air, Water and Land Resources Quality. To maintain and improve the quality of the air, water and land resources of the state.

Finding 34: Goal 6 addresses waste and discharges from development and is aimed at protecting air, water and land from impacts from those discharges. This goal requires local comprehensive plans to consider all waste and process discharges from urban and rural residential use and their carrying capacity. House Bills 2984 and 3395 which allow conversion of commercial to residential and income-qualified housing in commercial districts and in mixed-use structures provided they meet the area median income thresholds shown in the code, must be adequately served by water, sewer, storm water drainage, or streets at the time the development is complete. There is an amendment to the code to clarify that all new development, redevelopment, additions, expansions, or changes of use on property that are within 150 of a Water Quality Limited Watercourse (WQLW) or 100 feet of a tributary of a WQLW require a Site Plan Review application in conformance with SDC 5.17.110. The current code is ambiguous whether site plan review applies to all development in these areas, or only additions, expansions, or changes or use. However, this amendment does not change the substance of any code requirement or standard that applies to WQLWs; it simply requires all development to submit a land use application and go through the review process when a property contains a WQLW. Therefore, the amendments do not authorize any new development or increase intensity of development in a way that threatens to violate state or federal regulations.

The amendments are in compliance with Goal 6.

Statewide Planning Goal 7 – Areas Subject to Natural Disasters and Hazards. To protect life and property from natural disasters and hazards.

Finding 35: Goal 7 requires local government planning programs include provisions to protect people and property from natural hazards such as floods, landslides, earthquakes and related hazards, tsunamis and wildfires. The Goal prohibits development in natural hazard areas without appropriate safeguards. The Springfield Development Code is acknowledged to be in compliance with Goal 7. The amendments do not alter the City's acknowledged land use programs regarding landslide areas (SDC 3.3.500, Hillside Development Overlay) or flood protection (SDC 3.3.400). Furthermore, the provisions for income-qualified housing allowed under ORS 197A.445 and House Bill 3395 prohibit the development of income-qualified housing within the Hillside Overlay District or Floodplain Overlay District.

Therefore, the Housing in Non-Residential Areas code amendments are in compliance with Goal 7.

Statewide Planning Goal 8 – Recreational Needs. To satisfy the recreational needs of the citizens of the state and visitors, and where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Finding 36: Recreational services within Springfield is the responsibility of the Willamalane Park & Recreation District. Willamalane has an adopted 20-Year Comprehensive Plan for the provision of park, open space and recreation services for Springfield. This goal is not applicable

to the Housing Opportunities in Non-Residential Areas code amendments and will have no effect on the availability of or access to recreational opportunities as planned in Willamalane's Comprehensive Plan.

Therefore, the updates are in compliance with Goal 8.

Statewide Planning Goal 9 – Economic Development: To provide adequate opportunities throughout the state for a variety of economic activities vital to the health welfare, and prosperity of Oregon's citizens.

Finding 37: Goal 9 requires the City to “provide for at least an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses consistent with plan policies.” The City's adopted Economic Opportunities Analysis and Commercial Industrial Buildable Lands Inventory is acknowledged to comply with Goal 9.

Finding 38: The amendments do not render any property unusable for commercial or industrial uses. The amendments allow for the redevelopment of commercial and industrial properties for income-qualified housing as the City is already required to allow under state statutes. House Bill 2984 allows commercial to residential building conversions without requiring a zone change or conditional use permit and House Bill 3395 allows housing within commercial land use districts if it is affordable to households with incomes of 60 percent AMI or less, or for mixed-use structures with ground floor commercial with residential units that are affordable to moderate income (80-120% AMI) households.

Finding 39: House Bill 3395 explicitly exempts cities from having to conduct a new economic analysis or comprehensive plan update to comply with the bill. The code amendments retain the existing minimum development areas and broad categories of uses that are currently allowed in each land use district but allow for a flexible approach by allowing new pockets of residential or mixed-use development.

Finding 40: Finally, the other amendments to SDC 4.7.100 for various districts will make the code more user-friendly by listing standards that apply to a district in one place instead of needing to reference another chapter of the code. These amendments are for clarification purposes and do not change the overall categories of uses that are permitted within the commercial, industrial, public land and open space, urbanizable fringe overlay, or Booth-Kelly Mixed-Use districts.

Therefore, the amendments are consistent with Goal 9.

Statewide Planning Goal 10 – Housing. To provide for the housing needs of citizens of the state.

Finding 41: Goal 10 requires jurisdictions inventory buildable lands for residential use and develop plans that encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which meet the financial capabilities of Oregon households and allow for flexibility of housing location type and density. The City of Springfield completed a Housing Needs Analysis and Buildable Lands Inventory in 2011. This document serves as the

City's compliance document under Goal 10 and provides the basis for the City's determination that Springfield's UGB has sufficient buildable land to meet the identified housing needs during the 20-year planning period. The Springfield 2030 Comprehensive Plan Residential Land Use and Housing Element suggests that a higher percentage of multiple unit housing will be needed from 2010 to 2030, and that overall, 5,920 new dwelling units will be needed to accommodate the population including a mix of detached single-unit dwellings, townhouses, manufactured dwellings in parks, and multiple unit housing at an estimated density of at least 7.9 units per net buildable acre.

Finding 42: Consistent with House Bill's 2983, 3151, and 3395, the amendments may allow a modest increase in the number of dwelling units being built that could be constructed within the UGB due to a greater number of units being permitted on lots that were previously restricted to only commercial uses. House Bill 2984 allows the conversion of commercial to residential and House Bill 3395 allows residential in commercial districts and in mixed use structures provided they meet the area median income thresholds shown in the draft code. In addition, House Bill 3395 requires cities to apply the most comparable residential density for income-qualified housing to the allowed commercial uses in the subject district. By applying comparable density, dimensional, and design standards from the residential districts to the commercial districts the amendments can reduce regulatory barriers to income-qualified housing development and meet the states definition of needed housing per ORS 197.303.

Finding 43: The other code amendments to SDC 4.7.100 for various districts, SDC 4.7375 through 4.7.385 for architectural design and multiple unit housing, and SDC 5.15.1110 Minimum Development Standards and SDC 5.17.110 for Site Plan Review for multiple unit housing similarly comply with Goal 10 because they do not reduce the assumed residential density of at least 7.9 dwelling units per net buildable acre within the City's residentially-designated lands.

Thus, the amendments do not reduce the development potential of Springfield's housing land inventories in a manner inconsistent with Goal 10.

Statewide Planning Goal 11 – Public Facilities and Services. To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Finding 44: Goal 11 requires the City to plan and develop an efficient arrangement of public facilities and services to serve urban and rural development. Pursuant to OAR 660-011-0020(2) a public facility plan must identify significant public facility projects which support the land uses designated in the comprehensive plan. The Eugene-Springfield Metropolitan Area Public Facilities and Services Plan (PFSP) and the Springfield 2035 Transportation System Plan (TSP) are the City's acknowledged public facilities and transportation plans that inform infrastructure investments (i.e., water, stormwater, wastewater, electricity, and transportation). The TSP is addressed under Goal 12 below. There are no changes to the PFSP in conjunction with these amendments, and the project is otherwise consistent with Goal 11 as explained below.

Finding 45: House Bills 2984, 3151, and 3395 require income-qualified housing to "be adequately served by water, sewer, storm water drainage or streets, or be adequately served at the time that development on the lot is complete". The anticipated increase in housing density

in existing areas is not expected to result in overburdening public facilities and services and new public facilities and services will be designed to serve anticipated development, including residential development in nonresidential districts, residential structures in commercial areas, and mixed-use structures with ground floor commercial units and residential units subject to area median income thresholds. The amendments do not result in a need to adjust or amend existing policies or projects in the City's adopted facility plans. Therefore, compliance with Goal 11 is maintained for the housing in non-residential areas code amendments.

Finding 46: The other code amendments to SDC 4.7.100 for various districts, SDC 4.7375 through 4.7.385 for architectural design and multiple unit housing, and SDC 5.15.1110 Minimum Development Standards and SDC 5.17.110 for Site Plan Review for multiple unit housing similarly comply with Goal 11 because they do not result in any need to amend the PFSP to include additional or different public facilities projects.

These amendments are for clarification purposes and do not change the overall categories of uses that are permitted within the commercial, industrial, public land and open space, urbanizable fringe overlay, or Booth-Kelly Mixed-Use districts and are consistent with Statewide Planning Goal 11.

Statewide Planning Goal 12 – Transportation. To provide and encourage a safe, convenient and economic transportation system.

Finding 47: The Transportation Planning Rule (TPR), at OAR 660-012-0060, requires the City to adopt mitigation measures whenever “an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility.” An amendment causes a significant effect under the TPR when it changes the functional classification of an existing or planned transportation facility, changes the standards for implementing the functional classification system, or meets any of the standards in OAR 660-012-0060(1)(A) - (C) regarding degradation of the performance of an existing or planned transportation facility.

Finding 48: A land use regulation amendment “significantly affects” transportation under Subsection 1(a) if it “*Change[s] the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan).*” The amendments do not change any functional classification under OAR 66-012-0060(1)(a).

Finding 49: A land use regulation amendment “significantly affects” transportation under Subsection 1(b) if it “*Change[s] standards implementing a functional classification system.*” The amendments do not change the City's standards for implementing its functional classification system under OAR 66-012-0060(1)(b).

Finding 50: Under Subsection (1)(c), a land use regulation amendment “significantly affects” transportation if it results in (A) *types or levels of travel or access inconsistent with the functional classification of a transportation facility;* (B) *degrades the performance of a transportation facility such that it would not meet performance standards identified in the TSP or comprehensive plan;* or (C) *degrades the performance of a transportation facility that is otherwise projected to not meet the performance standards in the TSP or comprehensive plan.* To determine whether the amendments “significantly affect” a transportation facility within the

meaning of (1)(c) a local government may compare the most traffic-generative use reasonably allowed in the current zone with the most traffic-generative use reasonably allowed in the new zone.

Finding 51: The Housing in Non-Residential Code Amendments do not result in any of the significant effects listed in OAR 660-012-0060(1)(c)(A) through (C) because the code changes do not change the most traffic generative use allowed under the current code. The amendments do not change existing allowances for income-qualified housing uses that were implemented during Ordinance 6443 (for middle housing). House Bill 3395 for income-qualified housing in the commercial districts or in mixed-use structures must apply the most comparable residential density to the allowed commercial uses in the subject district. Both House Bill 2984 for commercial to residential building conversion and House Bill 3151 which amends the existing income-qualified housing code, must be adequately served by public services, including streets, at the time of development. The reasonably-most traffic generative uses in commercial and industrial districts are commercial, retail, and employment-related uses that generate more average daily trips than the reasonably-most traffic generative income-qualified housing project. For example, taking a one-acre site, a reasonable floor area ratio for commercial or industrial development is 0.50. Using the ITE Manual 11th Edition daily average trip rates, a general office building on a 1 acre site with a FAR of 0.50 would be expected to generate approximately 236 trips per day; general office uses are an allowed use in every commercial and industrial district that is impacted by these code amendments. A reasonably-most traffic generative income-qualified housing development on the same acre is a mid-rise multifamily development with 25 units, generating approximately 114 average daily trips. Because the reasonably-most traffic generative income-qualified housing use generates less average daily trips than other uses likely to develop in the commercial and industrial districts without these code amendments, the amendments do not cause a significant effect under OAR 660-012-0060(1)(c)(A) through (C).

Finding 52: The amendments to SDC 4.7.100 for various districts, SDC 4.7375 through 4.7.385 for architectural design and multiple unit housing, and SDC 5.15.1110 Minimum Development Standards and SDC 5.17.110 for Site Plan Review for multiple unit housing, also do not change the uses or density already allowed in the various districts or design standards for multiple unit housing previously passed in Ordinance 6443; they merely streamline and simplify the development review processes and standards that apply within those land use districts.

Therefore, the amendments are consistent with Statewide Planning Goal 12.

Goal 13 – Energy Conservation. Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based on sound economic principles.

Finding 53: The City’s acknowledged Goal 13 regulations remain unaffected by the amendments. The proposed amendments will allow for residential development in nonresidential and mixed-use areas serving income-qualified households. The amendments to SDC 4.7.100 for various districts, SDC 4.7375 through 4.7.385 for architectural design and multiple unit housing, and SDC 5.15.1110 Minimum Development Standards and SDC 5.17.110 for Site Plan Review for multiple unit housing, also do not change the uses already allowed in

the various districts or design standards for multiple unit housing previously passed in Ordinance 6443.

Therefore, the amendments are consistent with Statewide Planning Goal 13.

Goal 14 –Urbanization. To provide for an orderly and efficient transition from rural to urban land use.

Finding 54: Goal 14 requires cities to estimate future growth rates and patterns, and to incorporate, plan, and zone enough land to meet the projected demands. The amendments do not repeal or replace existing code provisions regarding annexation. The code provisions regarding urbanizable land are contained in the Urban Fringe Overlay District and the Agriculture Urban Holding Area district. To make the code clearer and easier to interpret the Urban Fringe Overlay District standards in 4.7.100 were moved to the Urbanizable Fringe Overlay District (SDC 3.3.825) as the use, Public and Private Parks in the Urbanizable Fringe Overlay District, only applies in that overlay. This change does not alter the requirement that urban uses are prohibited in the urbanizable areas prior to annexation.

Therefore, the amendments are consistent with the requirements of Statewide Planning Goal 14.

Goal 15 –Willamette River Greenway. To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

Finding 55: Statewide Planning Goal 15 requires cities to adopt local greenway plans, along with criteria for new development or uses along the river. Pursuant to SDC 3.3.320(A), uses allowed in the Willamette Greenway Overlay District are the same as those in the underlying land use district; thus, the amendments do not repeal, replace, or void the existing code provisions related to Goal 15 and no changes are proposed to the existing overlay protections from this amendment.

Therefore, the amendments are consistent with the requirements of Statewide Planning Goal 15.

Goal 16 – 19 Estuarine Resources, Coastal Shorelands, Beaches and Dunes, and Ocean Resources.

Finding 56: Statewide Planning Goals 16 – 19 relate to coastal lands in Oregon, which are not applicable within the planning jurisdiction of the City of Springfield and are not applicable to the amendments.

VI. CONCLUSION

Based upon the evidence above and the criteria of SDC 5.6.115 for approving amendments to the Springfield Development Code, the text amendments to income-qualified housing (SDC 4.7.370 Income-Qualified Housing on Property Owned by Religious Nonprofits and SDC 4.7.405 Income-Qualified Housing); changes to SDC 4.7.100 for various districts; changes to SDC 4.7.375 through SDC 4.7.385 for Architectural Design and multiple unit housing; changes to SDC 5.15.110 Minimum Development Standards and SDC 5.17.110 for Site Plan Review for multiple unit housing; and changes to 6.1.110 Definitions are consistent with these criteria.

Legislative Version of Springfield Development Code Amendments: Housing Opportunities in Non-Residential Areas to Implement House Bills 2984, 3151 and 3395 and for Minor Code Corrections

Planning Commission Public Hearing Draft – April 2, 2024

CODE AMENDMENTS

Various Sections of the Springfield Development Code (SDC) are amended to implement requirements in House Bills 2984, 3151, and 3395 passed in 2023.

- House Bill 2984 requires local governments to allow conversion of a building from commercial to residential use without requiring a zone change or conditional use permit, as long as the land is not zoned to allow for industrial uses.
- House Bill 3151's major impact on Springfield is to allow manufactured dwelling parks serving households with incomes of 120 percent or less of area median income (AMI), to be added to the definition of "affordable housing". The bill also adds property owned by a housing authority, manufactured dwelling park nonprofit cooperative, or nonprofit corporation organized as a public benefit corporation whose primary purpose is the development of affordable housing, to the list of properties where local government is required to allow "affordable housing". This will result in changes to SDC 4.7.405, which allows for the development of income-qualified housing on non-residential lands if certain conditions are met. The code amendments will change the title of SDC 4.7.405 to be about "Income-Qualified Housing" to address the broader definition of various affordability levels.
- House Bill 3395 allows housing within commercial land use districts if it is affordable to households with incomes of 60 percent of the area median income (AMI) or less, or for mixed-use structures with ground floor commercial with residential units that are affordable to moderate income (80-120% AMI) households. The bill requires cities to apply the residential density level most comparable to the commercial density currently allowed in the land use district. The bill explicitly exempts cities from having to conduct a new economic analysis or comprehensive plan update; however, cities may still wish to consider the impact to employment lands availability and accommodate these impacts at a later date.

The amendments are shown in legislative format (deleted text with strike-through **red** font and new text with **double underline red** font). Changes shown since the Work Session on March 19, 2024, are **highlighted in yellow**. Commentary is shown in *purple italics font*, preceding the text to which it is referring.

Commentary: For simplicity, the fee waiver standards in this section are amended to remove proof of registered non-profit status and amend the term 'affordable housing' to income-qualified housing' in line with these code amendments. To match the definition of area median income provided in the definitions section of SDC 6.1.110 the reference to the Federal Housing and Urban Development (HUD) income limits was also removed from this section.

2.1.100 – General Provisions

2.1.135 Fees.

- (A) The City Council shall establish fees by separate Resolution for the performance of the actions and reviews required by this code. The list of fees is available at the Development ~~Services & Public Works~~ Department.
- (B) Payment of these fees is required at the time of application submittal. No application will be accepted without payment of the appropriate fee in full, unless the applicant qualifies for a fee waiver, as specified in subsection (C), below.
- (C) **Fee Waivers.** The following fee waivers apply only within the Springfield city limits to the following agencies and/or persons:
- (1) **~~Nonprofit Income-Qualified Affordable~~ Housing Providers.**
- (a) Development fees required by this code may be waived for up to 50 ~~income-qualified affordable~~ housing units per year or more, upon the determination of need by the Director in order to encourage the construction of ~~affordable income-qualified~~ housing. ~~Affordable housing is~~ Income-qualified housing is defined as ~~newly constructed~~ housing that is constructed either for:
- (i) Rental housing for households with incomes below 60 percent of the area median income, ~~as determined by the Federal Housing and Urban Development (HUD) income limits in effect at the time of submittal~~; or
- (ii) Home ownership housing sold to households with incomes below 80 percent of the area median income, ~~as determined by the HUD income limits in effect at the time of submittal~~.
- (b) The property owner ~~must~~shall enter into a contractual agreement with the City for a 5-year period of affordability for each project to assure compliance with the stated intent of the project. In addition, all of the approval criteria listed below ~~must~~shall be met:
- ~~(i) Proof of registered nonprofit status;~~
- ~~(ii)~~ (i) Adequate documentation that the housing meets appropriate standards regarding household income, rent levels, sales price, location, and number of units;

- ~~(iii)~~ (ii) For rental housing, adequate documentation that the housing ~~shall~~ must remain exclusively available to low-income households at affordable rents for the period of affordability;
- ~~(iv)~~ (iii) For home ownership housing, adequate documentation that this housing is sold exclusively to low-income households at an affordable sales price, and additional documentation that if the housing is resold within the period of affordability, the housing ~~shall~~ must only be sold to another low-income household at an affordable sales price;
- ~~(v)~~ (iv) Adequate documentation that if, within the period of affordability, the use of the property is no longer for low-income housing, the owner ~~shall~~ must pay the waived development fee from which the owner or any prior owner was exempt; and
- ~~(vi)~~ (v) Recording of appropriate covenants and documentation to ~~insure~~ ensure compliance with the requirements specified in this subsection.

- (2) **Low Income Citizens.** Development fees required by this code may be waived by the Director when the applicant is considered to be low income, as determined by the HUD income limits in effect at the time of submittal.

Commentary: *Notable amendments to Table 3.2.210 include:*

- *Adding the Commercial to Residential Conversion Standards to the Residential Districts (R-1, R-2, or R-3)*
- *Income-Qualified Housing is not included as a separate permitted use in the residential districts or districts where housing is allowed outright subject to special standards. Listing income-qualified housing as a permitted use where housing is already allowed outright would have the effect of putting in place special rules for income-qualified housing that don't apply to market rate housing. The code includes income-qualified housing as a special permitted use only in land use districts where the standards for income-qualified housing are more permissive than those for market-rate housing.*
- *In the existing table, multiple unit housing is subject to 4.7.375 thru 4.7.385, which also includes 4.7.380. To clarify that not all of the multiple unit housing standards will apply depending on if the applicant elects to use the Clear and Objective or Discretionary tract, the multiple unit housing standards are listed separately. Both 'P' and 'S' are referenced in the R-2 and R-3 column for multiple unit housing since Site Plan Review is sometimes required.*
- *Fixing any reference to code standards that were incorrect or changed with these code amendments in the table.*

3.2.200 – Residential Districts (R-1, R-2, R-3)

Table 3.2.210 Permitted Uses				
Uses	Districts			Applicable code standards
	R-1	R-2	R-3	
Residential				
Single-Unit Dwelling, detached (SD-D)	P	N	N	
Duplex	p*	p*	N	SDC 3.2.245
Triplex/Fourplex	p*	p*	p*	SDC 3.2.250 and 3.2.255
Townhouse (Single-Unit Dwelling, attached, e.g., row houses, etc.)	p*	p*	p*	SDC 3.2.250 and 3.2.265
Cottage Cluster Housing	p*	p*	p*	SDC 3.2.250 and 3.2.260
Courtyard Housing	p*	p*	p*	SDC 3.2. 270 35
Emergency Medical Hardship	p*	p*	p*	SDC 4.7.400
Accessory Dwelling Units (ADUs)	p*	p*	p*	SDC 3.2.275
Single Room Occupancy (SROs)	P	P	P	
Short Term Rental				
Type 1	p*	p*	p*	SDC 4.7.355
Type 2	D*	D*	D*	SDC 4.7.355
Manufactured Dwelling Park	P , S*	P , S*	N	SDC 4.7.345
Multiple Unit Housing	N	p*	p*	SDC 4.7.375 , 4.7.380 , and thru 4.7.385
Family Child Care Home	P	P	P	
Child Care Center	P S*	P S*	P S*	SDC 4.7.340
Residential Care Facility; 5 or fewer people	p*	p*	p*	SDC 4.7.350
Conversion from commercial to residential use	S*	S*	S*	SDC 4.7.215
Residential Care Facility; 6 or more people	P , S*	P , S*	P , S*	SDC 4.7.350
Public and Institutional* (SDC 4.7.375)				
Automobile Parking, Public Off-Street Parking	N	D	D	
Club (see definition SDC 6.1.110) (C)	N	N	N	
Community Service; includes Governmental Offices	N	D	D	

Table 3.2.210 Permitted Uses				
Uses	Districts			Applicable code standards
	R-1	R-2	R-3	
Community Garden	D	D	D	
Educational Facilities: Elementary and Middle Schools	D*	D*	D*	SDC 4.7.195 and 5.9.110
Emergency Services; Police, Fire, Ambulance	D, S	D, S	D, S	
Parks and Open Space, including Playgrounds, Trails, Nature Preserves, Athletic Fields, Courts, Swim Pools, and similar uses	P/D*	P/D*	P/D*	SDC 4.7.200 330
Place of Worship	D, S*	D, S*	D, S*	SDC 6.1.110 4.7.370
Commercial* (SDC 4.7.375)				
Home Business	p*	p*	p*	SDC 4.7.365
Professional Office	S*	S*	S*	SDC 4.7.335 4.7.190
Mixed-Use Buildings	S*	S*	S*	SDC 4.7.180(C) and 4.7.375
<u>Public Utility Facilities</u>				
<u>High impact public utility facility</u>	<u>S/D*</u>	<u>S/D*</u>	<u>S/D*</u>	<u>SDC 4.7.160</u>
<u>Low impact public utility facility</u>	<u>P</u>	<u>P</u>	<u>P</u>	
<u>Certain wireless telecommunications systems facilities</u>				<u>SDC 4.3.145</u>

P = Permitted Use; S = Site Plan Required; D = Discretionary Use Permit Required; N = Not Allowed;
* = Permitted in conformance with cited code standards.

Commentary: House Bill 3395 established a density for single room occupancy (SRO) units. The bill states that “single room occupancy means a residential development with no fewer than four attached units. Within an urban growth boundary, each local government shall allow the development of a single room occupancy: (a) With up to six units on each lot or parcel zoned to allow for the development of a detached single-family dwelling; and (b) With the number of units consistent with the density standards of a lot or parcel zoned to allow for the development of residential dwellings with five or more units.” This is interpreted to mean, that in the R-1 district, a lot or parcel can contain up to 6 SRO units. In the R-2 and R-3 districts where multiple-family dwellings are allowed, the density of SROs will match the density in the applicable district. Table 3.2.215 has been amended to reflect this change.

3.2.215 Lot Area and Dimensions.

Table 3.2.215 Residential District Density Standards and Minimum Lot Size

Where a minimum lot size listed in this table conflicts with the maximum net density, by resulting in development that exceeds the applicable maximum net density, the maximum net density standard will prevail. This may result in an increase in the minimum lot size provided in this table. Where no minimum lot size is listed, the minimum lot size is determined solely based on the applicable maximum net density.

Minimum lot sizes listed in this table for middle housing types apply to the parent lot and not to any lots resulting from a middle housing land division approved under SDC [5.12.200](#).

Density standards and minimum lot sizes within the Hillside Overlay District are provided in SDC [3.3.520](#).

Density (see SDC 3.2.235 below)	R-1	R-2	R-3
Single unit dwelling, detached	6 units per net acre minimum 14 units per net acre maximum 3,000 sq ft minimum lot size	N/A	
<u>Single room occupancy</u>	<u>Up to 6 SRO units per lot or parcel</u> <u>3,000 sq ft minimum lot size</u>	<u>79 SRO units per net acre minimum</u> <u>168 SRO units per net acre maximum</u>	<u>168 SRO units per net acre minimum</u> <u>252 SRO units per net acre maximum</u>
Duplex	6 units per net acre minimum No maximum density 3,000 sq ft minimum lot size	14 units per net acre minimum 28 units per net acre maximum 3,000 sq ft minimum lot size	N/A
Triplex and fourplex	6 units per net acre minimum No maximum density Triplex: 5,000 sq ft minimum lot size Fourplex: 7,000 sq ft minimum lot size	14 units per net acre minimum 28 units per net acre maximum	28 units per net acre minimum 42 units per net acre maximum

Table 3.2.215 Residential District Density Standards and Minimum Lot Size

Where a minimum lot size listed in this table conflicts with the maximum net density, by resulting in development that exceeds the applicable maximum net density, the maximum net density standard will prevail. This may result in an increase in the minimum lot size provided in this table. Where no minimum lot size is listed, the minimum lot size is determined solely based on the applicable maximum net density.

Minimum lot sizes listed in this table for middle housing types apply to the parent lot and not to any lots resulting from a middle housing land division approved under SDC [5.12.200](#).

Density standards and minimum lot sizes within the Hillside Overlay District are provided in SDC [3.3.520](#).

Density (see SDC 3.2.235 below)	R-1	R-2	R-3
Townhome	6 units per net acre minimum 25 units per net acre maximum 1,000 sq ft minimum lot size	14 units per net acre minimum 28 units per net acre maximum 1,000 sq ft minimum lot size	28 units per net acre minimum 42 units per net acre maximum 1,000 sq ft minimum lot size
Cottage cluster	4 units per net acre minimum No maximum density 5,000 sq ft minimum lot size	14 units per net acre minimum 28 units per net acre maximum 5,000 sq ft minimum lot size	28 units per net acre minimum 42 units per net acre maximum 5,000 sq ft minimum lot size
Multiple unit housing	N/A	14 units per net acre minimum 28 units per net acre maximum	28 units per net acre minimum 42 units per net acre maximum
<u>Manufactured dwelling park</u>	<u>6 units per net acre minimum</u> <u>14 units per net acre maximum</u> <u>1 acre minimum lot size</u>	<u>14 units per net acre minimum</u> <u>28 units per net acre maximum</u> <u>1 acre minimum lot size</u>	<u>N/A</u>

Density fractions will be rounded as provided in SDC [3.2.235](#)(A).

Commentary: Add the height standards from SDC 4.7.405(D) for income-qualified housing in residential districts to SDC 3.2.230 and amend (A) to state that Table 3.2.230 refers to maximum building height.

3.2.230 Height.

- (A) The following building height maximumsstandards are intended to facilitate allowed residential densities while promoting land use compatibility.

Table 3.2.230 Height	R-1	R-2	R-3
All Lots, except where specifically addressed below	35 feet	50 feet	none

- (B) Incidental equipment, as defined in SDC [6.1.110](#) may exceed the height standard.
- (C) Within the Hillside Development Overlay District, the maximum building height, as defined and calculated in SDC [6.1.110](#), is 45 feet.
- (D) Income-Qualified Housing in residential districts allowed pursuant to SDC 4.7.405(C) may meet the height standards of SDC 4.7.405(D).

Commentary: House Bill 3395 established a density standard for single room occupancy (SRO), which requires that for the purposes of calculating density, 6 single room occupancy units is equal to 1 dwelling unit and that SRO units are permitted when “consistent with the density standards of a lot or parcel zoned to allow for the development of residential dwellings with five or more units.” The density standards for income-qualified housing in SDC 4.7.405 has also been added.

3.2.235 Density.

- (A) The following net density standards apply to all new development in the R-1, R-2, and R-3 districts, except as specified in subsection (B) of this section. The net density standards shown in Table [3.2.215](#) are intended to ensure efficient use of buildable lands and provide for a range of needed housing, in conformance with the Springfield Comprehensive Plan. Where the density standards apply, the net density must be within the density range for the respective **zoning** district, except that density fractions 0.5 units per net acre or greater will be rounded up to the next whole number, and less than 0.5 unit per net acre will be rounded down to the preceding whole number.

The density standards may be averaged over more than 1 development phase (i.e., as in a subdivision or within the area subject to an adopted Master Plan). Within the Hillside Development Overlay District, the net density standards may be met through a density transfer bonus as provided in SDC [3.3.520](#)(D).

- (B) The net density requirements specified in Table [3.2.215](#) do not apply as follows:
 - (1) Residential care homes/facilities.
 - (2) Accessory dwelling units (ADUs).

- (3) Bed and breakfast inns.
 - (4) Nonresidential uses, including neighborhood commercial uses, public and institutional uses, and miscellaneous uses that do not include a dwelling unit.
 - (5) Buildings that are listed in the Inventory of Historic Sites within the Springfield Area Comprehensive Plan Exhibit “A” or buildings designated on the Historic National Landmarks Register.
 - (6) Residential infill, as defined in [SDC 6.1.100](#), is exempt from minimum density standards, except within the HD Overlay District as provided in [SDC 3.3.505](#) to [3.3.540](#).
 - (7) Partitions on properties that are large enough to be divided into 5 or more lots are exempt from minimum density standards as long as the size of the resulting parcels and siting of dwellings allow future development on these parcels at minimum densities.
 - (8) [Income-Qualified Housing allowed pursuant to SDC 4.7.405\(C\) that complies with SDC 4.7.405\(D\).](#)
- (C) Net density is defined in [SDC 6.1.100](#) as the number of dwelling units for each acre of land in residential use, excluding: dedicated streets; dedicated parks; dedicated sidewalks; and other public facilities.

For the purposes of calculating residential net density, [6-4](#) single room occupancy (SRO) units equal 1 dwelling unit. Fractional dwellings will be rounded to the next higher number, e.g., [5-7](#) SRO rooms equal 2 dwellings. [In the R-2 and R-3 districts, the number of SRO units must be consistent with the R-2 and R-3 density standards.](#)

Commentary: Add the Income-Qualified Housing and Commercial to Residential Conversion Standards to the Commercial Districts, Table 3.2.320 Permitted Uses and fix any reference to code standards that were incorrect or changed with these code amendments in the table. The reference to the Metro Plan was updated to align with recent amendments related to adoption of the Springfield Comprehensive Plan Map and Land Use Element, which shows all plan designations in Springfield’s UGB, including reflecting adopted refinement plan diagrams.

3.2.300 – Commercial Districts

3.2.320 Permitted Uses.

Table 3.2.320 Permitted Uses					
Land Use	Commercial District				Applicable code standards
	NC**	CC	MRC	GO	

Table 3.2.320 Permitted Uses					
Land Use	Commercial District				Applicable code standards
	NC**	CC	MRC	GO	
Commercial					
Retail Sales and Service (non-automobile dependent/oriented)	P*	P	P	P*	SDC 4.7.230 and 4.7.235 3.2.330
Retail Sales and Service (automobile dependent)	N	P*	P*	N	SDC 4.7.115
Retail Sales and Service (automobile oriented)	N	P*	P*	N	SDC 4.7.115
Marijuana Business: marijuana retail outlet (recreational or medical)	N	P*	P*	N	SDC 4.7.177
Recreation Facilities	P*	P*	P*	N	SDC 4.7.205
Eating and Drinking Establishments (with drive-through)	P	P	P	N	
Eating and Drinking Establishments (without drive-through)	P	P	P	P*	SDC 4.7.145 3.2.330
Offices and Clinics	P	P	P	P	
Animal Hospital, Animal Clinic, or Kennel	N	P*	N	N	SDC 4.7.110
Garden Supply or Feed Store	N	P	P*	N	SDC 4.7.150 3.2.330
Manufactured unit as a temporary construction office, security quarters, or general office	P*	P*	P*	P*	SDC 4.7.185 , 4.8.110 , and 4.8.120
Manufactured home as a manufactured home sales office	P*	P*	P*	N	SDC 4.8.115
Lodging					
Hotels and Motels	N	P	P	N	
Short Term Rentals (Type 1 and 2)	P*	P*	N	N	SDC 4.7.355
Hostel	P	P	N	N	
Emergency Housing	N	P	N	N	
RV Park	N	P*	N	N	SDC 4.7.220
Industrial					

Table 3.2.320 Permitted Uses					
Land Use	Commercial District				Applicable code standards
	NC**	CC	MRC	GO	
Manufacture or assembly of goods or products to be sold on premises	N	P*	N	N	SDC 4.7.175 <u>3.2.330</u>
Warehouse and Wholesale Sales	N	P*	N	N	SDC 4.7.175 <u>3.2.330</u>
Residential					
Residential uses in areas designated mixed use in: the <u>Metro Plan Springfield Comprehensive Plan</u> ; a Refinement plan; or in mixed use district in this code	P*	P*	<u>P*</u>	N	SDC 3.2.330 <u>4.7.210</u>
<u>Conversion from commercial to residential use</u>	<u>P*</u>	<u>P*</u>	<u>P*</u>	<u>P*</u>	<u>SDC 4.7.215</u>
<u>One single-unit dwelling, attached or detached, as a secondary use</u>	<u>P</u>	<u>P</u>	<u>N</u>	<u>N</u>	<u>SDC 3.2.220 thru 3.2.225</u>
<u>Income-Qualified Housing</u>	<u>P*</u>	<u>P*</u>	<u>P*</u>	<u>P*</u>	<u>SDC 4.7.370 and 4.7.405</u>
Family Child Care Home	P	P	P	P	
Child Care Center	<u>P*</u>	<u>P*</u>	<u>P*</u>	<u>P*</u>	<u>SDC 4.7.340</u>
Transportation Facilities					
Dock, Boat Ramp, and Marinas	N	D	N	N	
Heliport or Helistop	N	P*	P*	N	SDC <u>4.7.240</u>
Transit Station	N	P*	P*	N	SDC <u>4.7.240</u>
Linear Park	P	P	P	P	
Bicycle Paths and Pedestrian Trails	P	P	P	P	
Other					
Secondary Use (as defined)	P	D	D	P*	SDC 4.7.320 <u>3.2.330</u>
Accessory Use (as defined)	<u>P*</u>	<u>P*</u>	<u>P*</u>	<u>P*</u>	<u>SDC 4.7.360</u>
Agricultural cultivation of vacant land	N	P	P	N	

Table 3.2.320 Permitted Uses					
Land Use	Commercial District				Applicable code standards
	NC**	CC	MRC	GO	
Public and Institutional					
Private/Public Elementary and Middle Schools	D*	D*	N	N	SDC 4.7.195 and 5.9.110
Branch Educational Facilities	P	P	P	N	
Place of Worship	P*	P*	P*	P*	SDC 6.1.110 4.7.370
Club (see definition SDC 6.1.110)	P	P	P	N	
Hospital	P	P	P	N	
Community Service; includes Governmental Offices	P	P	P	P	
High impact public utility facilities	P*/ <u>D</u>	P*/ <u>D</u>	P*/ <u>D</u>	P*/ <u>D</u>	SDC 4.7.160
Low impact public utility facilities	P	P	P	P	
Communication towers, including antennas and relay equipment	N	D	D	N	
Wireless Telecommunications System (WTS) Facilities	See SDC 4.3.145	See SDC 4.3.145	See SDC 4.3.145	See SDC 4.3.145	SDC 4.3.145

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

* Permitted subject to cited code standards.

** Subject to SDC [4.7.375](#), where applicable.

Commentary: The applicable standard in (B) was incorrectly listed as 4.2.105(N). That error was corrected below.

3.2.325 Development Standards.

(B) Setbacks.

- (1) Setbacks provide separation between commercial and non-commercial uses for fire protection/security, building maintenance, sunlight and air circulation, noise buffering, and visual separation. All developments must meet applicable fire and building code standards, which may require greater setbacks than those listed in this section (e.g., for combustible materials, etc.).
- (2) Required setbacks are measured from the special street setback in SDC [4.2.105](#) (~~MN~~), where applicable.

Commentary: The standards in this section were moved from 4.7.100 as they only apply to the commercial districts; specifically, SDC 4.7.145 and 4.7.235 (Eating and Drinking Establishments and Small Scale Repair and Maintenance Services (in the NC District)), SDC 4.7.110 (Animal Overnight Accommodations (permitted in the CC District only)) and 4.7.175 (Manufacturing as a Secondary Use in Commercial Districts (permitted in the CC District)), SDC 4.7.230 (Secondary Retail Sales in the GO District), and SDC 4.7.210 (Residential Uses in Commercial Districts).

3.2.330 Development Standards – Specific.

(A) NC Development Standards.

- (1) Small scale repair and maintenance services must take place entirely indoors, and buildings must be utilized to ensure that noise or odor do not disturb the normal operation and tranquility of neighboring residential and business areas.

(B) CC Development Standards.

- (1) In the CC District, the manufacturing or assembly of goods or products must occur indoors, must not generate more noise, odor or other physical attributes than the permitted uses, must occupy less than 50 percent of the floor area of the building, and the goods or products must be sold on premises.
- (2) In the CC District, Buildings used for the overnight accommodation of animals, and structures that enclose animals outside of buildings, must be constructed to ensure that noise or odor do not disturb the normal operation or tranquility of neighboring residential, business, campus industrial or public land uses.

(C) MRC Development Standards.

- (1) Garden supply and feed and seed stores must be permitted only as secondary uses in the MRC District. The bulk storage or sales of fertilizer, feed or plant materials that require heavy equipment for loading is prohibited.

(D) GO Development Standards.

- (1) The cumulative total area of sit-down restaurants and delicatessens, secondary retail uses and exercise studios in the GO District must be limited to no more than 10 percent of the gross floor area of the office building in which they are sited.

- (E) Commercial Districts in Areas Designated Mixed-Use on the Springfield Comprehensive Plan Map.** In commercial districts in areas designated mixed use on the Springfield Comprehensive Plan Map or a Refinement Plan diagram, Plan District map, or Conceptual Development Plan, multiple unit housing developments must meet the standards as specified in the applicable regulation. R-2 and R-3 District standards contained in this code must be followed where the Springfield Comprehensive Plan Map, a Refinement Plan diagram, Plan District map, or Conceptual Development Plan does

not specify development standards, or in areas where no applicable regulation has been prepared.

Commentary: Add the Income-Qualified Housing Standards to the Industrial Districts, Table 3.2.420 Permitted Uses and fix any reference to code standards that were incorrect or changed with these code amendments in the table.

3.2.400 – Industrial Districts

3.2.420 Permitted Uses.

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

Table 3.2.420 Permitted Uses					
Land Use	Industrial District				Applicable code standards
	**CI	LMI	HI	*SHI	
Industrial					
Heavy Manufacturing and Production	N	D	P	P	
Light Manufacturing, Fabrication, and Repair	D	P	P	P	
Industrial Service	P	P	P	P	
*Warehouse and Wholesale Sales	P	P	P	P	SDC 4.7.2453.2.428
Waste-Related	N	N	D	D	
Explosives or fireworks, manufacturing, warehouse, or distribution.	N	D	D	N	
Corporate Office/Headquarters	P(4)	P	P	P	SDC 4.7.100
Outdoor storage directly related to an approved use	N	P	P	P	
Automobile wrecking, or towing service operations	N	N	D	N	
Industrial Park	N	P	P	P	
Business Park	P	N	N	N	
Slaughterhouse	N	N	D	N	
Other					
*Secondary Use (as defined)	P	D	D	D	SDC 3.2.42815
*Accessory Use (as defined)	P	P	P	P	SDC 3.2.415
*Marijuana Production facility	N	N	P	P	SDC 4.7.177
*Marijuana Processing facility	N	P	P	N	SDC 4.7.177
*Marijuana Wholesale facility	N	P	P	N	SDC 4.7.177

Table 3.2.420 Permitted Uses					
Land Use	Industrial District				Applicable code standards
	**CI	LMI	HI	*SHI	
*Marijuana Retail outlet or sales, as primary or secondary use	N	N	N	N	SDC 4.7.177
*Recreational Facilities	N	P	P	P	SDC 4.7.205
Child Care Centers	P	P	N	N	SDC 4.7.340
Bicycle paths and pedestrian trails	P	P	P	P	
Linear Parks	P	P	P	P	
Agricultural cultivation of vacant land	P	P	P	P	
Income-Qualified Housing	P*	P*	N	N	SDC 4.7.405
Public and Institutional					
Education facilities (schools)	N	D	N	N	SDC 4.7.195
*High impact public utility facilities	D	P	P	P	SDC 4.7.160
Low impact public utility facilities	P	P	P	P	
*Wireless Telecommunications System (WTS) Facilities	N	See SDC 4.3.145	See SDC 4.3.145	See SDC 4.3.145	SDC 4.3.145

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

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

** Uses in the CI District must meet the operational performance standards specified in SDC [3.2.430](#).

Commentary: The standards in this section were moved from SDC 4.7.170 Manufactured Dwelling as a Permanent Office and SDC 4.7.245 Warehouse Commercial Retail and Wholesale as the uses are specific to the Industrial Districts.

3.2.428 Development Standards—Specific.

(A) Manufactured Dwelling as a Permanent Office Use. A manufactured dwelling provided it meets City and State construction and safety standards for the proposed use, may be used as a permanent office building in the Light-Medium Industrial and Heavy Industrial Districts provided the following conditions are met prior to occupancy:

- (1) A permanent foundation is provided for the manufactured dwelling.**
- (2) Siding must be compatible with adjacent structures; the roof must have a minimum 16 percent pitch.**
- (3) Foundation covers, skirting, landscaping and backfill are required.**
- (4) Compliance with these regulations is a condition of continued use of the manufactured dwelling on the property.**

(B) Warehouse Commercial Retail and Wholesale.

- (1) Buildings must be located in the front of lots/parcels, where possible, to minimize the visibility of outdoor storage yards or areas.
- (2) Any outdoor storage yard or area must be surrounded by a sight-obscuring fence.

EXCEPTION: Sales of heavy equipment and trucks does not require fencing.

- (3) In the Downtown Exception Area, the storage and display of rental equipment must be confined within a building.
- (4) For mini-storage facilities, an on-site manager’s living quarters must be permitted when the living quarters are constructed as part of and attached to a new or existing mini-storage facility.
- (5) **Light-Medium Industrial and Warehousing.** For Warehouse-Commercial use, at least 50 percent of the structure must be used for storage of materials and 50 percent or less may be used for combined retail and office floor space.

Commentary: Add the Income-Qualified Housing and Commercial to Residential Conversion Standards to the Medical Services Zoning District, Table 3.2.510 Permitted Uses and fix any reference to code standards that were incorrect or changed with these code amendments in the table.

3.2.500 – Medical Services Zoning District

3.2.510 Schedule of Use Categories.

The following buildings and uses are permitted in this district as indicated subject to the provisions, additional restrictions and exceptions specified in this code. Secondary retail uses **shall must** be limited to 20 percent of the total gross floor area of all buildings on the site.

<i>Uses/Use Categories</i>	<i>MS District</i>
Primary Uses	
Hospital services	P
Medical clinics	P
Physicians services	P
Medical laboratory services	P
Dental services	P
Dental laboratories	P
Primary Uses	-
Housing for the elderly and handicapped, independent of care facilities	P
Residential care facilities	P
<u>Conversion from commercial to residential use (SDC 4.7.215)</u>	<u>P</u>
<u>Income-Qualified Housing (SDC 4.7.370 and 4.7.405)</u>	<u>P</u>
Child care center <u>(SDC 4.7.340)</u>	P

Uses/Use Categories	MS District
Adult day care facilities subject to any applicable State regulations	P
Certain Wireless Telecommunications Systems Facilities (SDC 4.3.145)	P
Health Services	P
Medical Office Buildings	P
Secondary Uses	
Dispensing pharmacies	P
Prosthesis, hearing and speech aids sales and service	P
Home medical equipment rental and sales	P
Cafeterias, medical related recreational facilities, low impact public utility facilities, and heliports and helistops serving and constructed in conjunction with on-site development.	P

Commentary: *Notable amendments to this section include:*

- *Add Income-Qualified Housing and Commercial to Residential Conversion Standards to the Mixed-Use Zoning Districts, 3.2.610 Schedule of Use Categories.*
- *Fix incorrect references using P* or S* for permitted uses subject to cited standards to instead be listed as S as noted in the key prior to the previous Development Code Amendment Project. Remove the reference to SDC 4.7.100 in the description of “S” Special Standards to be consistent with other code sections that permit uses subject to certain SDC sections.*
- *Change the heading from ‘Residential Uses in Areas Designated Mixed-Use in the Metro Plan or Refinement Plans’ to just ‘Residential Uses’. Since these mixed-use districts were established to implement areas designated Mixed-Use by the Metro Plan (now Springfield Comp Plan) or on adopted refinement plans this title is redundant and doesn't add any helpful detail.*
- *Fix any reference to code standards that were incorrect or changed with these code amendments in the table.*

3.2.600 – Mixed-Use Zoning Districts

3.2.610 Schedule of Use Categories.

The following uses are permitted in the districts as indicated, subject to the provisions, additional restrictions and exceptions specified in this code. Uses not specifically listed may be approved as specified in SDC [5.11.100](#).

“P” = **PERMITTED USE** subject to the standards of this code.

“S” = **SPECIAL STANDARDS** subject to ~~special cited locational and siting standards to be met prior to being deemed a permitted use (SDC [4.7.100](#)).~~

“D” = **DISCRETIONARY APPROVAL** subject to review and analysis under Type 3 procedure (as a discretionary use under SDC [5.9.100](#) except where other criteria are indicated in the applicable special standards).

“N” = **NOT PERMITTED**

SITE PLAN REVIEW SHALL IS BE REQUIRED for all development proposals within all mixed use districts unless exempted elsewhere in this code.

Use Categories/Uses	Districts		
	MUC	MUE	MUR
<i>Accessory Use Structures</i>			
Accessory Structures (SDC 4.7. 360 105)	N	P	S
<i>Agricultural and Animal Sales and Services</i>			
Agricultural cultivation of undeveloped land	N	P	P
Garden supplies	P	N	N
<i>Automotive Repair and Service</i>			
Garage, repair	N	P	N
Parking lots and parking structures (SDC 4.7.180)	S	P	S
Tires, batteries and accessories	N	P	N
Operation, maintenance, repair, expansion and replacement of automobile, light truck sales, new and used, including accessory repair garages, parts and accessory sales on land where such uses lawfully existed as of June 3, 2002, owned, leased and controlled by a single entity	P*	N	N
	*Only in Downtown Mixed-use area		
<i>Business and Professional Offices and Personal Services</i>			
Accountants, bookkeepers and auditors	P	P	P
Advertising/marketing agencies	P	P	P
Architects, landscape architects and designers	P	P	P
Art studios, fine	P	N	P
Art restoration	P	N	P
Attorneys	P	P	P
Audio/video production studio	P	P	N
Authors/composers	P	N	P
Banks, credit unions and savings and loans	P	P	P
Barber and beauty shops	P	P	P
Blue printing, photostatting, and photo developing	P	P	N
Business schools	P	N	N
Business, labor, scientific and professional organizations and headquarters	P	P	P
Catering services	P	P	N
Clinics and research/processing laboratories	P	P	P
Collection agencies	P	N	P
Commodity contract brokers and dealers	P	P	P
Computer and information services	P	P	P
Dentists	P	P	P
Detective and protective agencies	P	N	P
Doctors	P	P	P
Drafting, graphic and copy services	P	P	P
Employment agencies and services	P	P	P
Engineers and surveyors	P	P	P
Financial planning, investment services	P	P	P
Graphic art services	P	P	P

Use Categories/Uses	Districts		
	MUC	MUE	MUR
Gymnastics instruction	P	P	N
House cleaning services	P	N	N
Insurance carriers, agents, brokers and services	P	P	P
Interior decorator and designers	P	N	P
Laundry, dry cleaners, including self-service, and ironing services	P	P	N
Loan companies, other than banks	P	P	P
Locksmiths	P	P	P
Lumber brokers	P	P	P
Mailing services/mail order sales	P	P	P
Management and planning consultants	P	P	P
Manufactured unit as a temporary construction office, night watchperson's quarters or general office (SDC 4.8.110 , 4.7.185 , and 4.7.1703.2.428)	P/S	P/S	N
Motion picture studio/distribution	P	P	N
Non-profit organizations	P	N	P
Opticians	P	P	P
Performing arts instruction	P	N	P
Photocopying	P	P	P
Photography studios	P	P	P
Planners, land use	P	P	P
Printing/publishing	P	P	N
Psychologists and counselors	P	P	P
Real estate sales and management	P	N	P
Scientific and educational research	P	P	P
Security systems services	P	P	N
Self-defense studio	P	P	N
Shoe repair	P	P	P
Stenographers and secretarial services	P	P	P
Stockbrokers	P	P	P
Swimming pool cleaning	P	N	N
Tailors	P	N	P
Tanning salons	P	N	P
Title companies	P	N	P
Telephone answering services	P	P	P
Travel agencies	P	P	P
TV and radio broadcasting studios (does not include antennae)	P	P	N
Typing services	P	P	P
Window cleaning	P	N	N
Communications Facilities			
Communications towers, including antennas and relay equipment. Certain Wireless Telecommunications Systems Facilities (See SDC 4.3.145)	N	D	N
Child Care Facilities			

Use Categories/Uses	Districts		
	MUC	MUE	MUR
Child Care Center (See standards in SDC 4.7.340 for MUR)	P	P	S
<i>Eating and Drinking Establishments</i>			
Cafeteria (serving employees only)	P	P	N
Cocktail lounges	P	P	N
Delicatessens and sit down restaurants including espresso shops	P	P	P
Drive up restaurants and espresso shops (SDC 4.7.180)	S	P	N
Taverns and brew pubs	P	P	N
<i>Educational Facilities - Public and Private Elementary and Middle Schools</i>			
1 to 5 students in a private home (in a 24-hour period)	N	N	P
6 or more students in a private home	N	D	D
Private/public elementary and middle schools (SDC 4.7.195)	N	D	D
Secondary schools and colleges	N	D	N
<i>Residential Care Facilities</i>			
Residential Care Facility	N	N	D
<i>Home Business</i>			
Home Business (SDC 4.7.365)	S	S	S
<i>Manufacture and/or Assembly of:</i>			
Appliances	N	P	N
Apparel and other finished products made from canvas, cloth, fabrics, feathers, felt, leather, textiles, wool, yarn and similar materials	P	P	N
Communication equipment, including radio and television equipment	N	P	N
Costume jewelry, novelties, buttons and misc. notions	N	P	N
Cutlery, hand tools and hardware	N	P	N
Electronic components and accessories	N	P	N
Electronic transmission and distribution equipment	N	P	N
Engineering, laboratory, scientific, and research instruments	N	P	N
Finished wood manufacturing and assembly including cabinets and door frames	N	P	N
Furniture, including restoration	N	P	N
Greeting cards, business forms and other business related printing	N	P	N
Measuring, analyzing, and controlling instruments	N	P	N
Medical, dental, and surgical equipment and supplies	N	P	N
Medicinal chemicals and pharmaceutical products	N	P	N
Metal fabrication and machine shops	N	P	N
Musical instruments	N	P	N
Prosthetic and orthopedic devices	N	P	N
Office computing and accounting equipment	N	P	N
Optical instruments, including lenses	N	P	N
Perfumes and toiletries	N	P	N
Photographic equipment and supplies	N	P	N
Signs and advertising display	N	P	N
Toys, sporting and athletic goods	N	P	N

Use Categories/Uses	Districts		
	MUC	MUE	MUR
Watches, clocks, and related components	N	P	N
Other Industrial Uses			
Industrial/Business Parks (SDC 3.2.450)	N	S	N
Media productions, including TV and radio broadcasting, motion picture production and newspaper/book/periodical publishing	P	P	N
Regional distribution headquarters, including indoor storage	N	P	N
Research development and testing laboratories and facilities	N	P	N
Accessory structures	N	P	N
Administrative professional or business offices	N	P	N
Public Utility Facilities			
High impact facilities (SDC 4.7.160)	N	S	N
Low impact facilities	P	P	N
Recreational Facilities (SDC 4.7.205)			
Arcades	P	P	N
Art studios, performing	P	P	N
Auditoriums	N	P	N
Bingo parlors	N	P	N
Bowling alleys	P	P	N
Dance halls	N	P	N
Exercise studios	P	P	P
Gyms and athletic clubs	P	P	N
Hot tub establishments	P	P	P
Miniature auto race track (e.g., slot car track)	P	N	P
Miniature golf	P	N	N
Movie theaters, indoor, single screen	P	P	N
Non-alcoholic night club (SDC 4.7.205)	S	P	N
Off-track betting facility	P	P	N
Parks, private and public	P	P	P
Playground	P	P	P
Play/tot lot	P	P	P
Pool halls	P	P	N
Recreation center	P	P	N
Skating rinks	N	P	N
Tennis, racquetball and handball courts	P	P	P
Theater, legitimate (live stage)	P	P	N
Religious, Social and Civic Institutions			
Branch educational facilities	P	P	D
Charitable services	P	N	D
Places of Worship (SDC 6.1.1104-7.370)	D	N	D
Community and senior centers	P	N	P
Fraternal and civic organizations	P	N	N
Hospitals	P	P	N

Use Categories/Uses	Districts		
	MUC	MUE	MUR
Public offices, including, but not limited to: administrative offices, libraries, museums, courts, and detention facilities.	P	N	D
Private/Public Elementary and Middle Schools (SDC 4.7.195)	N	D	D
Residential Uses in Areas Designated Mixed Use in the Metro Plan Springfield Comprehensive Plan or Refinement Plans			
Accessory structures (SDC 4.7.105)	S	P	S
Single-unit dwellings, detached; and townhomes	P	N	P
Duplexes (SDC 3.2.245)	NP	N	PS
<u>Single Room Occupancy (SDC 3.2.235(C))</u>	<u>P</u>	<u>N</u>	<u>P</u>
<u>Middle Housing (SDC 3.2.250)</u>	<u>S</u>	<u>N</u>	<u>S</u>
Multiple unit housing (SDC 4.7.375, 4.7.380, and 4.7.385)	<u>SP</u>	<u>SP</u>	<u>SP</u>
Short Term Rental			
Type 1 (SDC 4.7.355)	<u>SP*</u>	N	<u>SP*</u>
Type 2 (SDC 4.7.355)	<u>S*</u>	N	<u>S*</u>
<u>Income-Qualified Housing ** (Income-Qualified Housing is permitted subject to either (1) the approval standards in the district for residential uses; or (2) the approval standards in SDC 4.7.370 and 4.7.405.</u>	<u>S**</u>	<u>S**</u>	<u>S**</u>
<u>Conversion from commercial to residential use (SDC 4.7.215)</u>	<u>S</u>	<u>N</u>	<u>S</u>
Retail Sales			
Antiques	P	N	P
Apparel	P	N	P
Art galleries and museums	P	N	P
Art supplies	P	N	P
Bakeries	P	P	P
Bicycles	P	N	P
Books	P	N	P
Cameras and photographic supplies	P	N	P
Candies, nuts and confectioneries	P	N	P
China, glassware and metalware	P	N	P
Cigars and cigarettes	P	N	N
Computers, calculators and other office machines	P	P	N
Convenience stores	P	P	P
Dairy products	P	P	P
Department stores	P	N	N
Drapery, curtains and upholstery	P	N	P
Dry goods and general merchandise	P	N	P
Electrical supplies	P	N	N
Fabrics and accessories	P	N	P
Film drop off and pick up (not a drive-through)	P	N	P
Fish	P	N	N
Floor coverings	P	N	P
Florists	P	N	P

Use Categories/Uses	Districts		
	MUC	MUE	MUR
Fruits and vegetables	P	N	P
Furniture	P	N	N
Furriers	P	N	N
Groceries	P	N	P
Hardware	P	N	N
Hobby supplies	P	N	N
Household appliances	P	N	N
Jewelry	P	N	N
Liquor outlets (State)	P	N	N
Luggage and leather	P	N	N
Magazines and newspapers	P	N	N
Mail order houses	P	N	N
Marijuana business: production, processing, wholesaling, retail	N	N	N
Meats	P	N	N
Medical and dental supplies	P	N	N
Musical instruments and supplies	P	N	N
Novelties and gifts	P	N	N
Office equipment	P	P	N
Paint, glass and wallpaper	P	N	N
Pharmacies	P	P	P
Pottery	P	N	N
Radios, televisions and stereos	P	N	N
Second hand and pawn shops	P	N	N
Sewing machines	P	N	N
Shoes	P	N	P
Small electrical appliances	P	N	N
Sporting goods	P	N	P
Stationary	P	P	P
Supermarkets	P	N	N
Toys	P	N	P
<i>Small Scale Repair and Maintenance Services (SDC 4.7.180)</i>			
Business machine repair	S	P	P
Electrical appliance repair	S	P	N
Furniture repair	S	P	N
Janitorial services	N	P	N
Small engine repair	S	N	N
Watch repair	P	P	P
<i>Transient Accommodations</i>			
Emergency shelter facilities	N	N	P
Hotels (SDC 4.7.180)	S	N	N
Youth hostels	P	N	N
<i>Transportation Facilities (SDC 4.7.240)</i>			
Heliports	N	P	N

Use Categories/Uses	Districts		
	MUC	MUE	MUR
Helistops	N	P	N
Linear park	P	P	P
Public transit station, without park and ride lot	P	P	P
Transportation Related, Non-Manufacturing			
Key/card lock fuel facilities	N	P	N
Warehouse Commercial Retail and Wholesale Sales and Distribution			
Cold storage lockers	N	P	N
Electrical supplies and contractors	N	P	N
Floor covering sales	N	P	N
Indoor storage, other than mini-warehouses, and outdoor storage areas/yards	N	P	N
Large electrical appliance sales	N	P	N
Merchandise vending machine operators	N	P	N
Plumbing and heating supplies and contractors	N	P	N
Unfinished furniture	N	P	N
Uses listed under automotive and retail which are wholesale uses	N	N	N
Regional distribution headquarters, including indoor storage	N	P	N
Warehouse/commercial uses engaged primarily in the wholesaling of materials to the construction industry	N	N	N
Wholesale trade, warehousing, distribution and storage (to include mini-storage)	N	N	N
Secondary Uses Serving or Related to On-Site Commercial or Industrial Uses			
Manufacture or assembly of goods or products to be sold on-premises	P	P	N
Accessory structures	N	P	N
Administrative professional or business offices	P	P	P
Blueprinting, photostatting, and photo developing	P	P	N
Cafeteria (serving employees only)	N	P	N
Child care facilities (primarily serving employees on site)	P	P	P
Developed recreation area (serving the development area)	N	P	P
Heliports and helistops	N	P	N
Financial institutions	P	P	P
Manufactured home used as a night watch person's quarters (SDC 4.7.185)	N	S	N
Outdoor storage of materials directly related to a permitted use (SDC 3.2.630 (B)(3))	N	P	N

Commentary: Existing standards in the MUC and MUE district such as requirements for minimum floor area, do not apply to the income-qualified housing standards in 4.7.370 and 4.7.405. These provisions have been added below.

3.2.630 Mixed-Use Development Standards—Specific.

(A) MUC Development Standards.

(1) Preservation of the Commercial Land Supply.

- (a) One hundred percent of a new mixed-use building footprint may be developed for commercial uses.
- (b) A minimum of 60 percent of the ground floor area within a new building in the MUC District ~~shall~~ must be dedicated to commercial uses to ensure that commercial land is preserved for primarily commercial purposes. Up to 100 percent of any building may be developed for residential uses so long as 60 percent of the total ground floor area within the development area is devoted to commercial uses.

EXCEPTION: This provision ~~shall~~ does not apply when commercial uses are proposed for an existing residential building within a commercial district that was within a commercial district prior to June 3, 2002. Nor is it applicable to Income-Qualified Housing allowed under SDC 4.7.370 or 4.7.405.

- (c) The commercial uses on an MUC site ~~shall~~ must be developed prior to or concurrently with other proposed uses. Concurrency may be established by approval of a Master Plan that provides a mix of uses that includes commercial and other proposed uses.

EXCEPTION: This provision ~~shall~~ does not apply to residential and/or limited manufacturing uses that are in existence as of June 3, 2002.

- (2) **Maximum Footprint for Retail Uses.** The maximum building footprint for a grocery store ~~shall be~~ is 70,000 square feet. The maximum building footprint for other single tenant wholesale or retail uses ~~shall~~ must be 50,000 square feet. The maximum footprint for all other uses ~~shall~~ must be based upon lot ~~or~~ /parcel coverage and building setbacks.

- (3) **Minimum Floor Area Ratio.** A minimum floor area ratio (FAR) of 0.40 ~~shall be~~ is required for all new development or redevelopment in the MUC portion of the Downtown Mixed-Use Area. A FAR of 0.30 is required for new development on lots/parcels greater than 1 acre in the MUC District outside of the Downtown Mixed-Use Area. FAR is defined for this purpose as the amount of gross floor area of all buildings and structures on the building lot ~~or~~ /parcel divided by the total lot ~~or~~ /parcel area.

EXCEPTION: Existing auto and truck dealerships in the Downtown Mixed-Use Area as specified in SDC [3.2.610](#) under the automotive and truck sales, storage,

repair and service category are exempt from the minimum floor area ratio requirement.

(B) MUE Development Standards.

(1) Preservation of the Industrial Land Supply.

- (a) A minimum of 60 percent of the gross floor area within a MUE District ~~shall~~ must be dedicated to industrial uses to ensure that industrial land is preserved for primarily industrial purposes.

EXCEPTION: Pre-existing structures and uses ~~shall be~~ are covered under the provisions of SDC [5.8.100](#) that addresses continuing non-conforming uses. This provision does not apply to Income-Qualified Housing allowed under SDC 4.7.370 or 4.7.405.

- (b) “Businesses and Professional Offices and Personal Services” listed in SDC [3.2.610](#) ~~shall~~ may not have a ground floor area of more than 5,000 square feet for any single use.
- (c) The industrial uses on an MUE site ~~shall~~ must be developed prior to or concurrently with any other commercial or residential uses. Concurrency may be established by approval of a Master Plan that provides a mix of uses that includes commercial and other proposed uses.

EXCEPTION: Commercial and/or residential uses that are in existence as of June 3, 2002.

- (2) Minimum Floor Area Ratio.** A minimum floor area ratio of 0.25 is required for all new development or redevelopment in the MUE District.

- (3) On-Site Design Standards** specified in SDC [3.2.445](#) apply to development in the MUE District with the following exemptions:

- (a) Outdoor storage is allowed, but storage areas ~~shall~~ are not ~~be~~ permitted in front or street-side yards.
- (b) Outdoor storage ~~shall~~ must be screened from the view of adjacent properties and from public rights-of-way as specified in SDC [4.4.110](#). Painted structural screens ~~shall~~ must match the building color scheme of the development area.
- (c) The minimum landscaped open space and the maximum impermeable surface standards specified in SDC [3.2.445](#) shall be reduced to 25 percent and 75 percent respectively.

(C) MUR Development Standards.**(1) Preservation of the Residential Land Supply.**

- (a) A minimum of 80 percent of the gross floor area within a MUR District must be dedicated to multiple unit housing to ensure that medium and high density land is preserved for primarily residential purposes.

EXCEPTION: Pre-existing structures and uses ~~shall~~ are ~~be~~ covered under the provisions of SDC [5.8.100](#) that addresses continuing non-conforming uses.

- (b) The residential uses on an MUR site ~~shall~~ must be developed prior to or concurrently with any other commercial or industrial uses. Concurrency may be established by approval of a Master Plan that provides a mix of uses that includes commercial and other proposed uses.

EXCEPTION: Commercial and/or industrial uses that are in existence as of the adoption of this MUR District.

(2) Minimum/Maximum Residential Densities.

- (a) Minimum residential densities for strictly residential development within the MUR District ~~shall~~ must be 20 units per gross acre.
- (b) Minimum residential densities for developments that include mixed uses within the MUR District shall be 12 units per gross acre.

EXCEPTION: If less than 20 units per gross acre are provided, the development ~~shall~~ must include a minimum of 10 percent of the total gross floor area in nonresidential uses.

- (c) There ~~are is~~ no maximum residential density~~ies~~ established for the MUR District other than that imposed directly through compliance with the maximum building height.

~~**EXCEPTION:** Building heights shall regulate maximum densities.~~

(3) Nonresidential Uses.

- (a) Nonresidential uses in the MUR District ~~shall~~ must not exceed 5,000 square feet of ground floor area for each separate use and ~~shall~~ must be limited to a maximum of 20 percent of the total gross floor area in the development area.
- (b) Nonresidential uses developed as part of a mixed use building that includes housing ~~shall~~ must be developed to maintain a minimum density of 12 dwelling units per acre. When a development site is composed of 2 or more phases, each phase ~~shall~~ must also meet this standard.

EXCEPTION: Civic uses ~~shall~~ are not ~~be~~ a permitted use in the MUR District.

- (4) All development in the MUR District complies with the architectural design standards in SDC [4.7.375](#).

Commentary: Add the Income-Qualified Housing and Commercial to Residential Conversion Standards to the Public Land and Open Space District, SDC 3.2.710 Schedule of Use Categories and fix any reference to code standards that were incorrect or changed with these code amendments in the table. Remove the reference to SDC 4.7.100 in the description of “S” Special Standards to be consistent with other code sections that permit uses subject to certain SDC sections.

3.2.700 – Public Land and Open Space District

3.2.710 Schedule of Use Categories.

The following buildings and uses are permitted in this district as indicated subject to the provisions, additional restrictions and exceptions specified in this code.

“P” = **PERMITTED USE** subject to the standards of this code.

“S” = **SPECIAL DEVELOPMENT STANDARDS** subject to ~~special locational and/or~~ citing standards ~~as specified in SDC 4.7.100.~~

“D” = **DISCRETIONARY USE** subject to review and analysis under Type III procedure (SDC [5.9.100](#)) at the Planning Commission or Hearings Official level.

SITE PLAN REVIEW ~~SHALL BE IS~~ REQUIRED, unless exempted elsewhere in this code.

<i>Use Categories/Uses</i>	<i>PLO District</i>
Primary Uses (SDC 3.2.7204.7.203)	
Education	
Colleges	S
High Schools	S
Private/Public Elementary and Middle Schools	S
Government	
Libraries	S
Senior/Adult Activity Centers	S
Courts	S
Fire Stations	D
Administrative offices	S
Museums	S
Neighborhood and community centers	S
Performing arts centers	S
Plazas and other sites of public interest	S
Police satellite facilities	D
Post offices	S
Public transit facilities	D
Sports complexes/stadiums	D

<i>Use Categories/Uses</i>	<i>PLO District</i>
Primary Uses (SDC 3.2.7204.7.203)	
Justice Center, a building, including, but not limited to: a police station, courts, administrative offices and a jail	D
<i>Parks and Open Spaces</i>	
Public and private parks and recreational facilities:	
Linear park	P
Neighborhood parks	P
Community parks	S
Regional parks	S
Private areas of greater than 1 acre reserved for open space as part of a cluster or hillside development	P
Publicly and privately owned golf courses and cemeteries	D
R.V. parks and campgrounds within a regional park	S
R.V. parks and campgrounds outside of a regional park and without sanitary sewer service as a temporary use subject to termination when within 1,000 feet of sanitary sewer	D
<u>Residential</u>	
<u>Income-Qualified Housing</u>	(SDC 4.7.370 and 4.7.405)
<u>Conversion from commercial to residential</u>	(SDC 4.7.215)
<i>Secondary Uses (SDC 4.7.2033.2.720)</i>	
Agricultural cultivation of undeveloped land	P
Cafeteria and restaurants primarily serving the patrons of the development	P
Child care facilities (SDC 4.7.340)	P
Heliports and helistops	D
Office and storage yards that are incidental to a primary use	P
Mortuaries and chapels associated with cemeteries	D
Maintenance and security residences, excluding mobile homes	D
Low impact public facilities	P
High impact public facilities (SDC 4.7.160)	D
Certain Wireless Telecommunications Systems Facilities	(SDC 4.3.145)
Wellness center	<u>PS</u>
Parking structures	S

Commentary: *The standards in this section were moved from 4.7.100 as they only apply to the Public Land and Open Space District; specifically, SDC 4.7.200 (Public and Private Parks (in the PLO District), SDC 4.7.203 (Public Land and Open Space), and SDC 4.7.250 Wellness Centers in the PLO District. The reference to the Metro Plan land use designation was updated to align with recent amendments related to adoption of the Springfield Comprehensive Plan Map and Land Use Element, which shows all plan designations in Springfield's UGB, including reflecting adopted refinement plan diagrams.*

3.2.720 Development Standards—Specific.

- (A) Primary access must be on arterial or collector streets except as provided or exempted elsewhere in SDC 3.2.700.
- (B) Stadiums, swimming pools and other major noise generators must be located at least 30 feet from residential property lines and must be screened by a noise attenuating barrier.
- (C) Community and regional parks must comply with the standards specified below.
 - (1) Primary access must be on arterial or collector streets unless specified or exempted elsewhere in this section.
 - (2) Stadiums, swimming pools and other major noise generators within parks must be located at least 30 feet from residential property lines and screened by a noise attenuating barrier.
 - (3) Community and regional parks must be designated on a Park Facilities Plan adopted by the City, or be approved in accordance with Type 3 review procedure (Discretionary Use).
 - (4) A Traffic Impact Study must be prepared by a Traffic Engineer and approved by the City Engineer.
- (D) For all special uses, a Traffic Impact Study must be prepared as specified in SDC 4.2.105(B).
- (E) R.V. parks and campgrounds within regional parks must comply with the standards specified in SDC 4.7.220(B).
- (F) Private/Public Elementary and Middle Schools must meet the standards specified in SDC 4.7.195.
- (G) Wellness centers must comply with the standards specified below.
 - (1) The building is owned by a public agency.
 - (2) The center is secondary to a primary public community recreation center on the same development site. The square footage that is dedicated to non-public, wellness-related uses may not exceed 50 percent of the combined total area (within the center and within the primary recreation facility) that is dedicated to public, recreation-related uses.
- (H) Pedestrian amenities for public buildings in mixed use designations must comply with the standards in SDC 3.2.625(G).

Commentary: Fix any reference to code standards that were incorrect or changed with these code amendments in the table. Remove the reference to special locational and/or siting standards in the description of “S” Special Standards to be consistent with other code sections that permit uses subject to certain SDC sections.

3.3.800 – Urbanizable Fringe Overlay District

3.3.815 Schedule of Use Categories When There Is an Underlying Residential, Commercial, or Industrial District.

The following uses may be permitted in the underlying residential, commercial, or industrial district subject to the provisions, additional restrictions and exceptions specified in this code. **EXCEPT AS SPECIFIED IN SDC 3.3.810(B), URBAN USES (e.g., multiple-unit housing or churches) NOT LISTED IN THE UF-10 OVERLAY DISTRICT ARE NOT PERMITTED.**

“P” = PERMITTED USE subject to the standards of this code.

“S” = SPECIAL DEVELOPMENT STANDARDS subject to ~~special locational and/or siting~~ standards ~~as specified~~.

“D” = DISCRETIONARY USE subject to review and analysis under Type 3 procedure (SDC 5.9.100) at the Planning Commission or Hearings Official level.

“N” = NOT PERMITTED

* = SITE PLAN REVIEW REQUIRED

Use Categories/Uses	Underlying Land Use District		
	Residential	Commercial	Industrial
Agricultural uses and structures	P	P	P
Detached single-unit dwellings, manufactured homes, duplexes and accessory dwelling units (SDC 3.3.825)	P	N	N
Home Business (SDC 4.7.365)	S	S	S
Neighborhood parks that do not require urban services (SDC 4.7.3304-7.200)	S*	N	N
Partitions (SDC 3.3.825(AE)(2))	P	N	N
Property line adjustments	P	N	N
High impact facilities (SDC 4.7.160)	S*	S*	S*
Low impact facilities	P	P	P
Temporary sales/display of produce, the majority of which is grown on the premises (SDC 4.8.125)	P	P	P
Tree felling (SDC 5.19.100)	P	P	P
R.V. parks and campgrounds (SDC 4.7.220)	S*	N	N
RV parks and campgrounds that do not require urban services (SDC 4.7.220)	N	D*	D*

Expansion of non-conforming uses existing on the effective date of Lane County’s application (on either the /ICU or I/U District to the property) (SDC 3.3.385(F))	N	D*	D*
Expansion or replacement of lawful uses permitted in the underlying commercial or industrial district (SDC 3.3.825(CF))	N	P*	P*
Expansion or replacement of lawful discretionary uses in the underlying land use district (SDC 3.3.825(CF))	N	D*	D*
New permitted and specific development standards in the underlying land use district within existing structures (SDC 3.3.825(CF))	N	P*	P*
Manufactured home-dwelling as a permanent office use in an industrial district (SDC 3.2428) or manufactured dwelling as a (night watchman’s -personquarters) or manufactured unit (office) in an industrial district (SDC 4.7.185 and 4.7.170)	N	N	S*
Certain wireless telecommunications systems facilities	See SDC 4.3.145	See SDC 4.3.145	See SDC 4.3.145
Linear park	P	P	P

Commentary: The standards in SDC 3.3.825 were reorganized to make the code clearer and easier to interpret; the overall content of the section was not changed. The standards in (E) of this section were moved from 4.7.100 as they only apply to the Urbanizable Fringe District; specifically, SDC 4.7.200 (Public and Private Parks (in the Urbanizable Fringe Overlay District)).

3.3.825 Development StandardsAdditional Provisions.

(A) Connection to the Sanitary Sewer System.

(1) The City ~~shall~~ **must** not extend water or sanitary sewer service outside the city limits, unless a health hazard, as defined in ORS 222.840 et seq., is determined to exist. Annexation of the affected territory so served is required if the territory is within the urban growth boundary and is contiguous to the city limits.

(a) The City may extend water or sanitary sewer outside the city limits or urban growth boundary to provide these services to properties within the city limits. As provided in ORS 222.840 et seq., the City and a majority of the electors of the affected territory may agree to an alternative to annexation to mitigate the health hazard, including extraterritorial extension of services without annexation.

(b) ~~(B)~~ The Lane County Sanitarian ~~shall~~ **must** certify that the proposed individual waste water disposal system meets D.E.Q. standards prior to Development Approval.

(c) ~~(C)~~ Lane County is considered an affected party and ~~shall~~ **must** be notified of all development applications.

- (2) Any property to be partitioned that is within the distances specified in OAR 340-071-0160(4)(A) for connection to the City's sanitary sewer system requires annexation to the City prior to Partition Tentative Plan submittal, unless the Director determines that a topographic or man-made feature makes the connection physically impractical. In the event of such determination, the Partition application may be approved without annexation.
- (B) ~~(D)~~ Siting of Residential Uses.** Detached single-unit dwellings, duplexes, and accessory dwelling units are permitted in the R-1 ~~base-zoned~~ district only, and must be sited to allow the future division and/or more intensive use of the property. The applicable on-site sewage disposal facility ~~shall~~ must be conditional, and made a part of any permit necessary to achieve the standards of this Overlay District. The following standards apply:
- (1) The siting of single-unit dwellings, duplexes and accessory dwelling units on any lot or ~~or~~ parcel 5 acres or more in size and ~~zoned-in the~~ R-1 district requires approval of a Future Development Plan as specified in SDC 5.12.120(E).
 - (2) Additional development restrictions that limit the location of buildings and on-site sewage disposal facilities ~~shall~~ must be applied where necessary to reserve land for future urban development.
 - (3) Where there is an existing single-unit dwelling on properties within the R-2 or R-3 land use district, 1 or 2 accessory dwelling units are permitted, irrespective of the parcel size, provided that the property can in the future meet the necessary densities for applicable district as shown on a Future Development Plan as specified in SDC 5.12.120(E).
- ~~(E) **Connection to the Sanitary Sewer System.** Any property to be partitioned that is within the distances specified in OAR 340-071-0160(4)(A) for connection to the City's sanitary sewer system shall require annexation to the City prior to Partition Tentative Plan submittal, unless the Director determines that a topographic or man-made feature makes the connection physically impractical. In the event of such determination, the Partition application may be approved without annexation.~~
- (C) Commercial and Industrial Districts.** Uses requiring Discretionary review, uses requiring specific development standards, new permitted uses and expansion of permitted uses in commercial and industrial districts ~~shall~~ must demonstrate that the use will not generate singly or in the aggregate additional need for key urban services.
- (D) Public Land and Open Space District.** R.V. parks and campgrounds ~~shall~~ must be located on land classified Public Land and Open Space (PLO) and be subject to the specific development standards specified SDC 4.7.220.
- (E) Public and Private Park Uses.** Neighborhood Parks must be shown on the Springfield Comprehensive Plan or an adopted refinement plan, or be reviewed under Type 3 Discretionary Use procedures.

Commentary: Add the Income-Qualified Housing and Commercial to Residential Conversion Standards to the Glenwood Riverfront Mixed-Use Plan District, SDC 3.4.250 Schedule of Use Categories and fix any reference to code standards that were incorrect or changed with these code amendments in the table.

3.4.200 – Glenwood Riverfront Mixed-Use Plan District

3.4.250 Schedule of Use Categories.

In Subareas A, B, C and D, the following uses shall be permitted in the base zoning districts as indicated, subject to the provisions, additional restrictions and exceptions specified in this code. Uses not specifically listed may be approved as specified in SDC [3.4.260](#). Prohibited uses are listed in SDC [3.4.255](#).

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

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

“N” = NOT PERMITTED

SITE PLAN REVIEW SHALL BE REQUIRED for all development proposals within Subareas A, B, C and D.

Categories/Uses	Residential Mixed-Use	Commercial Mixed-Use	Office Mixed-Use	Employment Mixed-Use
Accessory Uses				
A use or uses within a primary use building that is for the residents’ or employees’ benefit and that does not generally serve the public, including, but not limited to, building maintenance facilities, central mail rooms, child care, conference rooms, employee restaurants and cafeterias, indoor recreation areas, and indoor recycling collection centers.	P	P	P	P
Commercial/Retail				
Eating and drinking establishments whose principal activity involves the sale and/or service of prepared foods and beverages directly to consumers, including, but not limited to, bakeries, cafes, delicatessens, restaurants, coffee shops, brew pubs, and wine bars.	S	P	S	S
Personal services whose principal activity involves the care of a person or a person’s apparel, including, but not limited to, fitness centers, spas, hair stylists, shoe repair, dry cleaners, tailors, and daycare.	S	P	S	S
Professional, scientific, research and technical services are small-scale commercial office enterprises whose principal activity involves providing a specialized service to others. These activities can be housed in office storefronts, office buildings, or in	S	P	P	P

Categories/Uses	Residential Mixed-Use	Commercial Mixed-Use	Office Mixed-Use	Employment Mixed-Use
residential or live/work units where such residential use is permitted by this code and include, but are not limited to, legal advice and representation, accounting and income tax preparation, banking, architecture, engineering, design and marketing, real estate, insurance, physicians, and counselors.				
Retail sales and services are commercial enterprises whose principal activity involves the sale and/or servicing of merchandise (new or reused) directly to consumers. Examples include, but are not limited to, bookstores, grocers, pharmacies, art galleries, florists, jewelers, and apparel shops.	S	S	S	S
Educational Facilities*				
Public/private educational facilities for primary and secondary education	S	N	N	N
Public/private educational facilities that include, but are not limited to, higher education aimed at adults; business, professional, technical, trade and vocational schools; job training; and vocational rehabilitation services.	N	P	P	P
Employment				
Business parks	N	N	P	P
Hospitals	N	N	N	P
Light manufacturing uses engaged in the manufacture (predominantly from previously prepared materials) of finished products or parts, including processing, fabrication, assembly, treatment, testing, and packaging of these products. The uses are not potentially dangerous or environmentally incompatible with office employment uses and all manufacturing uses, and storage of materials occurs entirely indoors. These uses include, but are not limited to, manufacture of electronic instruments, preparation of food products, pharmaceutical manufacturing, and research and scientific laboratories.	N	N	N	P
Office employment uses are typically housed in buildings where there is limited interaction between the public and the proprietor. These uses are associated with the performance of a range of administrative, medical, high tech, nanotechnology, green technology, pharmaceutical and biotechnology, information technology, information management, and research and development functions. These uses include, but are not limited to, call centers, corporate or regional headquarters, physicians' clinics, software development, media production, data processing services, and technical support centers.	N	P	P	P
Recycling facilities that occur completely within buildings and are located only on the west side of McVay Highway.	N	N	N	P
Warehousing and distribution uses for the storage and regional wholesale distribution of manufactured products and for products used in testing, design, technical training or experimental product research and development permitted in conjunction with business headquarters.	N	N	N	S
Hospitality				

Categories/Uses	Residential Mixed-Use	Commercial Mixed-Use	Office Mixed-Use	Employment Mixed-Use
Conference/visitor centers include, but are not limited to, conference hotels, visitor information centers, museums, and conference/exposition centers.	N	P	N	N
Hotels include, but are not limited to, inns, bed and breakfasts, guesthouses, extended stay hotels or apartment hotels, limited service hotels, and full service hotels. Hotels may be converted to apartments where such residential use is permitted by this code and the Oregon Structural Specialty Code, related building codes, fire codes and referenced standards in effect at the time of application for a building permit.	N	P	P	N
<i>Residential (High-Density)</i>				
Residential occupancy of a dwelling unit by a household that includes, but is not limited to, apartments, condominiums, live/work units, lofts, row houses, townhouses, and elderly-oriented congregate care facilities.	P	P	P	N
<u>Income-Qualified Housing**</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>
<u>Conversion from commercial to residential***</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>N</u>
<i>Parking</i>				
Public or private parking lots/structures	S	S	S	S
<i>Public Open Space</i>				
Riverfront linear park/multi-use path	P	P	P	P
Park blocks to include recreational facilities and stormwater management facilities.	P	N	N	N
<i>Public Utilities and Other Public Uses</i>				
Low impact facilities are any public or semi-public facility that is permitted subject to the design standards of this code, including, but not limited to, wastewater; stormwater management; electricity and water to serve individual homes and businesses; other utilities that have minimal olfactory, visual or auditory impacts; street lights; and fire hydrants.	P	P	P	P
Public uses, including, but not limited to, fire and police stations.	N	N	P	N
Wireless Telecommunications Systems Facilities. Only flush mounting the entire antenna on a building shall be permitted if the connecting cables cannot be seen; they are color matched to the building; and they match the façade of the building. If conditions do not favor flush mounted antennas, a stand-alone monopole antenna not more than 15 feet high, measured from the place of attachment on the roof, shall be permitted if the antenna is set back so that it cannot be seen from street.	P	P	P	P

* Educational facilities include, but are not limited to, classrooms, auditoriums, labs, gyms and libraries.

** Income-Qualified Housing is permitted subject to either (1) the approval standards in the district for residential uses; or (2) the approval standards in SDC 4.7.370 and 4.7.405.

***Conversion from commercial to residential use is permitted subject to the standards in SDC 4.7.215.

Commentary: Add the Income-Qualified Housing and Commercial to Residential Conversion Standards to the Booth Kelly Mixed-Use Plan District, SDC 3.4.300 Schedule of Use Categories and fix any reference to code standards that were incorrect or changed with these code amendments in the table. Remove the reference to SDC 4.7.100 in the description of “S” Special Standards to be consistent with other code sections that permit uses subject to certain SDC sections.

3.4.300 – Booth Kelly Mixed-Use Plan District

3.4.320 Schedule of Use Categories.

(A) The following uses are permitted subject to Site Plan Review approval, unless exempted elsewhere in this section. It is expected that interim uses of buildings existing prior to the adoption of this section will take place until redevelopment of the entire BKMU Plan District occurs under an approved Conceptual Development Plan.

(B) The following buildings and uses are permitted in this Plan District as indicated subject to the provisions, additional restrictions and exceptions specified in this code.

“P” = PERMITTED USE subject to the standards of this code.

“S” = SPECIAL DEVELOPMENT STANDARDS subject to ~~special locational and/or~~ citeding standards ~~as specified in SDC 4.7.100.~~

“D” = DISCRETIONARY USE subject to review and analysis under Type 3 procedure (SDC 5.9.100) at the Planning Commission or Hearings Official level.

“N” = NOT PERMITTED

SITE PLAN REVIEW IS REQUIRED, unless exempted elsewhere in this code.

<i>Use Categories/Uses</i>	<i>BKMU District</i>
Residential Uses	
Multiple-Unit Housing (SDC <u>4.7.375—4.7.390</u>)	S
<u>Single Room Occupancy</u>	P
<u>Income-Qualified Housing (SDC 4.7.370 and 4.7.405)</u>	S
<u>Conversion from commercial to residential use (SDC 4.7.215)</u>	S
Business and Professional Offices and Personal Services	
Accountants, bookkeepers and auditors	P
Advertising/marketing agencies	P
Architects, landscape architects and designers	P
Art studios, fine and performing	P
Art restoration	P
Attorneys	P
Audio/video production studio	P
Authors/composers	P
Bank, credit unions and savings and loans	P
Barber and beauty shops	P

Use Categories/Uses	BKMU District
Business schools	P
Catering services	P
Clinics and research/processing laboratories	P
Collection agencies	P
Commodity contract brokers and dealers	P
Computer and information services	P
Child care facilities (See SDC 4.7.125340)	S
Dentist	P
Detective and protective agencies	P
Diaper service	P
Doctors	P
Grafting, graphics and copy services	P
Employment agencies	P
Engineers and surveyors	P
Financial planning, investment services	P
Funeral services	P
Graphic art services	P
Gymnastics instruction	P
House cleaning services	P
Insurance carriers, agents, brokers and services	P
Interior decorator and designers	P
Laundry, dry cleaning, including self service, and ironing services	P
Loan companies, other than banks	P
Locksmiths	P
Lumber brokers	P
Mailing services/mail order sales	P
Management and planning consultants	P
Manufactured unit as a temporary construction or general office or sales office	P
Motion picture studio/distribution	P
Newspaper office and production	P
Non-profit organizations	P
Opticians	P
Performing arts instruction	P
Photocopying	P
Photography studios	P
Planners, land use	P
Printing/publishing	P
Private investigator	P
Psychologists and counselors	P
Real estate sales and management	P
Scientific and educational research	P
Security systems services	P
Self-defense studio	P
Shoe repair	P
Stenographers and secretarial services	P
Stockbrokers	P
Swimming pool cleaning	P

Use Categories/Uses	BKMU District
Tailors	P
Tanning salons	P
Telephone answering services	P
Title companies	P
Travel agencies	P
TV and radio broadcasting studios	P
Typing services	P
Window cleaning	P
Certain Wireless Telecommunications Systems Facilities	See SDC 4.3.145
<i>Eating and Drinking Establishments</i>	
Cocktail lounges	P
Delicatessens	P
Sit down restaurants	P
Taverns	P
<i>Recreational Facilities (SDC 4.7.205)</i>	
Amusement park	P
Arcades	P
Art studios, fine and performing	P
Athletic field	P
Auditoriums	S
Batting cages	S
Bingo parlors	P
Bowling alleys	P
Dance halls	S
Exercise studios	P
Exhibition hall	P
Golf driving range	P
Gyms and athletic clubs	P
Hot tub establishments	P
Hydrotubes	S
Miniature auto race track	P
Miniature golf	P
Movie theaters, indoor	P
Movie theaters, drive-in	S
Non-alcoholic nightclubs	P
Off-track betting facility	P
Parks, private and public	P
Play/tot lot	P
Playground	P
Pool halls	P
Recreation center	P
Riding stable	P
Shooting range	S
Skating rinks	S
Stadiums	S
Swimming pools	P
Tennis, Racquetball and handball courts	P

Use Categories/Uses	BKMU District
Theater, legitimate	P
Velodromes	S
Water skiing facilities	P
Retail Sales	
Antiques	P
Apparel	P
Art galleries and museums	P
Art supplies	P
Auction / flea markets	P
Automobiles (SDC 4.7.115)	NS
Bakeries	P
Bicycles	P
Boats (SDC 4.7.115)	SP
Books	P
Camera and photographic supplies	P
Campers	N
Candy, nuts and confectionery	P
China, glassware and metal ware stores	P
Cigars and cigarettes	P
Computers, calculators and other office machines	P
Convenience stores	P
Dairy products	P
Department stores	P
Draperies, curtains and upholstery	P
Dry goods, and general merchandise	P
Electrical supplies	P
Equipment rental and leasing	P
Fabrics and accessories	P
Factory Outlet stores	P
Farm equipment	P
Feed, grain and hay stores	P
Film drop-off and pick-up	P
Fish	P
Floor coverings	P
Florists	P
Fruits and vegetables	P
Furniture	P
Furriers	P
Groceries	P
Hardware	P
Hobby supplies	P
Household appliances	P
Jewelry	P
Liquidation Outlets	P
Luggage and leather	P
Magazines and newspapers	P
Mail order houses	P

Use Categories/Uses	BKMU District
Manufactured (mobile) / modular homes	P
Meats	P
Medical and dental supplies	P
Musical instruments and supplies	P
Novelties and gifts	P
Office equipment	P
Paint, glass and wallpaper	P
Pharmacies	P
Pottery	P
Radios, televisions and stereos	P
RVs, fifth wheelers and trailers (SDC 4.7.115)	P
Sewing machines	P
Shoes	P
Small electrical appliances	P
Sporting goods	P
Stationary stores	P
Supermarkets	P
Toys	P
Transient merchants	P
Weapons dealers	P
<i>Social and Public Institutions</i>	
Charitable services	P
Community and senior centers	P
Educational branch facilities	P
Fraternal and civic organizations	P
Labor unions	P
Public offices	P
<i>Transient Accommodations</i>	
Emergency shelter / facilities	P
Hotels	P
Motels	P
RV parks	P
Youth hostels	P
<i>Transportation Facilities (SDC 4.7.240)</i>	
Docks and marinas	D
Heliports	S
Helistops	S
Linear park	P
Train stations	S
Transit stations	D
<i>Warehouse Commercial Retail and Wholesale Sales</i>	
Cold storage lockers	D
Electrical supplies	P
Floor covering sales	P
Large electrical appliance sales	P
Lumber yards and building materials	D
Merchandise vending machine operators	P

Use Categories/Uses	BKMU District
Mini warehouses, other inside storage	P
Outdoor storage areas/yards	P
Plumbing and heating supplies and contractors	P
Unfinished furniture	P
Warehouse/commercial uses engaged primarily in the wholesaling of materials to the construction industry (SDC 3.4.3304.7-245)	PS
Wholesale trade, warehousing, distribution and storage	P
Manufacture and/or Assembly of:	
Appliance	P
Apparel and other finished products made from canvas, cloth, fabrics, feathers, felt, leather, textiles, wool, yarn and similar materials	P
Chemical and chemical products	P
Communication equipment, including radio and television equipment	P
Compounding, or treatment of the following previously prepared materials: bone, cellophane, clay, cork, Fiberglas, glass, hair, horns, metal, paper, plastics, shells, stones, synthetic resins, textiles, tobacco, wool and yarns.	P
Concrete blocks. Cinder blocks and septic tanks	P
Costume jewelry, novelties, buttons and misc. notions	P
Cutlery, hand tools and hardware	P
Dairy products, including butter, cream, cheese, milk, yogurt	P
Electronic components and accessories	P
Electronic transmissions and distribution equipment	P
Engineering, laboratory, scientific and research instruments	P
Finished wood manufacturing and assembly, including cabinets, door frames and picture frames	P
Food processing and packaging to include candy and other confectionary products, vegetables, meat, poultry and seafood	P
Furniture, including restoration	P
Greeting cards, business forms and other business related printing	P
Industrial machinery	P
Lumber, wood and paper products	P
Manufactured/modular housing and allied components	P
Measuring, analyzing and controlling instruments	P
Medical, dental and surgical equipment and supplies	P
Medicinal chemicals and pharmaceutical products	P
Metal and metal alloy products	P
Metal fabrication machine shops	P
Musical instruments	P
Office computing and accounting equipment	P
Optical instruments, including lenses	P
Paints, varnishes, lacquers, enamels and allied products	P
Prosthetic and orthopedic devices	P
Perfumes and toiletries	P
Photographic equipment and supplies	P
Signs and advertising display	P
Toys, sporting and athletic goods	P
Transportation equipment including airplanes, auto, boats, buses, helicopters, motorcycles, railroad cars, RVs, trailers and trucks	P

Use Categories/Uses	BKMU District
Watches, clocks and related components	P
Other Primary Industrial Uses (SDC 4.7.245)	
Business, labor, scientific and professional organizations	P
Cleaning and dyeing plants	P
Ice and cold storage plants	P
Lubricating oils and greases	P
Media productions, including TV and radio broadcasting, motion picture production and newspaper/books/periodical publishing	P
Plating, and coating works	P
Regional distribution headquarters	P
Research development and testing laboratories and facilities	P
Recycling facilities	P
Warehouse/commercial uses engage primarily in the wholesaling of materials to the construction industry (SDC 3.4.330)	<u>PS</u>
Transportation Related, Non-manufacturing	
Automotive and heavy equipment repair and service including the recapping and re-treading of tires	P
Maintenance facilities for passenger bus vehicles or motor freight vehicles	P
Education	
College level education facilities	P
Trade schools	P
Public and Private Parks (SDC 3.4.3304.7.200)	
Pocket/neighborhood parks	<u>PS</u>
Community parks	<u>PS</u>
Public Utility Facilities	
Communications towers, transmitters and relays	D
High impact facilities (SDC 4.7.160)	S
Low impact facilities	P
Fish hatcheries	P

3.4.325 Base Zone Development Standards.

Commentary: The standards in SDC 3.4.325 were reorganized to make the code clearer and easier to interpret and to remove references to code that no longer apply; the content of the section was not changed.

(A) **Lot Area, Dimensions, and Coverage.** The minimum lot ~~or~~ parcel size in the BKMU Plan District ~~shall be~~ is 6,000 square feet for residential and commercial uses and 10,000 square feet for industrial uses. No land division is permitted prior to approval of a Conceptual Development Plan for the BKMU Plan District. The Director may waive the requirement that buildable City lots/parcels have frontage on a public street as specified in SDC 4.2.120(A).

(B) **Setbacks.**

~~(1) Unless modified by solar access standards, l~~ andscaped setbacks from the exterior boundaries of the BKMU Plan District and setbacks abutting existing and

future public or private rights-of-way dedicated on the approved Conceptual Development Plan ~~shall~~ must be 10 feet for buildings and 5 feet for parking and driveways. Zero lot line structures are permitted.

- (2) ~~(C)~~ Where an easement is larger than the required setback standard, no building or above grade structure, except a fence, ~~shall~~ may be built upon or over that easement.

(C) Height.

- (1) ~~(D)~~ There ~~shall be~~ are no building height standards in the BKMU Plan District unless abutting an R-2 use. In this case, the following building height limitation applies:
- (2) When abutting an R-2 use, the building height limitation ~~shall~~ must be no greater than that permitted in R-2 use for a distance of 50 feet.
- (3) ~~(E)~~ Incidental equipment may exceed the height standards if no additional floor space exceeding that necessary for the equipment is provided

Commentary: The standards in this section were moved from 4.7.100 as they only apply to the Booth Kelly Mixed-Use District; specifically, SDC 4.7.200 (Public and Private Parks (in the BKMU District)), SDC 4.7.210 (Residential Uses in Commercial Districts (in the BKMU District)), and SDC 4.7.245 (Warehouse Commercial Retail and Wholesale (in the BKMU District)).

3.4.330 Booth Kelly Mixed-Use Development Standards—Specific

(A) Residential Uses.

- (1) In the BKMU Plan District, residential uses must be encouraged as second story uses above commercial and industrial uses and must not occupy more than 35 percent of the land area within the BKMU Plan District. All R-2 development standards specified in SDC 3.2.200 apply.

(B) Commercial Uses.

(1) Warehouse Commercial Retail and Wholesale.

- (a) Buildings must be located to minimize the visibility of outdoor storage yards or areas.
- (b) Outdoor storage yards must only be permitted as a secondary use.
- (c) Any outdoor storage yard or area must be surrounded by a sight obscuring fence.

- (2) **Light-Medium Industrial and Warehousing.** For Warehouse-Commercial use, at least 50 percent of the structure is used for storage of materials and 50 percent or less may be used for combined retail and office floor space.

(C) Standards for Public and Private Parks

- (1) Public parks must be designated in the Springfield Comprehensive Plan including the Willamalane Park and Recreation District Comprehensive Plan or be approved in accordance with a Discretionary Use application as specified in SDC 5.9.100.
- (a) Community Parks must be designated on a Park Facilities Plan adopted by the City, or be approved in accordance with Type 3 review procedure (Discretionary Use).
- (b) A Traffic Impact Study must be prepared by a Traffic Engineer and approved by the City Engineer.

4.7.100 – Specific Development Standards

Commentary: As this standard only applies to the CC District, it should be moved to SDC 3.2.330 [Commercial Districts] Development Standards – Specific.

4.7.110 Animal Overnight Accommodations.

~~Buildings used for the overnight accommodation of animals, and structures that enclose animals outside of buildings, shall be constructed to ensure that noise or odor do not disturb the normal operation or tranquility of neighboring residential, business, campus industrial or public land uses.~~

Commentary: To make the code clearer and easier to interpret, the standards in SDC 4.7.115 were reorganized; the overall content of the section was not changed.

4.7.115 Motor vehicle sales, rental, or service; equipment sales, rental, or service; and RV, Boat, and manufactured dwelling sales, rental, or service.

- (A) Motor vehicle, equipment, RV, boat, or watercraft sales (new or used) or rental use.:
 - (1) Must occupy an office/sales building (new construction) or any existing structure of at least 1,000 square feet, with non-metallic siding and roofing, and located where possible on the front portion of the lot or parcel.
 - (a) The use must install a decorative iron or masonry fence, raised planter, or combination thereof that will prevent a motor vehicle, equipment, RV, or boat from encroaching on sidewalks.
 - (b) A used vehicle sales use is not allowed to expand onto additional property not previously occupied by and approved for used vehicle sales use within the previous 90 days.

(c) All truck rental facilities must have approved concrete wheel stops and a 4-foot high fence where permitted in this code, preferably chain or cable, with bollards placed at 5-foot intervals and secured in the ground with concrete footings of appropriate size and depth to prevent trucks from driving on sidewalks or over curbs. These barriers must be located between the sidewalk and the paved parking or travel area.

(2) Sales of used motor vehicle, equipment, RV, boat, or watercraft are permitted only as secondary uses in the Downtown Exception Area, i.e., where a new sales use is the primary use. If a new sales use terminates business in the Downtown Exception Area, and that new sales use also included the sale of used motor vehicle, equipment, RV, or boat, the used sales may continue to be sold from those premises and the business will be classified as a pre-existing nonconforming use.

(B) Manufactured Dwelling and RV Sales

(1) A permanent office/sales building of at least 1,000 square feet, with non-metallic siding and roofing, which may be a Manufactured Home, must be located where possible on the front of the lot or parcel, prior to the sale or rental of any manufactured dwelling, RV, or accessory product.

(2) Are Prohibited in the Downtown Exception Area.

(C) Motor vehicle repair and service

(1) All activities associated with motor vehicle, RV, and boat repair and service, with the exception of maintenance activities including the pumping of gas or changing tires, must take place within a building constructed to ensure that noise or odors do not disturb the normal operation or tranquility of neighboring residential, commercial, campus industrial or public land uses. Storage of motor vehicles and boats to be repaired must be screened by a sight-obscuring fence. A 5-foot wide landscape strip must be installed along the street frontage of all service stations.

(B) In the BKMU Plan District, boat, and RV sales must be located entirely indoors and primarily sell new units.

~~4.7.115 Auto, Manufactured Dwelling, RV, Boat, Motorcycle and Truck Sales, Service and Rentals.~~

~~(A) — Prior to the sale or rental of any vehicle:~~

~~(1) — Auto and truck dealers shall occupy an office/sales building (new construction) or any existing structure of at least 1,000 square feet, with non-metallic siding and roofing, and located where possible on the front portion of the lot/parcel. Used car and truck sales or car rentals shall be permitted only as secondary uses in the Downtown Exception Area, i.e., where a new car dealership is the primary use. If a new car dealership terminates business in the Downtown Exception Area, and that new car dealership also included the sale of new cars, used cars may continue to be sold from those premises and the business shall be classified~~

~~as a pre-existing nonconforming use. The business shall install a decorative iron or masonry fence, raised planter or combination thereof that will prevent vehicles from encroaching on sidewalks. Under no circumstances shall the used car sales business be allowed to expand onto additional property not occupied by used car sales within the previous 90 days.~~

~~(2) — All truck rental facilities shall have approved concrete wheel stops and a 4-foot high fence where permitted in this code, preferably chain or cable, with bollards placed at 5-foot intervals and secured in the ground with concrete footings of appropriate size and depth to prevent trucks from driving on sidewalks or over curbs. These barriers shall be located between the sidewalk and the paved parking or travel area.~~

~~(B) — **Mobile/Manufactured Dwelling and RV Sales Are Prohibited in the Downtown Exception Area.** A permanent office/sales building of at least 1,000 square feet, with non-metallic siding and roofing, which may be a Class A Manufactured Home, shall be located where possible on the front of the lot/parcel, prior to the sale or rental of any vehicle, home or accessory product.~~

~~(C) — All activities associated with motor vehicle repair and service, with the exception of maintenance activities including the pumping gas or changing tires, shall take place within a building constructed to ensure that noise or odors do not disturb the normal operation or tranquility of neighboring residential, commercial, campus industrial or public land uses. Storage of motor vehicles to be repaired shall be screened by a sight-obscuring fence. Service stations in the NC District shall be limited to 2 pumps. A 5-foot wide landscape strip shall be installed along the street frontage of all service stations.~~

~~(D) — Storage of boats and motorcycles to be repaired shall be screened by a sight-obscuring fence.~~

~~(E) — In the BKMU Plan District, automobile, boat, camper and RV sales shall be located entirely indoors and primarily sell new units.~~

Commentary: As this standard only applies to the GO District, it should be moved to SDC 3.2.330 [Commercial Districts] Development Standards – Specific.

4.7.145 Eating and Drinking Establishments.

~~The cumulative total area of sit-down restaurants and delicatessens, secondary retail uses and exercise studios in the GO District shall be limited to no more than 10 percent of the gross floor area of the office building in which they are sited.~~

Commentary: As this standard only applies to Garden Supply and Feed Stores in the MRC District, it should be moved to SDC 3.2.330 [Commercial Districts] Development Standards – Specific.

~~4.7.150 Garden Supply and Feed Stores.~~

~~Garden supply and feed and seed stores shall be permitted only as secondary uses in the MRC District. The bulk storage or sales of fertilizer, feed or plant materials that require heavy equipment for loading is prohibited.~~

Commentary: Following the recent Development Code Update Project, the use 'Manufactured Dwelling as a Permanent Office' was removed from the code (it was listed in 3.2.410 as part of the 'Secondary Uses Serving or Related to On-Site Industrial Uses'). During that code rewrite, the distinction between Type 1 and Type 2 manufactured dwelling units was also removed. This standard should be moved to SDC 3.2.428 Development Standards [Industrial Districts]— Specific, as the use is specific to the Light Medium Industrial and Heavy Industrial Districts and listed as a 'secondary use' in the permitted use table 3.2.420.

~~4.7.170 Manufactured Dwelling as a Permanent Office.~~

~~**Permanent Office.** A manufactured dwelling, provided it meets City and State construction and safety standards for the proposed use, may be used as a permanent office building in the Light-Medium Industrial and Heavy Industrial Districts provided the following conditions are met prior to occupancy:~~

- ~~(A) — A permanent foundation is provided for the manufactured dwelling.~~
- ~~(B) — Siding shall be compatible with adjacent structures; the roof shall have a minimum 16 percent pitch.~~
- ~~(C) — Foundation covers, skirting, landscaping and backfill shall be required.~~
- ~~(C) — The manufactured dwelling shall be a Type 1 or Type 2 unit.~~
- ~~(D) — Compliance with these regulations shall be a condition of continued use of the manufactured dwelling on the property.~~

Commentary: Following the recent Development Code Update Project, the applicable standard in the permitted uses table of SDC 3.2.320 was incorrectly listed as 4.7.145. The correct standard for the 'Manufacture or assembly of goods or products to be sold on premises' is this standard – 4.7.175. That error was corrected in the permitted use table. This use is also only permitted in the CC District. Therefore, this standard should be moved to SDC 3.2.330 [Commercial Districts] Development Standards – Specific.

~~4.7.175 Manufacturing as a Secondary Use in Commercial Districts.~~

~~Manufacture or assembly of goods or products shall occur indoors, shall not generate more noise, odor or other physical attributes than the permitted uses, shall occupy less than 50 percent of the floor area of the building, and the goods or products shall be sold on premises.~~

Commentary: The mixed-use code sections will be changed at a later date. Amended standards in this section focus on outdated or incorrect references.

- *Remove references to the “S” designation in Tables 3.2.320 Commercial Permitted Uses, 3.2.420 Industrial Permitted Uses, and 3.2.210 Residential Permitted Uses as the “S” designation was removed during the Development Code Update Project.*
- *The Residential and Child Care Standards in (C)(3) were changed during previous Development Code Update Projects.*
- *The Professional Offices standards in 4.7.190 was moved to SDC 4.7.335 Professional Offices in Residential Districts.*

4.7.180 Mixed Use Districts.

- (A) Specific development standards for the MUC District ~~shall be~~ are the same as those specified in SDC ~~3.2.3240~~ as an “~~S~~” use and listed in applicable subsections of SDC 4.7.100, and the following:

EXCEPTIONS:

- (1) Drive-through uses may conflict with safe and convenient movement of pedestrians and bicycles within MUC Districts. A drive-through use, for the purposes of this section, is defined as a business activity involving buying or selling goods or provision of services wherever one of the parties conducts the activity from within a motor vehicle. Facilities ~~usually~~ associated with a drive-through usually involve queuing lines, service windows, service islands, and service bays for vehicular use. Drive-through uses are therefore not permitted in MUC Districts unless the use is incidental to a primary site use, and when designed in conformance with the following standards:
- (a) The drive-through use ~~shall~~ must be limited to service windows which are part of a primary use structure, and no more than 2 queuing lanes.
- (b) Drive-up facilities ~~shall~~ must be designed so that circulation and drive-up windows are not adjacent to sidewalks or between buildings and the street, to the maximum extent practicable.
- (2) **Parking Lots and Parking Structures, Public and Private.**
- (a) In MUC Districts, surface parking lots abutting public streets ~~shall~~ must include perimeter landscaping and ~~shade trees~~ parking lot planting as specified in SDC ~~3.2.3245~~ and 4.4.1050.
- (b) Parking structures located within 20 feet of pedestrian facilities, including, but not limited to: public or private streets, pedestrian accessways, greenways, transit stations, shelters, or plazas, ~~shall~~ must provide a pedestrian-scale environment on the façade facing the pedestrian facility. One or more of the following techniques may be used:
- (i) Provide retail or office uses on the ground floor of the parking structure facing the pedestrian facility;

- (ii) Provide architectural features that enhance the ground floor of a parking structure adjacent to the pedestrian facility, for example, building articulation, awnings, canopies, building ornamentation and art; and/or
 - (iii) Provide pedestrian amenities in the transition area between the parking structure and pedestrian facility, including landscaping, trellises, seating areas, kiosks, water features with a sitting area, plazas, outdoor eating areas, and drinking fountains.
- (c) In MUC Districts, parking lots ~~shall~~ must be located beside or behind buildings, internal to the development on a site. Existing or new outparcel buildings between a large parking lot and the street ~~shall~~ must be used to help define the streetscape, and lessen the visual impact of the parking lot from the street.
- (d) Small scale repair and maintenance services. In MUC Districts these services ~~shall~~ must take place entirely indoors, and buildings ~~shall~~ must be constructed and utilized to ensure that noise or odor ~~do~~ es not disturb the normal operation and tranquility of neighboring residential and business areas.
- (B) Specific development standards for uses within the MUE District ~~shall be~~ are the same as those specified in SDC ~~3.2.4240~~ 3.2.4210 as an ~~“S”~~ “*S” use and listed in applicable subsections of this section.
- (C) Specific development standards for uses within the MUR District ~~shall be~~ are the same as those specified in SDC ~~3.2.210~~ 3.2.210 as an ~~“S”~~ “*S” use and listed in applicable subsections of this section as they apply to ~~R-2 MDR~~ and ~~R-3 HDR~~ development.

EXCEPTIONS:

- (1) Professional offices specified in SDC ~~4.7.3354.7.190~~ 4.7.3354.7.190 are exempt from those specific development standards, but ~~shall~~ must meet the standards for development specified in SDC ~~3.2.630(C)(3)~~ 3.2.630(C)(3).
- (2) The MUR District allows uses that are not allowed in the ~~MDR-R-2~~ and ~~R-3 HDR~~ Districts. Permitted uses are listed in SDC ~~3.2.610~~ 3.2.610. Nonresidential uses that are not “professional office” related but have “S” designations in SDC ~~3.2.610~~ 3.2.610, ~~shall~~ must comply with the development standards listed in SDC ~~3.2.630(C)(3)~~ 3.2.630(C)(3).
- (3) Residential and Child Care Uses ~~shall~~ must comply with the specific development standards listed in SDC ~~4.7.425340 and 4.7.350~~ 4.7.425340 and 4.7.350.

Commentary: Following the recent Development Code Update Project, the distinction between Type 1 and Type 2 manufactured dwelling units was removed. Therefore, remove (D) and clarify throughout 4.7.185 that the night watchman's quarters refer to a "manufactured home" and not a "manufactured unit".

4.7.185 Night Watchman's Quarters.

A manufactured home unit, provided it meets City and State standards for safety and construction, may be used as a permanent residence for employees of businesses or property owners in Community Commercial, Light Medium Industrial, and Heavy Industrial Districts when their presence is required for security purposes by the employer 24 hours a day; provided the following standards are met.

- (A) A permanent foundation ~~shall~~must be provided for the manufactured ~~unit~~home, unless the manufactured ~~unit~~home will be used for less than 120 days.
- (B) The manufactured ~~unit~~home ~~shall~~must be removed from the premises within 30 days if the business requiring security personnel or the property owner ceases operation.
- (C) Foundation cover-skirting, landscaping, and backfill ~~shall be~~is required.
- ~~(D) — The manufactured unit is either a Type 1 or Type 2.~~

Commentary: Move this section to 4.7.335 Professional Offices in Residential Districts as the standards in this section are specific to professional offices in residential districts.

4.7.190 Professional Offices.

- ~~(A) — Professional offices in residential districts are permitted when:~~
 - ~~(1) — The lots/parcels are adjacent to CC, MUC or MRC Districts; and~~
 - ~~(2) — The majority of the square footage of the structure on the lot/parcel is not more than 100 feet from CC, MUC or MRC Districts. Where public right-of-way separates the residential district from the commercial district, the right-of-way width is not counted in the measurement.~~
- ~~(B) — A professional office exceeding 2,000 square feet of gross floor area shall abut an arterial or collector street.~~
- ~~(C) — No parking shall be permitted within the front yard setback. Required parking shall be screened from the public view.~~
- ~~(D) — For structures on the Springfield Historic Inventory, any external modification shall be fully compatible with the original design.~~
- ~~(E) — Professional offices permitted are limited to: accountants, architects, attorneys, computer programmers, designers, engineers, insurance agencies, investment counselors, licensed real estate agents, medical and dental practitioners, counselors, planners, and studios for artists, interior decorators and photographers, and similar~~

~~general office uses engaged in support services to their businesses and/or their parent companies.~~

~~(F) — A minimum of 25 percent of the lot/parcel shall be landscaped.~~

Commentary: The screening standards listed in (A) are incorrect. They have been amended to reference SDC 4.4.110 Screening.

4.7.195 Public/Private Elementary/Middle Schools.

(A) Schools are identified in the Metro Plan or Springfield Comprehensive Plan as key urban services, ~~which shall and must~~ be provided in an efficient and logical manner to keep pace with demand. Schools may be located in any ~~zone-district~~ that permits schools. A unique relationship exists between schools and the community, which requires special consideration when applying screening standards. Maintaining clear sight lines for the security and safety of children is desirable and may be achieved through the use of non-opaque fencing and/or landscaping. The screening standards in SDC ~~4.4.110 5.17.100~~ are applied only when required to screen playground structures, spectator seating facilities, parking, storage yards and trash receptacles or where significant conflicts are determined by the Director.

Commentary: The standards in this section specific to the Residential Districts, Booth Kelly Mixed-Use District (BKMU), Public Land and Open Space District (PLO), and the Urbanizable Fringe Overlay District (UF-10) will be moved to their applicable district (SDC 3.4.330 Booth Kelly Mixed-Use Development Standards—Specific, 3.2.720 Base Zone Development Standards [in the PLO District]—Specific, 3.3.825 Development Standards [in the UF-10 District]), and 4.7.330 Public and Private Parks in Residential Districts).

4.7.200 Public and Private Parks.

~~Public parks shall be designated in the Metro Plan including the Willamalane Park and Recreation District Comprehensive Plan or be approved in accordance with a Discretionary Use application as specified in SDC 5.9.100.~~

(A) — Standards for Public and Private Parks in the BKMU District.

~~(1) — Community Parks shall be designated on a Park Facilities Plan adopted by the City, or be approved in accordance with Type 3 review procedure (Discretionary Use).~~

~~(2) — A Traffic Impact Study shall be prepared by a Traffic Engineer and approved by the City Engineer.~~

(B) — Standards for Public and Private Parks in the PLO District.

~~(1) — Primary access shall be on arterial or collector streets unless specified or exempted elsewhere in this section.~~

- ~~(2) — Stadiums, swimming pools and other major noise generators within parks shall be located at least 30 feet from residential property lines and screened by a noise attenuating barrier.~~
- ~~(3) — Community and regional parks shall be designated on a Park Facilities Plan adopted by the City, or be approved in accordance with Type 3 review procedure (Discretionary Use).~~
- ~~(4) — A Traffic Impact Study must be prepared by a Traffic Engineer and approved by the City Engineer.~~

~~**(C) — Standards for the Urbanizable Fringe Overlay District.** Neighborhood Parks must be shown on the Metro Plan or an adopted refinement plan, or be reviewed under Type 3 Discretionary Use procedures.~~

Commentary: These standards are specific to the Public Land and Open Space standards. Therefore, move these standards to SDC 3.2.720 Base Zone Development Standards [in the PLO District]—Specific.

~~4.7.203 Public Land and Open Space.~~

- ~~(A) — Primary access shall be on arterial or collector streets except as provided or exempted elsewhere in SDC 3.2.700.~~
- ~~(B) — Stadiums, swimming pools and other major noise generators shall be located at least 30 feet from residential property lines and shall be screened by a noise attenuating barrier.~~
- ~~(C) — Community and regional parks shall comply with the criteria specified in SDC 4.7.200(B).~~
- ~~(D) — For all special uses, a traffic impact study shall be prepared as specified in SDC 4.2.105(A)(4).~~
- ~~(E) — R.V. parks and campgrounds within regional parks shall comply with the standards specified in SDC 4.7.220(D).~~

Commentary: Remove this section and move the standards to their respective district.

- For standard (A), move this standard to SDC 3.2.330 Development Standards [in Commercial Districts] – Specific as this standard is specific to commercial districts in areas designated mixed-use.*
- For standard (B), remove this standard from the code. The phrase ‘the residential development standards of the applicable mixed-use zoning and/or overlay district apply to the residential use’ is an obvious statement and redundant if it was moved to the mixed-use zoning district standards in either SDC 3.2.600 or SDC 4.7.180.*
- For standard (C), it was originally listed in Table 3.2.215 but was removed during the 2022 Development Code Update Project. Remove this standard and apply the correct references to Setbacks (SDC 3.2.220) and Height (SDC 3.2.230) in Table 3.2.320 Permitted Uses in Commercial Districts.*

- *For standard (D), move this standard to SDC 3.4.330 Booth Kelly Mixed-Use Development Standards—Specific as there is no reference to this standard in the Booth Kelly Mixed-Use District.*

~~4.7.210 Residential Uses in Commercial Districts.~~

- ~~(A) In areas designated mixed use on the Springfield Comprehensive Plan Map or a Refinement Plan diagram, Plan District map, or Conceptual Development Plan, multiple unit housing developments must meet the standards as specified in the applicable regulation. R-2 and R-3 District standards contained in this code must be followed where the Springfield Comprehensive Plan Map, a Refinement Plan diagram, Plan District map, or Conceptual Development Plan does not specify development standards, or in areas where no applicable regulation has been prepared.~~
- ~~(B) In areas with mixed use zoning, the residential development standards of the applicable mixed use zoning and/or overlay district apply to the residential use.~~
- ~~(C) One single unit dwelling, detached or attached to a commercial building in the NC or CC Districts as a secondary use, shall comply with the residential development standards of SDC 3.2.215 concerning setbacks and height.~~
- ~~(D) In the BKMU Plan District, residential uses shall be encouraged as second story uses above commercial and industrial uses and shall not occupy more than 35 percent of the land area within the BKMU Plan District. All MDR development standards specified in SDC 3.2.200 apply.~~

Commentary: House Bill 2984 requires local governments to allow conversion of a building from commercial to residential use without requiring a zone change or conditional use permit, as long as the land is not in an industrial district. The conversion is subject to the following special standards.

4.7.215 Conversion from Commercial to Residential Use

- ~~(A) The conversion of a building or a portion of a building from a commercial use to a residential use is permitted in all districts that allow the development of a commercial use.~~
- ~~(B) Except in land use districts where residential uses are a permitted or conditional use and subject to the standards and requirements of said district, commercial buildings in the following areas may not be converted to residential uses:~~
- ~~(1) Properties that are in an industrial district.~~
 - ~~(2) Properties that the review authority determines cannot be adequately served by water, sewer, storm water drainage or streets at the time that the development is complete;~~
 - ~~(3) Properties in the Hillside Overlay District;~~

- (4) Properties in the Floodplain Overlay District;
 - (5) Within Water Quality Limited Watercourse riparian areas specified in SDC 4.3.115(A); and
 - (6) Within development setbacks for locally significant wetlands and riparian areas as specified in SDC 4.3.117(C).
- (C) In cases where the development standards in this section conflict with standards found in other sections of this code, the standards in this section will prevail.

Commentary: This standard is specific to the GO District; therefore, move this standard to SDC 3.2.330 [Commercial Districts] Development Standards – Specific.

~~4.7.230 Secondary Retail Sales in the GO District.~~

~~The cumulative total area of secondary retail uses, exercise studios, and sit-down restaurants and delicatessens in the GO District shall be limited to no more than 10 percent of the gross floor area of the office building in which they are sited.~~

Commentary: This standard is specific to the NC District; therefore, move this standard to SDC 3.2.330 [Commercial Districts] Development Standards – Specific.

~~4.7.235 Small Scale Repair and Maintenance Services.~~

~~In the NC District, these services shall take place entirely indoors, and buildings shall be utilized to ensure that noise or odor do not disturb the normal operation and tranquility of neighboring residential and business area.~~

Commentary: Remove this section and move the standards to their respective district. For standards (A) through (F), move the standards to SDC 3.2.428 Development Standards [Industrial Districts]—Specific, as the use is specific to the Industrial Districts. For standards (G)(1) through (4), move the standards to SDC 3.4.330 Booth Kelly Mixed-Use Development Standards—Specific.

~~4.7.245 Warehouse and Wholesale Sales.~~

~~(A) Buildings shall be located in the front of lots/parcels, where possible, to minimize the visibility of outdoor storage yards or areas.~~

~~(B) Any outdoor storage yard or area shall be surrounded by a sight-obscuring fence.~~

~~**EXCEPTION:** Sales of heavy equipment and trucks does not require fencing.~~

~~(C) In the Downtown Exception Area, the storage and display of rental equipment shall be confined within a building.~~

- ~~(D) Existing uses in this category shall adhere to the standards of subsections (B) and (C), above by May 5, 1991.~~
- ~~(E) For mini-storage facilities, an on-site manager's living quarters shall be permitted when the living quarters are constructed as part of and attached to a new or existing mini-storage facility.~~
- ~~(F) **Light-Medium Industrial and Warehousing.** For Warehouse-Commercial use, at least 50 percent of the structure shall be used for storage of materials and 50 percent or less may be used for combined retail and office floor space.~~
- ~~(G) Special provisions for the BKMU District:
 - ~~(1) Buildings shall be located to minimize the visibility of outdoor storage yards or areas.~~
 - ~~(2) Outdoor storage yards shall only be permitted as a secondary use.~~
 - ~~(3) Any outdoor storage yard or area shall be surrounded by a sight-obscuring fence.~~
 - ~~(4) **Light-Medium Industrial and Warehousing.** For Warehouse-Commercial use, at least 50 percent of the structure is used for storage of materials and 50 percent or less may be used for combined retail and office floor space.~~~~

Commentary: These standards are specific to the Public Land and Open Space standards. Therefore, move these standards to SDC 3.2.720 Base Zone Development Standards [in the PLO District]—Specific.

~~4.7.250 Wellness Centers in the PLO District.~~

- ~~(A) The building is owned by a public agency.~~
- ~~(B) The center is secondary to a primary public community recreation center on the same development site. The square footage that is dedicated to non-public, wellness-related uses shall not exceed 50 percent of the combined total area (within the center and within the primary recreation facility) that is dedicated to public, recreation-related uses.~~

4.7.300 – STANDARDS AND REGULATIONS FOR CERTAIN RESIDENTIAL USES AND CERTAIN USES IN RESIDENTIAL DISTRICTS

Commentary: The standards in this section were moved from 4.7.200 Public and Private Parks as the standards in this section are specific to public and private parks in residential districts.

4.7.330 Public and Private Parks in Residential Districts

Public parks must be designated in the Willamalane Park and Recreation District Comprehensive Plan or be approved in accordance with a Discretionary Use application as specified in SDC 5.9.100.

Commentary: The standards in this section were moved from 4.7.190 Professional Offices as the standards in this section are specific to professional offices in residential districts.

4.7.335 Professional Offices in Residential Districts

- (A) Professional offices in residential districts are permitted when:
 - (1) The lots or parcels are adjacent to CC, MUC or MRC Districts; and
 - (2) The majority of the square footage of the structure on the lot or parcel is not more than 100 feet from CC, MUC or MRC Districts. Where public-right-of-way separates the residential district from the commercial district, the right-of-way width is not counted in the measurement.
- (B) A professional office exceeding 2,000 square feet of gross floor area must abut an arterial or collector street.
- (C) No parking is permitted within the front yard setback. Required parking must be screened from the public view.
- (D) For structures on the Springfield Historic Inventory, any external modification must be fully compatible with the original design.
- (E) Professional offices permitted are limited to: accountants, architects, attorneys, computer programmers, designers, engineers, insurance agencies, investment counselors, licensed real estate agents, medical and dental practitioners, counselors, planners, and studios for artists, interior decorators and photographers, and similar general office uses engaged in support services to their businesses and/or their parent companies.
- (F) A minimum of 25 percent of the lot or parcel must be landscaped.

Commentary: This section was amended to comply with House Bill 3151 which permits income-qualified housing as a manufactured dwelling park provided the property serves households with incomes at 120 percent or less of the area median income (addressed in SDC 4.7.405(B)(3)) and if the park is owned as a nonprofit cooperative as defined in ORS 62.803. However, the standards in this section do not apply to a manufactured dwelling park that meets the income-qualified housing standards in 4.7.405.

4.7.345 Manufactured Dwelling Park.

A manufactured dwelling park is subject the following criteria:

- (A) **Minimum Area Required.** A manufactured dwelling park must consist of a minimum area of 1 acre.
- (B) **Density.** The manufactured dwelling park must comply with the applicable net density standards in SDC [3.2.235](#) as applied to the entire development area.

- (C) **Access.** A manufactured dwelling park access must be located on public streets improved to meet minimum standards and which are improved to a point intersecting a collector or arterial street.
- (D) **Permitted Uses.** A manufactured dwelling park may contain manufactured homes and accessory structures permitted in this chapter, community laundry and recreation facilities, and other common buildings for use by park residents only, and 1 residence other than a manufactured dwelling for the use of a caretaker or a manager responsible for maintaining or operating the property.
- (E) **Access Improvement Standards.** The manufactured dwelling park may be improved with private streets as provided in SDC [4.2.110](#). If parking is provided alongside the private street, the parking area must be at least 8 feet wide in addition to the minimum width of the private street.
- (F) **Income-Qualified Housing.** The standards of this section do not apply to a manufactured dwelling park that meets the standards for income-qualified housing according to the standards in SDC 4.7.405.

Commentary: Reorganize the standards in SDC 4.7.370 to make the code clearer and easier to interpret. This section is now specific to income-qualified housing on property owned by religious nonprofits. Remove the definition of place of worship and move it to SDC 6.1.110 Meaning of Specific Words and Terms and remove (E)(1) as the standard conflicted with standard (E).

4.7.370 Income-Qualified Housing on Place of Worship and Property Owned by Religious Nonprofits.

(A) **Purpose.** A place of worship may include the following permitted associated uses as described in ORS 227.500.

~~(1) — Worship services.~~

~~(2) — Religion classes.~~

~~(3) — Weddings.~~

~~(4) — Funerals.~~

~~(5) — Meal programs.~~

~~(6) — Childcare, but not including private or parochial school education for prekindergarten through grade 12 or higher education.~~

(B) Income-qualified **Affordable** housing is permitted on property owned by a nonprofit corporation organized as a religious corporation as provided in this section, regardless of whether the property includes a place of worship as described in SDC 6.1.110 and ORS

227.500. This section is not intended to limit development of income-qualified affordable housing that is otherwise permitted in accordance with this code.

(B) ~~(C)~~ **Affordability.** As used in this section, “income-qualified affordable-housing” means residential property whose affordability is enforceable as described in ORS 456.270 to 456.295 for a duration of no less than 60 years, and is affordable to households with incomes of 60 percent or less of the area median income as determined by the Oregon Housing Stability Council.

~~(D)~~ — ~~Except where the code specifically states otherwise, development of affordable housing under subsection (B) above is subject to the following standards of the underlying residential district, or if the property is not within a residential district, the standards applicable to the abutting residential district with greatest maximum density:~~

~~(1)~~ — ~~Lot area, dimensions, and coverage standards;~~

~~(2)~~ — ~~Setbacks;~~

~~(3)~~ — ~~Height standards;~~

~~(4)~~ — ~~On-site infrastructure standards applicable under Chapter 4; and~~

~~(5)~~ — ~~Architectural Design Standards in SDC 4.7.375 and Multiple Unit Housing (Clear and Objective Standards) in SDC 4.7.380.~~

(C) ~~(E)~~ **Nonresidential districts.**

(a) ~~The city will approve the development of Affordable income-qualified housing permitted under subsection (A) and (B) is permitted~~ on property that is not within a residential land use district or mixed-use residential land use district only if:

~~(1)~~ — ~~The property is within a R-1, R-2, R-3, MUR, or Glenwood RMU district; or~~

(i) ~~(1)~~ The property directly abuts a R-1, R-2, R-3, MUR, or Glenwood RMU district; and

(ii) ~~(2)~~ ~~The property~~ is not within a CI, LMI, HI, SHI, MUE, or Glenwood EMU district. (6443)

(b) Income-qualified housing allowed under this subsection will be subject only to the restrictions applicable to the contiguous residential district and without requiring that the property be rezoned for residential uses. If there is more than one contiguous residential property, the standards of the residential district with the greatest density apply.

Commentary: In 4.7.375, the Clear and Objective Standards in (C) include (1) Building Form, (2) Building Orientation, and (3) Detailed Design. There are no building form and building orientation for the Discretionary Option except for the standards in 4.7.385(B) and (C). For consistency and clarity, move the standards in 4.7.385(B) and (C) to this section and rename

the existing 4.7.375(D)(3) to Detailed Design, Design Review Option for the Discretionary tract (in comparison to the Detailed Design, Menu Option for the Clear and Objective tract).

4.7.375 Architectural Design Standards.

- (A) Purpose.** The architectural standards are intended to provide detailed, human-scale design, while affording flexibility to use a variety of building styles for certain types of development.
- (B) Applicability. This section applies to the following types of buildings.**
- (1)** Multiple unit housing.
 - (2)** Public and institutional buildings in Residential Districts.
 - (3)** Commercial buildings in Neighborhood Commercial District.
 - (4)** Mixed-use buildings in Residential Districts and the Mixed-Use Residential District.
 - (5)** All other types of permitted/conditional nonresidential use buildings listed in Table 3.2.210 when built in a Residential District.
- (C) Standards (Clear and Objective).** All buildings that are subject to this section must comply with all the following standards. The graphics provided with each standard are intended to show examples of how to comply and are for illustrative purposes only. Other building styles and designs can be used to comply, so long as they are consistent with the text of this section. An architectural feature may be used to comply with more than one standard.
- (1) Building Form.** All buildings must incorporate design features such as offsets, balconies, projections, window reveals, or similar elements to preclude large expanses of uninterrupted building surfaces, as shown in Figure 4.7-Q below. Along the vertical face of a structure, such features must occur at a minimum of every 40 feet, on each floor, and must contain at least 2 of the following features.
 - (a)** Recess (e.g., deck, patio, courtyard, entrance, or similar feature) that has a minimum depth of 6 feet.
 - (b)** Extension (e.g., floor area, deck, patio, entrance, or similar feature) that projects a minimum of 2 feet and runs horizontally for a minimum length of 4 feet; and/or
 - (c)** Offsets or breaks in roof elevation of 2 feet or greater in height.
 - (2) Building Orientation.** All building elevations adjacent to a street right-of-way must provide doors, porches, balconies, and/or windows. A minimum of 40 percent of street-facing elevations, and a minimum of 30 percent of side and rear building elevations, must meet this standard. Percent of elevation is measured as

the horizontal plane (lineal feet) containing doors, porches, balconies, terraces and/or windows. The standard applies to each full and partial building story.

- (3) **Detailed Design.** All buildings must provide detailed design along all elevations which are visible from the street(s) adjacent to the property (i.e., front, rear and sides).

- (a) **Menu Option.** Detailed design may be provided, through a Type 1 approval process according to SDC [5.1.300](#), by using at least 6 of the following 13 architectural features on all applicable elevations, as appropriate for the proposed building type and style (may vary features on rear/side/front elevations).

- (i) Dormers.
- (ii) Gables.
- (iii) Recessed entries.
- (iv) Covered front porches.
- (v) Pillars or posts.
- (vi) Eaves (minimum 12-inch projection).
- (vii) Window trim (minimum 3½ inches wide).
- (viii) Bay windows.
- (ix) Balconies.
- (x) Offsets in the building face by a minimum of 18 inches.
- (xi) Offsets or breaks in roof elevation of 2 feet or greater in height.
- (xii) Decorative patterns on the exterior finish (such as using shingles, wainscoting, and/or board and batten).
- (xiii) Variation in façade building materials, including, but not limited to, tile, brick, and wood.

- (D) **Design Review Option (Discretionary Review Option).** ~~Detailed design~~ The architectural standards may be ~~provided met~~ by showing compliance with the following criteria through a Type 2 application process in accordance with SDC [5.1.400](#).

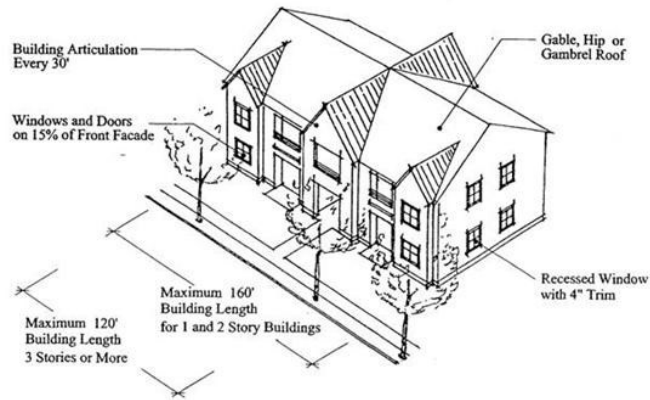
- (1) **Building Form.** The Approval Authority must find that the proposed design promotes building forms that contribute positively to a sense of neighborhood and to the overall streetscape. This criterion may be met by complying with (A) or (B) below or by meeting SDC 4.7.390.

(a) **Type 2 Process (See Figure 4.7-M)**

- (i) Structures that have 1 or 2 stories must not have continuous horizontal distance exceeding 160 feet (measured from end wall to end wall). Structures that have 3 or greater stories must not have a continuous horizontal distance exceeding 120 feet (measured from end wall to end wall).
- (ii) A minimum of 15 percent of the front façade (area measurement) must contain windows or doors. All windows and doors must provide 4-inch trim or be recessed (i.e., into the front façade) to provide shadowing.
- (iii) Garages attached to living units and accessed from the street (front setback) must be recessed at least 4 feet behind the front façade of a dwelling structure.
- (iv) Exterior building elevations must incorporate design features including offsets, balconies, projections, window reveals, or similar elements to preclude large expansions of uninterrupted building surfaces. Along the vertical face of a structure, the features must occur at a minimum of every 30 feet, and on each floor must contain a minimum of 2 of the following features:
 - A. Recesses (e.g., deck, patio, courtyard, entrance, window reveals) that have a minimum depth of 3 feet;
 - B. Extensions (e.g., floor area, deck, patio, entrance) that have a minimum depth of 2 feet and minimum length of 4 feet; and/or
 - C. Offsets or breaks in roof elevation of 2 feet or greater in height.

Building Form

Figure 4.7-M



(b) Type 3 Process.

- (i) Design exterior building elevations to avoid large expanses of uninterrupted building surfaces.
- (ii) Depict building scale consistent with nearby buildings; “scale” relates to the size of various features (including, but not limited to, entries, roof surfaces, façades, windows and materials) as compared to those features on nearby buildings.
- (iii) Provide transitions to nearby buildings by massing; “mass” relates to the overall size or bulk of a building or its principal parts.
- (iv) Provide porches, bays, and balconies that compliment nearby buildings.
- (v) Provide roof variations through offsets, breaks and/or extensions.
- (vi) Provide transition between the multiple unit housing and R-1 districts.
- (vii) Protect on-site and off-site natural and designated historic features.
- (viii) Provide human-scaled architectural detail.
- (ix) Provide visual variety in elevations, architectural details, colors, and materials, compatible with existing development.

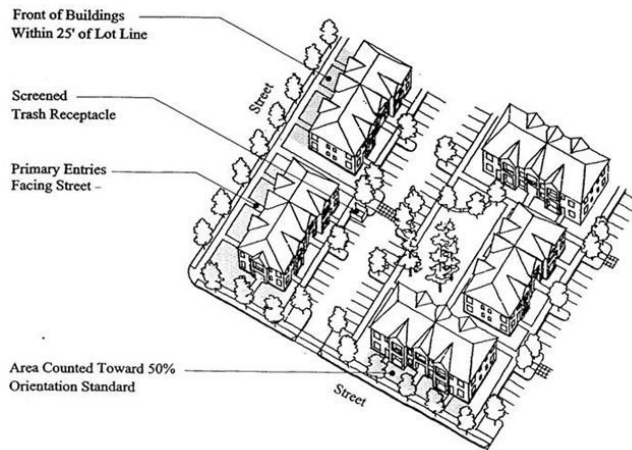
(2) Building Orientation. The Approval Authority must find that the proposed design contributes positively to the neighborhood and overall streetscape by carefully relating building mass, frontages, entries, and yards to streets and to adjacent properties. This criterion may be met by complying with either (a) or (b) below.

- (a) **Type 2 Process.** Building oriented to the street along a minimum of 50 percent of the site’s frontage (See Figure 4.7-N). The “orientation” standard is met when all of the following are met:

- (i) Primary building entrances must face the street.
- (ii) The front of the buildings must be within 25 feet of the front lot or parcel line. However, open, courtyard space in excess of 25 feet may be placed in front of building entrances. Open courtyard space is defined as usable, hard-surfaced space with pedestrian amenities including benches, seating walls or similar furnishings.
- (iii) Off-street parking or vehicular circulation must not be placed between buildings and streets used to comply with this standard.
- (iv) Wetlands, slopes over 15 percent as specified in SDC 3.3.500, and wooded areas protected by SDC 5.19.100, must not be counted as “frontage” for determining required building orientation. For example, if jurisdictional wetlands and/or wetland buffer occupy 100 feet out of a total of 400 feet, then only 300 feet is counted as “frontage” for determining required building orientation. In this example, 150 feet (50 percent) is the required amount of frontage to meet the building orientation standard.

Building Orientation and Storage

Figure 4.7-N



- (b) **Type 3 Process.** Considering the following guidelines:
 - (i) Orient buildings to an internal circulation system that mimics a public street in appearance (including, but not limited to, sidewalks, landscaping, crosswalks, lighting, parallel parking), and does not diminish the appearance and safety of abutting primary

public streets. Examples of “diminished appearance” include a fence along the sidewalk that isolates pedestrians between it and the street; the location of garbage and recycling receptacles, utility vaults, etc. in the “rear” yard (abutting a public street); and similar impacts on the streetscape.

(ii) Other design elements that provide exceptional design, and on balance, justify approval of the development with less than full compliance with the building orientation standard. Examples of such design elements include protection of natural and cultural resources; minimization of slope and tree cutting impacts; provision of pedestrian amenities along the public street; and similar public benefits that effectively accomplish the intent of the standard.

(3) **(b) Detailed Design, Design Review Option.** Detailed design may be provided by showing compliance with the following design criteria through a Type 2 application process in accordance with SDC 5.1.400.

- (a) **(i)** The general size, shape, and scale of the structure(s) are architecturally compatible with the site and with the surrounding neighborhood, unless such compatibility with existing structures does not reflect the long-term purpose or intent of the underlying land use district of the subject site.
- (b) **(ii)** If the project includes a structure or structures greater than 20,000 square feet in floor area, the design must incorporate changes in direction and divide large masses into varying heights and sizes by breaking up building sections, or by using such elements as variable planes, projections, bays, dormers, setbacks, canopies, awnings, parapets, changes in the roofline, materials, color, or textures.
- (c) **(iii)** Exterior finish on vertical surfaces must be primarily of materials such as masonry/wood siding, shingles, or stucco. The use of sheet metal or plywood must not exceed 50 percent of the wall area. No smooth-faced cinder block construction is permitted on front elevations. Cinder block construction for side and rear elevations is permitted by approval through the review process.

Commentary: Remove the reference to Clear and Objective Development Standards for Multiple Unit Housing Developments ‘in the R-2 and R-3 Districts’ as multiple unit housing is allowed in other districts besides R-2 and R-3.

4.7.380 Multiple Unit Housing (Clear and Objective Standards).

(A) Purpose. The purpose of the multiple unit housing standards is to provide for higher density housing in locations that are convenient to commercial uses and future transit opportunities.

- (B) **Review.** Type 1 review process.
- (C) **Development Standards for Multiple Unit Housing Developments ~~in the R-2 and R-3 Districts~~.** The following standards apply to multiple unit housing developments unless otherwise stated. These standards do not apply to Cottage Cluster Housing developments.

Commentary: As stated above, move the standards in 4.7.385(B) Building Orientation and (C) Building Form to 4.7.375 (D) Design Review Option (Discretionary Review Option) for clarity and consistency. Other amendments include:

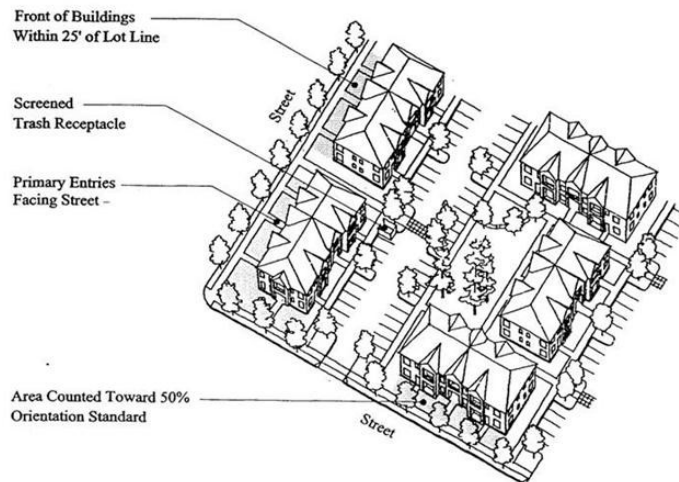
- *Renumbering (B) through (H) following the removal of Sections (B) and (C); and*
- *Amending references to sections that were changed with these amendments.*

4.7.385 Multiple Unit Housing (Discretionary Option).

- (A) **Description.** The Approval Authority may approve a proposal that is not in compliance with the clear and objective multiple unit housing design standards listed in SDC [4.7.380](#) that are not allowed through SDC [4.7.390](#) through a Type 2 or 3 procedure in conjunction with review under the Site Plan Review approval process and standards in SDC 5.17.100. ~~In addition, the applicant may choose this Type 3 procedure when proposing an innovative design that may preclude compliance with 1 or more of the design standards under SDC 4.7.380.~~ The multiple unit housing ~~design~~ standards are: ~~Building Orientation; Building Form;~~ Storage; Transition and Compatibility Between Multiple unit housing and R-1 Development; Open Space; Landscaping; Pedestrian Circulation; Parking; and Vehicular Circulation. The Approval Authority must find that the application complies with or exceeds the criteria for each applicable design standard; criteria are listed under the type of review procedure to which they apply. ~~Upon appeal of a Type 2 approval granted under this section, the Type 2 criteria continue to apply. Criteria for design standards not relevant to the application do not require a finding by the Approval Authority, unless the guidelines in subsections (B) through (I) are implemented.~~
- ~~(B) — The Approval Authority must find that the proposed design contributes positively to the neighborhood and overall streetscape by carefully relating building mass, frontages, entries, and yards to streets and to adjacent properties. This criterion may be met by complying with either (B)(1) or (2) below.~~
- ~~(1) — **Type 2 Process.** Building oriented to the street along a minimum of 50 percent of the site's frontage (See Figure 4.7-M). The "orientation" standard is met when all of the following criteria are met:~~
- ~~(a) — Primary building entrances must face the street.~~
- ~~(b) — The front of the buildings must be within 25 feet of the front lot/parcel line. However, open, courtyard space in excess of 25 feet may be placed in front of building entrances. Open courtyard space is defined as usable,~~

- ~~(c) — Off-street parking or vehicular circulation must not be placed between buildings and streets used to comply with this standard.~~
- ~~(d) — Wetlands, slopes over 15 percent as specified in SDC 3.3.500, and wooded areas protected by SDC 5.19.100, must not be counted as “frontage” for determining required building orientation. For example, if jurisdictional wetlands and/or wetland buffer occupy 100 feet out of a total of 400 feet, then only 300 feet is counted as “frontage” for determining required building orientation. In this example, 150 feet (50 percent) is the required amount of frontage to meet the building orientation requirement.~~

Building Orientation and Storage
Figure 4.7-M



~~(2) — Type 3 Process. Considering the following guidelines:~~

- ~~(a) — Orient buildings to an internal circulation system that mimics a public street in appearance (including, but not limited to, sidewalks, landscaping, cross-walks, lighting, parallel parking), and does not diminish the appearance and safety of abutting primary public streets. Examples of “diminished appearance” include a fence along the sidewalk that isolates pedestrians between it and the street; the location of garbage and recycling receptacles, utility vaults, etc. in the “rear” yard (abutting a public street); and similar impacts on the streetscape.~~
- ~~(b) — Other design elements that provide exceptional design, and on balance, justify approval of the development with less than full compliance with the building orientation standard. Examples of such design elements include protection of natural and cultural resources; minimization of slope and tree-cutting impacts; provision of pedestrian amenities along the public street; and similar public benefits that effectively accomplish the intent of the standard.~~

~~(C) — **Building Form.** The Approval Authority must find that the proposed design promotes building forms that contribute positively to a sense of neighborhood and to the overall streetscape. This criterion may be met by complying with either (C)(1) or (2) below or by meeting SDC 4.7.390.~~

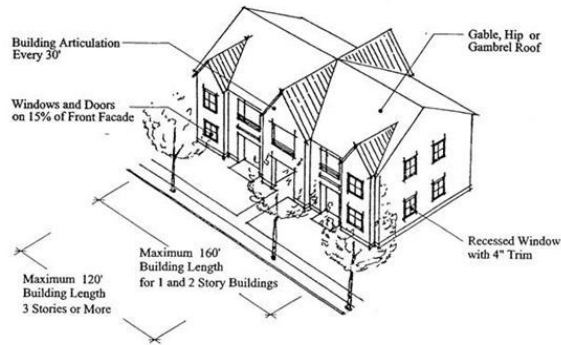
~~(1) — **Type 2 Process (See Figure 4.7-N).**~~

- ~~(a) — Structures that have 1 or 2 stories must not have continuous horizontal distance exceeding 160 feet (measured from end wall to end wall). Structures that have 3 or greater stories must not have a continuous horizontal distance exceeding 120 feet (measured from end wall to end wall).~~
- ~~(b) — A minimum of 15 percent of the front façade (area measurement) must contain windows or doors. All windows and doors must provide 4-inch trim or be recessed (i.e., into the front façade) to provide shadowing.~~
- ~~(c) — Garages attached to living units and accessed from the street (front setback) must be recessed at least 4 feet behind the front façade of a dwelling structure; and~~
- ~~(d) — Exterior building elevations must incorporate design features including offsets, balconies, projections, window reveals, or similar elements to preclude large expansions of uninterrupted building surfaces. Along the vertical face of a structure, the features must occur at a minimum of every 30 feet, and on each floor must contain a minimum of 2 of the following features:

 - ~~(i) — Recesses (e.g., deck, patio, courtyard, entrance, window reveals) that have a minimum depth of 3 feet;~~
 - ~~(ii) — Extensions (e.g., floor area, deck, patio, entrance) that have a minimum depth of 2 feet and minimum length of 4 feet; and/or~~
 - ~~(iii) — Offsets or breaks in roof elevation of 2 feet or greater in height.~~~~

Building Form

Figure 4.7-N



~~(2)~~ — Type 3 Process.

- ~~(a) — Design exterior building elevations to avoid large expanses of uninterrupted building surfaces.~~
- ~~(b) — Depict building scale consistent with nearby buildings; “scale” relates to the size of various features (including, but not limited to, entries, roof surfaces, façades, windows and materials) as compared to those features on nearby buildings.~~
- ~~(c) — Provide transitions to nearby buildings by massing; “mass” relates to the overall size or bulk of a building or its principal parts.~~
- ~~(d) — Provide porches, bays, and balconies that compliment nearby buildings.~~
- ~~(e) — Provide roof variations through offsets, breaks and/or extensions.~~
- ~~(f) — Provide transition between the multiple unit housing and R-1 districts.~~
- ~~(g) — Protect on site and off-site natural and designated historic features.~~
- ~~(h) — Provide human scaled architectural detail.~~
- ~~(i) — Provide visual variety in elevations, architectural details, colors, and materials, compatible with existing development.~~

(B) ~~(D)~~ **Storage.** The Approval Authority must find that unsightliness, noise and odor of exterior utilities, garbage and recycling receptacle storage, and roof-mounted mechanical equipment is minimized by providing site facilities that are adequate and convenient for residents’ needs and ensuring that site facilities are practical, attractive, and easily maintained. This criterion may be met by complying with either ~~(D)~~(1) or (2) below or by meeting SDC [4.7.390](#).

(1) Type 2 Process.

- (a)** Adequate, accessible, and secure storage space must be provided for each dwelling. A minimum of 112 cubic feet of enclosed storage is required separate from the living unit. Garages and storage units

adjoining a dwelling (e.g., attached to decks and patios) qualify as storage space.

- (b) Garbage and recycling receptacles must be screened from view by placement of a solid wood fence, masonry wall, or similar sight-obscuring, gated enclosure, from 5 to 6 feet in height. Obscuring landscaping must be planted a minimum 24 inches in height at planting around all exposed sides of the wall or fence, unless breaks are provided for gates. The required screening must meet the standards of SDC [4.4.100](#).
- (c) No garbage and recycling receptacles are allowed in any front yard setback, or within 25 feet of property lines abutting the R-1 land use district or low-density residential designated propertie-property.
- (d) Ground-mounted equipment, including exterior transformers, utility pads, cable television, telephone boxes, and similar utility services, must be placed underground. Alternatively, equipment placed above ground, must be placed to minimize visual impact; or screened with a wall or landscaping. When walls are used they must be tall enough to completely screen the equipment at the time of the equipment installation. Landscaping must be planted tall enough to attain 50 percent coverage after 2 years and 100 percent coverage within 4 years.

(C) ~~(E)~~ Transition and Compatibility Between Multiple Unit Housing and R-1 District Development. The Approval Authority must find that the development is located and designed in a manner compatible with surrounding development by creating reasonable transitions between multiple unit housing ~~and~~ sites and adjacent R-1 districts. This criterion may be met by complying with either subsection ~~(E)~~(1) or (2) below or by meeting SDC [4.7.390](#).

- (1) **Type 2 Process.** Multi-unit developments adjacent to properties designated R-1 district must comply with the transition area and compatibility standards listed below, unless it can be demonstrated that adjacent R-1 district property is committed to a non-residential use (e.g., church) that is unlikely to change. In evaluating the status of an adjacent property, the Springfield Comprehensive Plan designation must take precedent over the current zone or use.
 - (a) When a single unit dwelling is within 75 feet of the subject multiple unit housing development site and the single unit dwelling is on the same side of the street and same block as the multiple unit housing site, a setback similar to that of the nearest single unit dwelling must be used for the front yard. "Similar" means the multiple unit housing development setback is within 5 feet of the setback provided by the nearest single unit dwelling. For example, if the single unit dwelling setback is 20 feet, then the multiple unit housing building must be set back by 15 to 25 feet. The minimum front yard setback is 10 feet, as specified in SDC [3.2.220](#); and
 - (b) A 25-foot buffer area must be provided between multiple unit housing development and property lines abutting an R-1 district property line, not

including those property lines abutting rights-of-ways. Within the 25-foot buffer area, the following standards apply:

- (i) No vehicular circulation (i.e., driveways, drive lanes, maneuvering areas, and private streets) is allowed within the buffer, unless driveway placement within a buffer is required in order to comply with City, County or ODOT access management standards;
- (ii) Site obscuring landscaping is required and must meet the standards of SDC [4.4.100](#);
- (iii) Building encroachments are allowed, provided no building may encroach more than 10 feet into the 25-foot buffer and no primary entrance can face the abutting R-1 district property. Buildings must not exceed 1-one story or 21 feet high within the buffer, and must comply with all other applicable setbacks and transition areas specified elsewhere in this code;
- (iv) No active recreation areas (including, but not limited to: children's play areas, play fields, swimming pools, sports courts) are allowed within the 25-foot buffer (garden spaces are not considered active recreation areas);
- (v) Lighting must meet the standards in SDC [4.5.100](#);
- (vi) Mechanical equipment must be screened from view in conformance with the standards of SDC [4.4.100](#), and must be buffered so that noise does not typically exceed 45 to 50 decibels as measured at the R-1 property line. The City may require a noise study certified by a licensed acoustical engineer; and
- (vii) All rooftop equipment must be hidden behind parapets or other structures designed into the building.

(D) ~~(F)~~ Open Space.

- (1) The Approval Authority must find that the open space component is located and designed in a manner compatible with surrounding development when:
 - (a) On site and abutting natural features are integrated into the open space system of the multiple unit housing development.
 - (b) Amenities such as seating, children's play areas, lighting, and recreation facilities are provided within common open space areas and proportional to the needs of the development.
 - (c) A range of usable open space types (general, common, and private) isare provided and they are integrated with abutting public open space, if it exists.

- (d) Negative impacts to on-site or abutting wetlands, waterways, and natural areas are negligible.
- (2) This criterion may be met by complying with either subsection ~~(F)~~(2)(a) or (b) below or by meeting SDC [4.7.390](#).
- (a) **Type 2 Process.** Multiple unit housing developments must provide both common open space and private open space as specified in the following standards (See Figure 4.7-Q).
 - (i) **General.** Inclusive of required yards, a minimum of 15 percent of the gross site area must be designated and permanently reserved ~~an~~as open space. The total required open space is the sum of setbacks, common open space, and private open space. Inventoried natural features (including regulated wetlands) and/or historic features on site may be counted toward up to 50 percent of common open space requirements. See Chapter 6 for definitions of open space; open space, common; and open space, private.
 - A. Multiple unit housing developments in mixed-use buildings are exempt from these standards.
 - B. Multiple unit housing developments at densities exceeding 30 units per gross acre must include a minimum of 10 percent of the gross site as open space, which may be any combination of yards, common open space, or private open space.
 - C. Multiple unit housing developments at densities less than 30 units per gross acre must provide open space as specified in the amounts specified below.
 - (ii) Common open space must be provided in all newly constructed multiple unit housing development as specified in the following standards:
 - A. A minimum of 0.25 square feet of common open space is required for each square foot of gross residential floor area;
 - B. Common open space areas provided to comply with this standard must be at least 500 square feet with no horizontal dimension less than 15 feet;
 - C. A maximum of 15 percent of the required common open space can be on slopes greater than 25 percent; ~~and~~
 - D. Multiple unit housing developments must designate within common open space a minimum of 250 square feet of active recreation area (including, but not limited to:

children's play areas, play fields, swimming pools, sports courts; garden spaces are not considered active recreation areas) for every 20 units or increment thereof. For example, a 60 unit development must provide a minimum area of 750 square feet for active recreation. No horizontal dimension can be less than 15 feet. Alternatively, as determined by the Director, qualified senior housing developments may be excluded from this requirement; however, all other common open space requirements apply;

- E. Placement of children's play areas must not be allowed in any required yard setback or transition area;
 - F. Landscaping and/or natural vegetation must occupy a minimum of 50 percent of required common open space. On-site natural resources and historic features which are accessible to residents (including, but not limited to: ~~by~~ trails, boardwalks) may be used to partially or fully satisfy this requirements; and
 - G. Indoor or covered recreational space (including, but not limited to: swimming pools, sports courts, weight rooms) must not exceed 30 percent of the required common open space area.
- (iii) **Credit for Proximity to a Park.** A common open space credit as specified below is allowed when the development is located within walking distance of a public park. There must be a direct, ADA accessible pedestrian path between the development and the park, and the walking route must not cross an arterial street to use this credit.
- A. Up to a 75 percent credit to the common open space standard may be granted for multi-unit developments of up to 60 units (or for the first 60 units of a larger development) when the developments are within 0.25 mile (measured walking distance) to a public park; and there is a direct, improved, permanent, public, Americans with Disabilities Act (ADA)-accessible, maintained pedestrian trail or sidewalk between the site and the park. An exemption will be granted only when the nearby park provides active recreation area, as defined by subsection ~~(F)~~(2)(ii)(D), above.
- (iv) Phasing must not be used to circumvent common open space standards.
 - (v) Common open space does not include required yards or transition areas unless authorized under SDC [4.7.385](#)~~(DF)~~(2)(b) or SDC [4.7.390](#).
 - (vi) Private open space must be provided in all newly constructed multiple-unit housing developments, to comply with the following standards:

- A. All private open space must be directly accessible from the dwelling unit through a doorway;
- B. Dwelling units located at or below finished grade, or within 5 feet of finished grade, must provide a minimum of 96 square feet of private open space, with no dimension less than 6 feet; and
- C. Private open space provided may be deducted from the required amount of Common Open Space. For example, a project with 37,500 square feet of gross floor area requires 9,375 square feet of Common Open Space under subsection (F)(2)(ii)(A), above. If 2,400 square feet of Private Open Space is provided, the minimum Common Open Space requirement may be reduced to 6,975 square feet (9,375—2,400).

(b) **Type 3 Process.** Alternatively, this criterion may be found to be met by complying with the following guidelines:

- (i) Locate buildings, parking, and circulation to minimize adverse impacts on natural features.
- (ii) The amount of common recreation area is equal to the SDC [4.7.380](#)(C)(1) standard unless adjacent public recreation facilities, unique on-site facilities, or other similar open space/recreation facilities will be available to all residents of the site.
- (iii) Provide linkages between on-site common open space and abutting public open spaces when open space uses are compatible.
- (iv) The amount of private open space is equal to the SDC ~~4.7.300~~[4.7.385](#)(FD)(2)(a)(vi) standard above, unless equivalent opportunities for common open space are demonstrated (e.g., individual units enjoy common open space).

(E) ~~(G)~~Landscaping. The Approval Authority must find that landscaping, fences, and walls contribute to a quality living environment for all residents, improve the appearance of multiple unit housing developments, and promote transition between multiple unit housing development and surrounding land uses. This criterion may be met by complying with either subsection ~~(G)~~(1) or (2) below or by meeting SDC [4.7.390](#).

(1) **Type 2 Process.** This criterion may be met by ~~meeting~~ complying with the following standards.

- (a) A minimum of 15 percent of the site must be landscaped with a mix of vegetative ground cover, shrubbery and trees. Trees, a minimum 2 inches (dbh) in caliper, and shrubbery, a minimum of 24 inches in height, must be planted. Bark mulch, rocks and similar non-plant material may be used

to complement the cover requirement, but must not be considered a sole substitute for the vegetative ground cover requirement;

- (b) Street trees, a minimum 2 inches (dbh) caliper, must be placed within the planter strips between the curb and the sidewalk. Street trees must be planted 1 per every 30 linear feet (minimum) of street frontage, as specified in SDC [4.2.140](#);
 - (c) Fences in front yards and along any frontage used to comply with the building orientation standard are limited to 3 feet in height. Fences in other yards must comply with the fence standards specified in SDC [4.4.115](#), and the vision clearance standards specified in SDC [4.2.130](#); and
 - (d) The use of non-invasive and/or drought-tolerant landscaping is encouraged. All landscaping must be irrigated with a permanent irrigation system which may include drip irrigation unless a licensed landscape architect submits written verification that the proposed plant materials do not require irrigation. The property owner must maintain all landscaping.
- (2) **Type 3 Process.** Alternatively, this criterion may be found to be met by complying with the following guidelines:
- (a) Plant outdoor spaces around multiple unit housing developments with a mix of vegetative ground cover, shrubbery, and trees. Also incorporate hard landscaping elements (e.g., paved sidewalks, courtyards) into the development.
 - (b) Use plants to provide visual relief along blank exterior walls, reduce building mass and bulk, define and shelter open space, provide privacy, break up and shade parking areas and help define building entries and sidewalks.
 - (c) Include enhancements, such as plazas, galleries, courtyards, widened sidewalks, benches, shelters, street furniture, artwork, or kiosks for pedestrian amenities.
 - (d) Use vegetation, grade changes and low fences to define open space areas. Plant transition areas between multiple unit housing dwellings and surrounding R-1 and less intensive uses to minimize the visual impact of the development.
 - (e) Incorporate a planting design that emphasizes:
 - (i) Visual surveillance by residents of common open space, parking areas, internal sidewalks, dwelling unit entries, abutting streets and public open spaces (i.e., mature plants do not block views of these areas);

- (ii) Climate controls for summer shading and solar access during winter, and/or shielding from winter winds. Balance this guideline with visual surveillance objectives, above.
- (f) Preserve significant trees and shrubbery on the site as reasonable. Significant trees mean trees which measure 5 inches DBE or greater. Significant shrubbery means shrubbery that is greater than 40 inches in height and is a non-invasive species. Trees and shrubs preserved to meet this standard must be identified on a Tree Protection Plan.
- (g) Provide small ornamental plants or other landscape features in coordination with the building's architecture to define the primary entry of a dwelling unit.
- (h) Avoid high solid fences and walls along streets (e.g., fences greater than 3 feet in height), unless required for noise abatement or retaining walls.
- (i) Incorporate landscaping, fences and walls that clearly delineate the public, communal and private areas of a development.
- (j) Provide street tree planting, as required by SDC [4.2.140](#) standards.
- (k) Incorporate landscaping, fences and walls that do not conflict with sight lines for vehicles and pedestrians, and that comply with the vision clearance standards specified in SDC 4.2-130.
- (l) Choose landscape species for efficient maintenance. Incorporate non-invasive, drought-resistant species.
- (m) Use noise-reducing, ornamental walls (e.g., masonry), as necessary, to minimize the transmission of noise.
- (n) Incorporate landscaping, fencing and/or walls with dwellings that are close to high noise sources such as active recreation, busy streets, railway lines, or industry.
- (o) Obscure or screen outlooks from windows, balconies, stairs, landings, terraces and decks or other private, communal or public areas within a multiple unit housing development. This can be accomplished with landscaping, fences or walls, where a direct view is available into the private open space of an existing adjacent single-unitfamily or multiple unit housing.
- (p) Screen private open space and balconies by solid translucent screens or perforated panels or trellises which have a maximum of 25 percent openings and are permanent, of durable materials and designed, painted or colored to blend with the development.

(F) ~~(H)~~ Pedestrian Circulation. The Approval Authority must find that pedestrian circulation systems are designed to provide separation between vehicles and pedestrians and provide clear, direct, safe, and identifiable connections within the multiple unit housing

development and to other neighborhood uses. This criterion may be met by complying with either subsection ~~(H)~~(1) or (2) below or by meeting SDC [4.7.390](#).

- (1) **Type 2 Process.** Multiple unit housing developments with more than 20 units must provide pedestrian circulation as specified in the following standards (See Figure 3.2-R).
- (a) Continuous internal sidewalks must be provided throughout the site. Discontinuous internal sidewalks are permitted only where stubbed to a future internal sidewalk on abutting properties, future phases on the subject property, or abutting recreation areas and pedestrian trails;
 - (b) Internal sidewalks must be separated a minimum of 5 feet from dwellings as measured from the sidewalk edge closest to any dwelling unit;
 - (c) The internal sidewalk system must connect all abutting streets to primary building entrances;
 - (d) The internal sidewalk system must connect all buildings on the site and must connect the dwelling units to the parking areas, bicycle parking, storage areas, all recreational facilities and common areas, and abutting public sidewalks and pedestrian trails;
 - (e) Surface treatment of internal sidewalks/accessways must be concrete, asphalt or masonry pavers, at least 5 feet wide. Multi-use accessways (e.g., for bicycles, pedestrians and emergency vehicles) must be of the same materials, and at least 10 feet wide. Where emergency vehicle access is required, there must be an additional 5 feet on either side of the accessway. The additional 5-foot area may be turf-block, grass-crete or similar permeable material on a base of gravel. The entire accessway used for emergency vehicle access must be capable of supporting fire equipment weighing 80,000 pounds;
 - (f) Where internal sidewalks cross a vehicular circulation area or parking aisle, they must be clearly marked with contrasting paving materials, elevation changes, speed humps, or striping. Speed humps are subject to review and approval by the Fire Marshal. Internal sidewalk design must comply with Americans with Disabilities (ADA) requirements;
 - (g) Where the internal sidewalks are parallel and abutting to a vehicular circulation area, the sidewalk must be raised or be separated from the vehicular circulation area by a raised curb, bollards, landscaping or other physical barrier. If a raised sidewalk is used, the ends of the raised portions must be equipped with curb ramps; and
 - (h) All on-site internal sidewalks must be lighted to a minimum of 2 foot-candles.
- (G) ~~(H)~~Parking.** The Approval Authority must find that the placement of parking contributes to attractive street frontages and visual compatibility with surrounding areas and is located

with consideration for the safety of residents. This criterion may be met by complying with either subsection ~~(H)~~(1) or (2) below or by meeting SDC [4.7.390](#).

- (1) **Type 2 Process.** Parking for multi-unit developments must be designed as specified in the following standards.
- (a) Parking lots must be placed to the side or rear of buildings as specified in the Building Orientation Standards. Parking must not be placed along that portion of the street where building frontages are used to comply with the building orientation standard;
 - (b) Lighting must be provided for safety purposes, and focused/shielded to avoid glare on adjacent properties or dwellings as specified in SDC [4.5.100](#);
 - (c) There must be 1 planter island for every 8 parking spaces. Planter islands must be a minimum of 6 feet wide, exclusive of the curb, the full length of a parking space containing 1 shade tree (a minimum 2 inches (dbh) in caliper at planting) and vegetative ground cover. Trees must be specimens capable of attaining 35 feet or more in height at maturity and must not produce excessive fruit, nuts, or sap (i.e., due to pest damage). Bark mulch is not an acceptable substitute for vegetative ground cover in the planter island. Water quality features may be incorporated into planter islands. Landscape areas must be evenly distributed throughout the perimeter of interior parking areas, where practicable. See SDC [4.4.105](#)(F) for recommended shade trees;
 - (d) A minimum 6-foot wide planter area must separate and visually screen parking from living area windows. The planter area must include a mix of ground cover, shrubbery, and trees with appropriate growth habit (i.e., for narrow planters and any height limitations including balconies, overhangs, and eaves). Shrubby in this planter area must be at least 24 inches in height at the time of planting, and trees a minimum of 2 inches (dbh) in caliper at the time of planting. See SDC [4.4.110](#);
 - (e) Parking lots must be connected to all building entrances by means of internal sidewalks;
 - (f) All parking stalls fronting a sidewalk, or landscaped area must be provided with a secure wheel bumper not less than 6 inches in height and set back from the front a minimum of 2 feet to allow for vehicle encroachment. Wheel bumpers, if used, must be a minimum of 6 feet in length. As an option, the sidewalk or planter may be widened 2 feet beyond the minimum dimension required to allow for vehicle encroachment. The sidewalks and planters must be protected by a curb not less than 6 inches in height. See also, SDC [4.6.120](#)(C);
 - (g) On corner lots/parcels, parking areas must not be located within 30 feet of an intersection, as measured from the center of the curb return to the edge of the parking area (curb or wheel stop);

- (h) All parking, maneuvering and loading areas abutting a property line or right-of-way must provide perimeter lot ~~or~~ parcel landscaping. A minimum 5-foot wide planting strip must be planted with shade trees, a minimum 2 inches (dbh) in caliper, and a low level (e.g., 30 to 40 inches) evergreen hedge. See also SDC [4.4.105](#);
- (i) Decorative walls may be used in place of the hedge in subsection ~~(F)~~(1)(h), above, and be placed no closer than 4 feet from the property line. The decorative wall must be a minimum of 30 inches in height and no more than 40 inches in height, and must comply with the vision clearance standards specified in SDC [4.2.130](#). Decorative walls must be constructed of textured concrete masonry units (CMU) or similar quality material, and include a cap. The wall may be partially see-through (up to 40 percent) as appropriate for security purposes. The area between the wall and property line must be landscaped with shade trees;
- (j) Parking area landscaping must be designed to reduce storm water runoff (e.g., through infiltration swales and other measures), as practicable; and
- (k) Bicycle parking must be provided as specified in SDC [4.6.140](#) through [4.6.155](#) and may be incorporated into the landscaping design.

(H) ~~(J)~~ Vehicular Circulation.

- (1) The Approval Authority must find that on-site vehicular circulation systems are:
 - (a) Designed to be clearly identifiable, safe, pedestrian-friendly, and interconnected; ~~and-~~
 - (b) Designed to provide connectivity to the surrounding neighborhood streets while minimizing impacts on the arterial street system.
- (2) This criterion may be met by complying with either subsection ~~(J)~~(2)(a) or (b) below or by meeting SDC [4.7.390](#).
 - (a) **Type 2 Process.** Multiple unit housing developments must provide vehicular circulation as specified in the following standards.
 - (i) The on-site driveway (or private street) system must connect with public streets abutting the site;
 - (ii) Shared driveways must be provided whenever practicable to minimize cross turning movements on adjacent streets. On-site driveways and private streets must be stubbed to abutting ~~R-2/R-3~~ properties, at locations determined during Site Plan Review process to facilitate development of shared driveways; and
 - (iii) Parking areas must be accessed from alleys when properties abut an alley, or an alley can reasonably be extended to serve the development.

- (b) **Type 3 Process.** Alternatively, this criterion may be met by considering the following guidelines.
- (i) Design driveways and private streets to enhance connectivity to abutting streets.
 - (ii) Design internal site circulation to provide accessibility to and from the site.
 - (iii) Design the vehicular circulation system, together with other design elements, to reduce the apparent scale of large developments by organizing the site into smaller land units.
 - (iv) Where practicable, consolidate or share driveways and internal streets with driveways or internal streets serving abutting sites.
 - (v) Incorporate aesthetic and functional site design as it relates to vehicular circulation.
 - (vi) Provide vehicular circulation linkages that will integrate multiple family-unit housing development with the surrounding area.
 - (vii) Provide the separation of pedestrian, bicycle, and vehicular traffic.
 - (viii) Avoid out-of-direction travel between buildings and other facilities on the site (e.g., for delivery, service, etc.).
 - (ix) Locate service areas for ease of use and minimal conflict with circulation systems.
 - (x) Provide circulation systems that respond to site topography, natural contours, and natural resources, to minimize grading and resource impacts.
 - (xi) Provide shared parking with abutting sites where practicable.
 - (xii) Provide the use of alleys for vehicular access.
 - (xiii) Provide lighting for the safety of pedestrians and drivers.

Commentary: After discussion with the Mayor, City Council, and the Department of Public Works, amend the term 'affordable housing' to 'income-qualified housing' to avoid confusion between the terms. Across the United States, housing costs are considered "affordable" if the monthly rent or mortgage on a property add up to no more than 30% of gross household earnings. Income-qualified housing on the other hand, encompasses housing that is specifically for households making somewhere in the range of 0-120% of the Area Median Income.

4.7.405 ~~Affordable Housing~~Income-Qualified Housing.

(A) Purpose. The purpose of this section is to allow development of ~~affordable-income-qualified~~ housing consistent with the requirements of ORS 197A.308445 and House Bill 3395. This section is not intended to limit development of ~~income-qualified affordable~~ housing that is otherwise permitted in accordance with this code.

Commentary: Reorganize the standards in SDC 4.7.405 (A) through (D) to make the code clearer and easier to interpret; this section now contains two separate but related sections from House Bills 2984 and 3151 which impact subsections (C) and (D), and House Bill 3395 which impacts subsections (E) and (F).

(B) Applicability.

- (1)** A proposed income-qualified housing project that meets the criteria in subsection (C) will be subject to the standards in subsection (D).
- (2)** A proposed income-qualified housing project that meets the criteria in subsection (E) will be subject to the standards in subsection (F).
- (3)** For a proposed income-qualified housing project that meets the criteria in both subsections (C) and (E) the applicant may choose to follow either the standards in subsections (D) or (F).

Commentary: House Bill 3151 amended ORS 197.308 (now ORS 197A.445) to include a manufactured dwelling park that serves populations with incomes of 120 percent of the area median income within the definition of income-qualified housing.

(C) ORS 197A.445 Review. Income-qualified housing projects are allowed pursuant to ORS 197A.445 provided they meet the affordability criteria in subsection (1) and meet either the ownership criteria in (2) or the land use district criteria in subsection (3), or both. Income-qualified housing pursuant to ORS 197A.445 is only allowed in industrial districts if the criteria in subsection (5) are met.

- (1)** **(B) Affordability.** As used in this section, consistent with ORS 197A.308445, "income-qualified affordable housing" means residential property whose affordability is enforceable, as described in ORS 456.270 to 456.295 is enforceable for a duration of no less than 30 years, and:
 - (a)** ~~(1)~~ **(4)** Each unit on the property is made available to own or rent to families with incomes of 80 percent or less of the area median income ~~as determined by the Oregon Housing Stability Council~~; or
 - (b)** ~~(2)~~ **(2)** The average of all units on the property is made available to families with incomes of 60 percent or less of the area median income: or-
 - (c)** A manufactured dwelling park is operated that serves only households with incomes of 120 percent or less of the area median income.

Commentary: ORS 197.308 (now ORS 197A.445) was amended with House Bill 3151 to include the addition of several affordable housing owners; namely, those owned by a nonprofit corporation, a housing authority, manufactured dwelling park nonprofit cooperative, or a utility provider.

- (2) Ownership.** Except as specified under subsection (4) below, income-qualified Affordable housing is permitted if the proposed affordable housing is on property that is: owned by:
- (a)** A public body, as defined in ORS 174.109; or
 - (b)** A nonprofit corporation that is organized as a religious corporation. Income-qualified housing is permitted on property owned by a nonprofit corporation organized as a religious corporation, regardless of whether the property includes a place of worship.; or
 - (c)** A nonprofit corporation that is organized as a public benefit corporation whose primary purpose is the development of income-qualified housing; or
 - (d)** A housing authority, as defined in ORS 456.005; or
 - (e)** A manufactured dwelling park nonprofit cooperative, as defined in ORS 62.803; or
 - (f)** A utility provider which sells or conveys at below market price or as a gift to any of the owners above. Such conveyance must include an income-qualified housing covenant as provided in ORS 456.270 to 456.295.

Commentary: As noted above, this section was reorganized; notable amendments include:

- The addition of SDC 4.7.405 (D)(2)(f) to address the lack of income-qualified middle housing standards in SDC 4.7.405. Salem Code 704.010 is one of the few jurisdictions that addresses “affordable housing” pursuant to ORS 197A.445; they also list where middle housing is proposed as income-qualified housing, it must meet their middle housing design standards.
- The removal of some of the site suitability standards to exclude all properties within the Hillside Overlay District and Floodplain Overlay District. Upon closer review, there are no properties with slopes above 25 percent that are not within the Hillside Overlay District and areas within the special flood hazard are also part of the Floodplain Overlay District.
- The addition of SDC 4.7.405(D)(2)(g) to address where income-qualified housing is proposed in the Glenwood Mixed Use Riverfront Plan District where it is otherwise prohibited, the use must comply with the standards in SDC 3.4.265 through SDC 3.4.280.
- **Note:** Based off feedback from the workshops on February 28 and 29, 2024 and the Planning Commission work session on March 19, 2024, no density standards were added to the code for development in nonresidential districts under ORS 197A.455. Development in nonresidential districts will continue to be limited by existing standards in the applicable district (e.g. height, setbacks, lot coverage, etc.).

- ~~(3)~~ ~~(2)~~ **Land Use Districts.** ~~The property is w~~Within the PLO, NC, CC, MRC, GO, MS, MUC, BKMU, Glenwood CMU, or Glenwood OMU Districts; or
- ~~(4)~~ ~~(3)~~ **Use.** Is a lawfully existing hotel or motel.
- ~~(5)~~ ~~(D)~~ **Eligibility of Industrial Property.** ~~Income-qualified~~ Affordable housing permitted under subsection ~~(C)~~~~(24)~~ above is permitted ~~on property zoned in~~ CI, LMI, MUE, or Glenwood EMU Districts, only if the property is:
 - ~~(a)~~ ~~(1)~~ Publicly owned;
 - ~~(b)~~ ~~(2)~~ Directly abutting an R-1, R-2, R-3, MURC, GRMU or PLO district; and
 - ~~(c)~~ ~~(3)~~ Not designated Heavy Industrial or Special Heavy Industrial on the comprehensive plan map or a refinement plan map.
- ~~(D)~~ ~~(E)~~ **ORS 197A.445 Standards.** Income-qualified housing projects proposed to be developed pursuant to ORS 197A.445 are subject to the following standards.
 - ~~(1)~~ **Site Suitability.** ~~Notwithstanding subsections (C) and (D), the requirement to allow~~ Income-qualified affordable housing under this section does not apply to the following:
 - ~~(a)~~ ~~(1)~~ Properties in the UF-10 district;
 - ~~(b)~~ ~~(2)~~ Properties that the review authority determines cannot or will not be adequately served by water, sewer, storm water drainage or streets at the time that the development is complete;
 - ~~(c)~~ Properties ~~prohibited for development under the standards applicable in the Hillside Overlay District;~~ SDC 3.3.500;
 - ~~(3)~~ Properties that contain a slope of 25 percent or greater as determined under SDC 3.3.520(A);
 - ~~(d)~~ ~~(4)~~ Properties in the Floodplain Overlay District ~~within the area of special flood hazard;~~
 - ~~(5)~~ Properties prohibited for development under the standards applicable in the Hillside Overlay District;
 - ~~(e)~~ ~~(6)~~ Within Water Quality Limited Watercourse riparian areas specified in SDC 4.3.115(A); and
 - ~~(f)~~ ~~(7)~~ Within development setbacks for locally significant wetlands and riparian areas as specified in SDC 4.3.117(C).

- (2) Development Standards. (F)—** ~~Except where the code specifically states otherwise, d~~Development of income-qualified affordable housing under subsections (C) and (D) is subject to the following standards:
- (a) ~~(1)~~** Lot area, dimensions, and coverage standards applicable within the underlying land use district;
 - (b) ~~(2)~~** Setbacks applicable within the underlying land use district;
 - (c) ~~(3)~~** Height standards applicable within the underlying land use district;
 - (d) ~~(4)~~** On-site infrastructure standards applicable under Chapter 4;
 - (e) ~~(5)~~** Where multiple unit housing is proposed as income-qualified housing pursuant to this section, the use must comply with the Architectural Design Standards in SDC 4.7.375 and either Multiple Unit Housing (Clear and Objective Standards) in SDC 4.7.380 or Multiple Unit Housing (Discretionary Option) in SDC 4.7.385;
 - (f)** Where middle housing is proposed as income-qualified housing pursuant to this section in a district where it is otherwise prohibited, the use must comply with the standards in SDC 3.2.250 through SDC 3.2.270; and
 - (g)** Where income-qualified housing is proposed in the Glenwood Mixed Use Riverfront Plan District pursuant to this section where it is otherwise prohibited, the use must comply with the standards in SDC 3.4.265 through SDC 3.4.280.
- (3) Density and height in residential districts. (G)—** Income-qualified Affordable housing within the R-1, R-2, R-3, MUR, and Glenwood RMU districts, is subject to the following maximum height and density standards, as required under ORS 197A.308(4)~~445~~.
- (a) ~~(1)~~** R-1 District: 28 units per net acre maximum density; 47 feet maximum building height.
 - (b) ~~(2)~~** R-2 District: 42 units per net acre maximum density; 74 feet maximum building height.
 - (c) ~~(3)~~** R-3 District: 63 units per net acre maximum density; no maximum building height.
 - (d) ~~(H)~~** The density or height allowed under subsections (aG) through (c) above may be reduced based upon findings that the reduction is necessary to address a health, safety or habitability issue, including fire safety, or to comply with a protective measure adopted pursuant to a statewide land use planning goal.

Commentary: House Bill 3395 amended ORS 197.286 to 197.314 to include income-qualified housing in commercial districts and in mixed-use structures provided they meet the area median income thresholds shown in the code below consistent with the ORS. Notable additions include:

- A list of land use districts that “allow only commercial uses and not industrial uses” to be NC, CC, MRC, GO, MUC, Glenwood CMU or Glenwood OMU districts.
- Site suitability requirements where this type of housing is not permitted.
- Standards and procedures for this type of housing. A requirement in the House Bill is to apply the most comparable residential density to the allowed commercial uses in the subject district. Based off feedback from the workshops on February 28 and 29, 2024 and the Planning Commission work session on March 19, 2024, the comparable density contains minimum densities for commercial districts and the MUC district when they contain either residential structures or are part of a mixed-use development. There are no maximum densities in this section because neither the commercial districts nor Glenwood mixed-use districts have a maximum density for residential. In the commercial districts and MUC district the MUC development standards apply. The development standards in the Glenwood CMU and OMU are referenced.

(E) House Bill 3395 Review. Income-qualified housing projects are allowed pursuant to House Bill 3395 provided they meet the affordability and structure type criteria in subsection (1) and the land use district criteria in subsection (2) below.

(1) Affordability and Structure type. As used in this section, consistent with House Bill 3395, “income-qualified housing” means residential property whose affordability, as described in ORS 456.270 to 456.295 is enforceable for a duration of no less than 30 years, and:

(a) Residential structures within commercial districts where each unit is affordable to a household with income less than or equal to 60 percent of the area median income; or

(b) Mixed-use structures in commercial districts with ground floor commercial units and residential units that are affordable to moderate-income households, as defined in ORS 456.270.

(2) Land Use Districts. The land use district allows only commercial uses and not industrial uses. Eligible land use districts are: NC, CC, MRC, GO, MUC, Glenwood CMU or Glenwood OMU Districts.

(F) House Bill 3395 Standards. Income-qualified housing developed pursuant to House Bill 3395 is subject to the following standards.

(1) Site Suitability. Notwithstanding sections (E) above, income-qualified housing under this section does not apply to the following:

(a) Properties that the review authority determines cannot or will not be adequately served by water, sewer, storm water drainage or streets at the time that the development is complete;

(b) Properties in the Hillside Overlay District;

- (c) Properties in the Floodplain Overlay District;
- (d) Within Water Quality Limited Watercourse riparian areas specified in SDC 4.3.115(A);
- (e) Within development setbacks for locally significant wetlands and riparian areas as specified in SDC 4.3.117(C);
- (f) The property is vacant (as defined in OAR 660-038-0060(2)) at the time of application submittal or was added to the urban growth boundary within the last 15 years.

(2) **Standards and Procedures.** As provided below, income-qualified housing projects allowed pursuant to the standards in (E) are subject to the clear and objective standards that would be applicable to the residential district that is most comparable in density to the allowed commercial uses in the subject district:

- (a) Minimum residential densities for development permitted in (E)(1)(a) in the commercial districts and the MUC, will be 20 units per gross acre.
- (b) Minimum residential densities for development permitted in (E)(1)(b) in the commercial districts and the MUC, will be 12 units per gross acre.
 - (i) If less than 20 units per gross acre are provided for development permitted in (E)(1)(b), then the development will include a minimum of 10 percent of the total gross floor area in nonresidential uses.
- (c) For development in the Glenwood CMU and Glenwood OMU, the density standards in those districts will apply.
- (d) There are no maximum residential densities established for development permitted in (E)(1)(a) and (b) above.
- (e) Development of income-qualified housing under subsections (E)(1)(a) and (E)(1)(b) in the commercial districts and the MUC district are subject to the following standards:
 - (i) Lot area, dimensions, and coverage standards applicable within SDC 3.2.615 for the MUC district;
 - (ii) Setbacks applicable within SDC 3.2.615 for the MUC district;
 - (iii) Height standards applicable within SDC 3.2.615 for the MUC district;
 - (iv) On-site infrastructure standards applicable under Chapter 4;
 - (v) Where multiple unit housing is proposed as income-qualified housing pursuant to this section, the use must comply with the

Architectural Design Standards in SDC 4.7.375 and either the Multiple Unit Housing (Clear and Objective Standards) in SDC 4.7.380 or the Multiple Unit Housing (Discretionary Option) in SDC 4.7.385.

- (f)** Development of income-qualified housing under subsections (E)(1)(a) and (E)(1)(b) for the Glenwood CMU and OMU district are subject to the standards in that district.

Commentary: Amendments to SDC 5.1.210(C) include in the second to last sentence a change from pre-submittal to completeness check and to include that a completeness check meeting is required even if a pre-application meeting has been utilized.

5.1.200 – General Provisions

5.1.210 Pre-Development Meetings.

The City has established 3 pre-development meeting processes to assist prospective applicants through the application review process.

- (A) Development Initiation Meeting (DIM).** The purpose of a development initiation meeting is to give a prospective applicant the opportunity to discuss a limited number of development topics with City staff. The discussions can be general or specific depending on the questions submitted with the application. The development initiation meeting is voluntary, unless specifically required elsewhere in this code.
- (B) Pre-Application Meeting.** A pre-application meeting is highly recommended for complex applications or for applicants who are unfamiliar with the land use process. The purpose of the meeting is to acquaint the applicant with the substantive and procedural standards of the Development Code and to identify issues likely to arise in processing an application.

The pre-application meeting is required for a Master Plan application as specified in SDC [5.13.115](#).

- (C) Application Completeness Check Meeting.** The purpose of the completeness check meeting is to determine whether the proposed development application is complete prior to acceptance of the application for processing by the City. A complete application is required for the review process. The completeness check meeting will examine if the submittal standards of SDC [5.1.220](#) are met. A completeness check meeting is required for all some Type 1 and most Type 2, 3 and 4 land use applications in accordance with provisions of the SDC. The pre-submittal completeness check meeting is required even if the meetings specified in subsection (A) and (B) above have been utilized. For any application that requires a completeness check meeting, An application completeness review will be conducted ~~will be reviewed for completeness~~ according to SDC [5.1.405](#).

Commentary: House Bill 2984 allows for the conversion of a building or a portion of a building from a commercial use to a residential use. However, this also has an impact on existing non-conforming uses where a commercial use might already exist. Therefore, suggest the creation of an exception for conversion of non-conforming commercial to residential uses permitted in SDC 4.7.215.

5.8.100 – Non-Conforming Uses—Determination, Continuance, Expansion or Modification

5.8.125 Expansion or Modification.

An expansion or modification of a non-conforming use and/or the expansion of a non-conforming building or structure resulting in an increased impact upon adjacent properties is considered an expansion of a non-conforming use. Approval may be granted only when the Director determines that there will be no significant impact of the expansion upon adjacent properties. The Director may require approval conditions to mitigate a significant impact. The applicant ~~shall~~ must demonstrate all of the following applicable approval criteria have been met:

- (A) For residential ~~zones~~districts, the expansion ~~shall~~ will not lessen the residential character of the residential ~~zone~~district taking into account factors, including, but not limited to:
- (1) Building scale, placement, and façade;
 - (2) On-site parking placement;
 - (3) Vehicle trips to the site and impact on surrounding on-street parking;
 - (4) Buffering and the potential loss of privacy to abutting residential uses; and
 - (5) On-site lighting.
- (B) For ~~zones~~districts other than residential, there ~~shall~~ will be no significant impact compared to the current use or building or structure on the surrounding area taking into account factors, including but not limited to:
- (1) The hours of operation;
 - (2) An increase in building size or height;
 - (3) On-site parking placement;
 - (4) Vehicle trips to the site and impact on surrounding on-street parking;
 - (5) Noise, vibration, dust, odor, fumes, glare, smoke and on-site lighting; and
 - (6) The amount, location, and nature of any outside displays, storage, or activities.
- (C) The following situations ~~shall~~ are not ~~be~~ considered to be an expansion or modification of a non-conforming use:

- (1) An existing building or structure conforming to use, but non-conforming as to height, setback and other dimensional standards, may be expanded or modified, provided the expansion or modification does not result in an increased violation of this code.
- (2) The replacement of a single-wide manufactured dwelling as may be permitted in SDC [5.8.120](#)(C).

5.8.140 Exemptions.

- (A) Residential buildings and uses existing and legally permitted, or permitted under Discretionary Use approval in the LMI ~~zoning~~ district or LMI plan designation in Glenwood as of January 27, 1982 ~~shall~~ must be exempt from SDC [5.8.115](#), [5.8.120](#) and [5.8.125](#). Commercial and industrial buildings and uses existing and legally permitted or permitted under Discretionary Use approval in the LMI ~~zoning~~ district or LMI plan designation in Glenwood as of December 7, 1998 ~~shall~~ must be exempt from SDC [5.8.115](#), [5.8.120](#) and [5.8.125](#).
- (B) Any proposed expansion on property zoned or designated LMI that has a use listed under HI, as specified in SDC [3.2.410](#), and abuts any residential use ~~shall~~ requires Site Plan Review approval. The exemption ~~shall apply~~ applies as follows: to expansions, regardless of the direction, of buildings or land or both; and expansions onto contiguous properties under the same ownership.
- (C) The conversion from commercial to residential use within the city limits, subject to the standards in SDC 4.7.215.

Commentary: Clarify that the Minimum Development Standards process (MDS) does not apply to new multiple-unit housing development. A Site Plan Review or multiple-unit housing review in SDC 4.7.380 would apply. For clarification, also:

- *Amend the reference in (A) from R-2 or R-3 districts to be residential land use districts;*
- *Amend the reference in (B) to say that an MDS application would only apply in Springfield city limits and not its jurisdiction. Springfield's jurisdiction is any land within the urban growth boundary and may not be within the city limits.*

5.15.100 — Minimum Development Standards (MDS)

5.15.110 Applicability.

- (A) The MDS review process applies to Commercial, Industrial, ~~R-2, R-3~~Residential, and Public Land and Open Space land use districts.

If an application triggers the need for a Traffic Impact Study (TIS) as specified in SDC [4.2.105](#)(B), then the application does not qualify for an MDS and must be processed through a Site Plan Review process.

A proposal for developments in Commercial, Industrial, or R-2, R-3 Residential land use districts where the development is within 150 feet of a locally significant wetland or riparian area is not eligible for the MDS process. Site Plan Review is required according to SDC [4.3.117\(D\)](#) in these cases.

The MDS process is not applicable to new multiple unit housing development. Multiple unit housing development is approved through Site Plan Approval in SDC 5.17.100, or multiple unit housing review in SDC 4.7.380.

Minimum Development Standards review procedures are applied subject to applicability and locational standards.

- (1) The MDS process is used for:
 - (a) New construction on a vacant development site where the new construction does not exceed 50,000 square feet of impervious area;
 - (b) Addition or expansion on a development site where the addition or expansion does not exceed 50 percent of the existing building area or up to 50,000 square feet of new impervious area or new gross floor area, whichever is less.
 - (c) An outdoor use or parking area expansion of up to 50 percent of the existing outdoor use area or parking area or up to 5,000 square feet of new outdoor use area or parking area, whichever is less;
 - (d) A change in land use category or building occupancy of a structure or property that requires new additional parking spaces; or
 - (e) Relocating or reconfiguring an existing driveway that does not increase a nonconformity or create a nonconformity.
- (B) MDS provisions only apply to properties located within Springfield's city limits and land use jurisdiction. Development proposals that do not conform to the MDS applicability standards require Site Plan Review according to SDC 5.17.
- (C) An MDS application may be submitted concurrently with a complete Building Permit application; the applicant assumes all liability and responsibility if concurrent reviews necessitate the revision of either permit in response to review.
- (D) Where there is an MDS application for addition, expansion, or change of use category for a building or property containing multiple uses, the entire property may be brought into compliance with the standards specified in SDC [5.15.125](#), or the application may request that required improvements be reviewed, approved, and installed in proportion to the relative impacts of the businesses on the property.

Commentary: Note that SDC 5.4.100 is listed as reserved for future use in the code. Therefore, the correct section to list is SDC 5.1.215 Submission of Materials and SDC 5.1.220 Application Submittal Standards.

5.15.115 Submittal Standards

Application materials must be submitted as required below in addition to the requirements in SDC ~~5.1.215 and 5.1.220~~~~5.4.105~~. Applications that do not include all the following requirements will be deemed incomplete.

Commentary: Amend the Site Plan Review Applicability standards for clarity. The intent of the amendment to 5.17.110(A)(1)(c) is to clarify when Site Plan Review is required—When an addition, expansion, or change of use is for a nonresidential use, in a land use district that is not residential, and located within 50 feet of a residential land use district or residentially designated land. An exception to this requirement has been added in 5.17.110(A)(1)(d) when a multiple unit housing development can meet the standards in 4.7.380. Also move the Water Quality Limited Watercourses (WQLW) requirements in 5.17.110(A)(1)(c)(i) and (ii) to a new section 5.17.110(A)(1)(e) so that all new development, redevelopment, additions, expansions, or changes of use on property that contains a WQLW or tributary of a WQLW require Site Plan Review.

5.17.100 – Site Plan Review

5.17.110 Applicability.

(A) The Site Plan Review process is used for:

- (1) The following categories of multiple unit housing, commercial, public and semi-public, and industrial development or uses, including construction of impervious surfaces for parking lots and storage areas:
 - (a) New development on vacant sites and redevelopment, except:
 - (i) Where a proposed development qualifies for a Minimum Development Standards review in accordance with SDC 5.15;
 - (ii) Where multiple unit housing qualifies ~~for a Type 1 process for review in accordance with as specified in~~ SDC 4.7.380.
 - (b) Additions or expansions that exceed either 50 percent of the existing building gross floor area or 5,000 square feet or more of new building gross floor area and/or impervious surface area, except where a proposed development qualifies for a Minimum Development Standards review according to SDC 5.15;
 - (c) Additions, expansions, and changes of use, regardless of size or intervening use, that:
 - ~~(i) Contain or are within 150 feet of the top of bank (as measured from the property line of the subject property) of any Water Quality Limited Watercourses (WQLW) identified on the WQLW Map on file in the Development Services Department;~~

- ~~(ii) — Contain or are within 100 feet of the top of bank (as measured from the property line of the subject property) of any direct tributaries of WQLW identified on the WQLW Map on file in the Development Services Department;~~
 - ~~(i) (iii) Are located within the City’s urbanizable area, outside of the city limits; or~~
 - ~~(ii) (iv) Are for nonresidential uses, in a land use district that is not residential, and are located within 50 feet of property in a residential land use district or residentially designated land (as measured from the property line of the subject property).~~
 - ~~(d) Notwithstanding subsection (c) above, additions, expansions, or changes of use for multiple unit housing processed under SDC 4.7.380 are not subject to Site Plan Review.~~
 - ~~(e) New development, redevelopment, additions, expansions, and changes of use that:~~
 - ~~(i) Contain or are within 150 feet of the top of bank (as measured from the property line of the subject property) of any Water Quality Limited Watercourses (WQLW) identified on the WQLW Map on file in the Development & Public Works Department;~~
 - ~~(ii) Contain or are within 100 feet of the top of bank (as measured from the property line of the subject property) of any direct tributaries of WQLW identified on the WQLW Map on file in the Development & Public Works Department;~~
 - (f) Discretionary Uses, except where a proposed development qualifies for a Minimum Development Standards review in accordance with SDC 5.15; and
 - (g) Any uses listed in the applicable land use district, overlay, or plan district, which specifically require Site Plan Review.
- (B) Developed or partially developed industrial properties 5 acres or greater in size that have never obtained Final Site Plan Review approval prior to the adoption of this code may obtain Final Site Plan Equivalent Map approval as specified in SDC 5.17.135. This approval is necessary to allow a property to complete a site plan modification process specified in subsection (C) below, or for future additions or expansions.
- (C) Existing lawfully developed sites that do not conform to the current standards of this code are only required to meet current standards on the portions of the site affected by the proposed alteration or expansion. Any alterations to the site must meet current code standards.

Commentary: The definitions section was amended as follows.

- HB 2984 added a clear definition of “area median income” to ORS 197A.445 and its impact on SDC 4.7.405 Income-Qualified Housing.
- Add the definition of ‘Food Preparation’ to the code to define the difference between food preparation and a kitchen for single room occupancy uses.
- Note that the definition of ‘Income-Qualified Housing’ was not included in the definitions section of the code because (A) it varies by application and context, (B) 4.7.405 already states what income-qualified housing means for each subsection, and (C) It’s also not a complete definition for each context, because all the various uses of income qualified housing have different required affordability periods.
- With the reorganization of SDC 4.7.370 Income-Qualified Housing on Property Owned by Religious Corporations and the removal of Place of Worship from that section, reword Place of Worship in the definitions section.
- As part of ORS 197.286 to ORS 197.314, “Single Room Occupancy means a residential development with no fewer than four attached units that are independently rented and lockable and provide living and sleeping space for the exclusive use of an occupant, but require that the occupant share sanitary or food preparation facilities with other units in the occupancy.” It is not recommended that we amend the definition of single room occupancy in the code to the ORS definition as this will place additional discretionary criteria on the development potential than what currently exists in the code (e.g. under Springfield’s code an SRO does not need to be at least four attached units, nor does it require that occupants share sanitary or food preparation facilities).

6.1.100 – Definitions

6.1.110 Meaning of Specific Words and Terms.

Area Median Income. The income for the metropolitan statistical area in which housing is located as determined by the Oregon Housing and Community Services Department and adjusted for household size based on information from the United States Department of Housing and Urban Development.

Food Preparation. Any indoor habitable area designed or used for preparation or cooking of food that does not contain a stove, range, or oven.

Place of Worship. Place of Worship. A non-residential place for people to gather for religious activity. Examples include such as a church, synagogue, temple, mosque, chapel, or meeting house. A place of worship may include activities customarily associated with the practices of religious activity, including worship services, religion classes, weddings, funerals, meal programs, and child care, but not including private or parochial school education for prekindergarten through grade 12 or higher education. Includes associated uses as described in SDC 4.7.370. (ORS 227.500)

Single Room Occupancy (SROs). A residential property that contains multiple single room ~~dwelling~~ units where each unit is for the exclusive use occupancy by of an occupant single eligible individual. The unit need not, but may, contain food preparation or sanitary facilities, or both. The residential property containing SROs may also share sanitary or food preparation facilities with other units in the occupancy.

Legislative Version of Springfield Development Code Amendments: Housing Opportunities in Non-Residential Areas to Implement House Bills 2984, 3151 and 3395 and for Minor Code Corrections

Revised Planning Commission Public Hearing Draft – March 29, 2024

CODE AMENDMENTS

Various Sections of the Springfield Development Code (SDC) are amended to implement requirements in House Bills 2984, 3151, and 3395 passed in 2023.

- House Bill 2984 requires local governments to allow conversion of a building from commercial to residential use without requiring a zone change or conditional use permit, as long as the land is not zoned to allow for industrial uses.
- House Bill 3151’s major impact on Springfield is to allow manufactured dwelling parks serving households with incomes of 120 percent or less of area median income (AMI), to be added to the definition of “affordable housing”. The bill also adds property owned by a housing authority, manufactured dwelling park nonprofit cooperative, or nonprofit corporation organized as a public benefit corporation whose primary purpose is the development of affordable housing, to the list of properties where local government is required to allow “affordable housing”. This will result in changes to SDC 4.7.405, which allows for the development of income-qualified housing on non-residential lands if certain conditions are met. The code amendments will change the title of SDC 4.7.405 to be about “Income-Qualified Housing” to address the broader definition of various affordability levels.
- House Bill 3395 allows housing within commercial land use districts if it is affordable to households with incomes of 60 percent of the area median income (AMI) or less, or for mixed-use structures with ground floor commercial with residential units that are affordable to moderate income (80-120% AMI) households. The bill requires cities to apply the residential density level most comparable to the commercial density currently allowed in the land use district. The bill explicitly exempts cities from having to conduct a new economic analysis or comprehensive plan update; however, cities may still wish to consider the impact to employment lands availability and accommodate these impacts at a later date.

The amendments are shown in legislative format (deleted text with strike-through **red** font and new text with **double underline red** font). Changes shown since the Work Session on March 19, 2024, are **highlighted in yellow**. Commentary is shown in *purple italics font*, preceding the text to which it is referring.

Commentary: For simplicity, the fee waiver standards in this section are amended to remove proof of registered non-profit status and amend the term 'affordable housing' to income-qualified housing' in line with these code amendments. To match the definition of area median income provided in the definitions section of SDC 6.1.110 the reference to the Federal Housing and Urban Development (HUD) income limits was also removed from this section.

2.1.100 – General Provisions

2.1.135 Fees.

- (A) The City Council shall establish fees by separate Resolution for the performance of the actions and reviews required by this code. The list of fees is available at the Development ~~Services & Public Works~~ Department.
- (B) Payment of these fees is required at the time of application submittal. No application will be accepted without payment of the appropriate fee in full, unless the applicant qualifies for a fee waiver, as specified in subsection (C), below.
- (C) **Fee Waivers.** The following fee waivers apply only within the Springfield city limits to the following agencies and/or persons:
- (1) ~~Nonprofit Income-Qualified Affordable~~ **Housing Providers.**
- (a) Development fees required by this code may be waived for up to 50 ~~income-qualified affordable~~ housing units per year or more, upon the determination of need by the Director in order to encourage the construction of ~~affordable income-qualified~~ housing. ~~Affordable housing is Income-qualified housing is~~ defined as ~~newly constructed~~ constructed either for:
- (i) Rental housing for households with incomes below 60 percent of the area median income, ~~as determined by the Federal Housing and Urban Development (HUD) income limits in effect at the time of submittal~~; or
- (ii) Home ownership housing sold to households with incomes below 80 percent of the area median income, ~~as determined by the HUD income limits in effect at the time of submittal~~.
- (b) The property owner ~~must~~shall enter into a contractual agreement with the City for a 5-year period of affordability for each project to assure compliance with the stated intent of the project. In addition, all of the approval criteria listed below ~~must~~shall be met:
- ~~(i) Proof of registered nonprofit status;~~
- ~~(ii)~~ (i) Adequate documentation that the housing meets appropriate standards regarding household income, rent levels, sales price, location, and number of units;

- ~~(iii)~~ (ii) For rental housing, adequate documentation that the housing ~~shall~~ must remain exclusively available to low-income households at affordable rents for the period of affordability;
- ~~(iv)~~ (iii) For home ownership housing, adequate documentation that this housing is sold exclusively to low-income households at an affordable sales price, and additional documentation that if the housing is resold within the period of affordability, the housing ~~shall~~ must only be sold to another low-income household at an affordable sales price;
- ~~(v)~~ (iv) Adequate documentation that if, within the period of affordability, the use of the property is no longer for low-income housing, the owner ~~shall~~ must pay the waived development fee from which the owner or any prior owner was exempt; and
- ~~(vi)~~ (v) Recording of appropriate covenants and documentation to ~~insure~~ ensure compliance with the requirements specified in this subsection.

- (2) **Low Income Citizens.** Development fees required by this code may be waived by the Director when the applicant is considered to be low income, as determined by the HUD income limits in effect at the time of submittal.

Commentary: *Notable amendments to Table 3.2.210 include:*

- *Adding the Commercial to Residential Conversion Standards to the Residential Districts (R-1, R-2, or R-3)*
- *Income-Qualified Housing is not included as a separate permitted use in the residential districts or districts where housing is allowed outright subject to special standards. Listing income-qualified housing as a permitted use where housing is already allowed outright would have the effect of putting in place special rules for income-qualified housing that don't apply to market rate housing. The code includes income-qualified housing as a special permitted use only in land use districts where the standards for income-qualified housing are more permissive than those for market-rate housing.*
- *In the existing table, multiple unit housing is subject to 4.7.375 thru 4.7.385, which also includes 4.7.380. To clarify that not all of the multiple unit housing standards will apply depending on if the applicant elects to use the Clear and Objective or Discretionary tract, the multiple unit housing standards are listed separately. Both 'P' and 'S' are referenced in the R-2 and R-3 column for multiple unit housing since Site Plan Review is sometimes required.*
- *Fixing any reference to code standards that were incorrect or changed with these code amendments in the table.*

3.2.200 – Residential Districts (R-1, R-2, R-3)

Table 3.2.210 Permitted Uses				
Uses	Districts			Applicable code standards
	R-1	R-2	R-3	
Residential				
Single-Unit Dwelling, detached (SD-D)	P	N	N	
Duplex	p*	p*	N	SDC 3.2.245
Triplex/Fourplex	p*	p*	p*	SDC 3.2.250 and 3.2.255
Townhouse (Single-Unit Dwelling, attached, e.g., row houses, etc.)	p*	p*	p*	SDC 3.2.250 and 3.2.265
Cottage Cluster Housing	p*	p*	p*	SDC 3.2.250 and 3.2.260
Courtyard Housing	p*	p*	p*	SDC 3.2. 270 335
Emergency Medical Hardship	p*	p*	p*	SDC 4.7.400
Accessory Dwelling Units (ADUs)	p*	p*	p*	SDC 3.2.275
Single Room Occupancy (SROs)	P	P	P	
Short Term Rental				
Type 1	p*	p*	p*	SDC 4.7.355
Type 2	D*	D*	D*	SDC 4.7.355
Manufactured Dwelling Park	P , S *	P , S *	N	SDC 4.7.345
Multiple Unit Housing	N	p*	p*	SDC 4.7.375 , 4.7.380 , and thru 4.7.385
Family Child Care Home	P	P	P	
Child Care Center	P <u>S</u> *	P <u>S</u> *	P <u>S</u> *	SDC 4.7.340
Residential Care Facility; 5 or fewer people	p*	p*	p*	SDC 4.7.350
Conversion from commercial to residential use	S *	S *	S *	SDC 4.7.215
Residential Care Facility; 6 or more people	P , S *	P , S *	P , S *	SDC 4.7.350
Public and Institutional* (SDC 4.7.375)				
Automobile Parking, Public Off-Street Parking	N	D	D	
Club (see definition SDC 6.1.110) (C)	N	N	N	
Community Service; includes Governmental Offices	N	D	D	

Table 3.2.210 Permitted Uses				
Uses	Districts			Applicable code standards
	R-1	R-2	R-3	
Community Garden	D	D	D	
Educational Facilities: Elementary and Middle Schools	D*	D*	D*	SDC 4.7.195 and 5.9.110
Emergency Services; Police, Fire, Ambulance	D, S	D, S	D, S	
Parks and Open Space, including Playgrounds, Trails, Nature Preserves, Athletic Fields, Courts, Swim Pools, and similar uses	P/D*	P/D*	P/D*	SDC 4.7.200 330
Place of Worship	D, S*	D, S*	D, S*	SDC 6.1.110 4.7.370
Commercial* (SDC 4.7.375)				
Home Business	p*	p*	p*	SDC 4.7.365
Professional Office	S*	S*	S*	SDC 4.7.335 4.7.190
Mixed-Use Buildings	S*	S*	S*	SDC 4.7.180(C) and 4.7.375
<u>Public Utility Facilities</u>				
<u>High impact public utility facility</u>	<u>S/D*</u>	<u>S/D*</u>	<u>S/D*</u>	<u>SDC 4.7.160</u>
<u>Low impact public utility facility</u>	<u>P</u>	<u>P</u>	<u>P</u>	
<u>Certain wireless telecommunications systems facilities</u>	<u>SDC 4.3.145</u>			

P = Permitted Use; S = Site Plan Required; D = Discretionary Use Permit Required; N = Not Allowed;
* = Permitted in conformance with cited code standards.

Commentary: House Bill 3395 established a density for single room occupancy (SRO) units. The bill states that “single room occupancy means a residential development with no fewer than four attached units. Within an urban growth boundary, each local government shall allow the development of a single room occupancy: (a) With up to six units on each lot or parcel zoned to allow for the development of a detached single-family dwelling; and (b) With the number of units consistent with the density standards of a lot or parcel zoned to allow for the development of residential dwellings with five or more units.” This is interpreted to mean, that in the R-1 district, a lot or parcel can contain up to 6 SRO units. In the R-2 and R-3 districts where multiple-family dwellings are allowed, the density of SROs will match the density in the applicable district. Table 3.2.215 has been amended to reflect this change.

3.2.215 Lot Area and Dimensions.

Table 3.2.215 Residential District Density Standards and Minimum Lot Size

Where a minimum lot size listed in this table conflicts with the maximum net density, by resulting in development that exceeds the applicable maximum net density, the maximum net density standard will prevail. This may result in an increase in the minimum lot size provided in this table. Where no minimum lot size is listed, the minimum lot size is determined solely based on the applicable maximum net density.

Minimum lot sizes listed in this table for middle housing types apply to the parent lot and not to any lots resulting from a middle housing land division approved under SDC [5.12.200](#).

Density standards and minimum lot sizes within the Hillside Overlay District are provided in SDC [3.3.520](#).

Density (see SDC 3.2.235 below)	R-1	R-2	R-3
Single unit dwelling, detached	6 units per net acre minimum 14 units per net acre maximum 3,000 sq ft minimum lot size	N/A	
<u>Single room occupancy</u>	<u>Up to 6 SRO units per lot or parcel</u> <u>3,000 sq ft minimum lot size</u>	<u>79 SRO units per net acre minimum</u> <u>168 SRO units per net acre maximum</u>	<u>168 SRO units per net acre minimum</u> <u>252 SRO units per net acre maximum</u>
Duplex	6 units per net acre minimum No maximum density 3,000 sq ft minimum lot size	14 units per net acre minimum 28 units per net acre maximum 3,000 sq ft minimum lot size	N/A
Triplex and fourplex	6 units per net acre minimum No maximum density Triplex: 5,000 sq ft minimum lot size Fourplex: 7,000 sq ft minimum lot size	14 units per net acre minimum 28 units per net acre maximum	28 units per net acre minimum 42 units per net acre maximum

Table 3.2.215 Residential District Density Standards and Minimum Lot Size

Where a minimum lot size listed in this table conflicts with the maximum net density, by resulting in development that exceeds the applicable maximum net density, the maximum net density standard will prevail. This may result in an increase in the minimum lot size provided in this table. Where no minimum lot size is listed, the minimum lot size is determined solely based on the applicable maximum net density.

Minimum lot sizes listed in this table for middle housing types apply to the parent lot and not to any lots resulting from a middle housing land division approved under SDC [5.12.200](#).

Density standards and minimum lot sizes within the Hillside Overlay District are provided in SDC [3.3.520](#).

Density (see SDC 3.2.235 below)	R-1	R-2	R-3
Townhome	6 units per net acre minimum 25 units per net acre maximum 1,000 sq ft minimum lot size	14 units per net acre minimum 28 units per net acre maximum 1,000 sq ft minimum lot size	28 units per net acre minimum 42 units per net acre maximum 1,000 sq ft minimum lot size
Cottage cluster	4 units per net acre minimum No maximum density 5,000 sq ft minimum lot size	14 units per net acre minimum 28 units per net acre maximum 5,000 sq ft minimum lot size	28 units per net acre minimum 42 units per net acre maximum 5,000 sq ft minimum lot size
Multiple unit housing	N/A	14 units per net acre minimum 28 units per net acre maximum	28 units per net acre minimum 42 units per net acre maximum
<u>Manufactured dwelling park</u>	<u>6 units per net acre minimum</u> <u>14 units per net acre maximum</u> <u>1 acre minimum lot size</u>	<u>14 units per net acre minimum</u> <u>28 units per net acre maximum</u> <u>1 acre minimum lot size</u>	<u>N/A</u>

Density fractions will be rounded as provided in SDC [3.2.235](#)(A).

Commentary: Add the height standards from SDC 4.7.405(D) for income-qualified housing in residential districts to SDC 3.2.230 and amend (A) to state that Table 3.2.230 refers to maximum building height.

3.2.230 Height.

- (A) The following building height maximumsstandards are intended to facilitate allowed residential densities while promoting land use compatibility.

Table 3.2.230 Height	R-1	R-2	R-3
All Lots, except where specifically addressed below	35 feet	50 feet	none

- (B) Incidental equipment, as defined in SDC [6.1.110](#) may exceed the height standard.
- (C) Within the Hillside Development Overlay District, the maximum building height, as defined and calculated in SDC [6.1.110](#), is 45 feet.
- (D) Income-Qualified Housing in residential districts allowed pursuant to SDC 4.7.405(C) may meet the height standards of SDC 4.7.405(D).

Commentary: House Bill 3395 established a density standard for single room occupancy (SRO), which requires that for the purposes of calculating density, 6 single room occupancy units is equal to 1 dwelling unit and that SRO units are permitted when “consistent with the density standards of a lot or parcel zoned to allow for the development of residential dwellings with five or more units.” The density standards for income-qualified housing in SDC 4.7.405 has also been added.

3.2.235 Density.

- (A) The following net density standards apply to all new development in the R-1, R-2, and R-3 districts, except as specified in subsection (B) of this section. The net density standards shown in Table [3.2.215](#) are intended to ensure efficient use of buildable lands and provide for a range of needed housing, in conformance with the Springfield Comprehensive Plan. Where the density standards apply, the net density must be within the density range for the respective **zoning** district, except that density fractions 0.5 units per net acre or greater will be rounded up to the next whole number, and less than 0.5 unit per net acre will be rounded down to the preceding whole number.

The density standards may be averaged over more than 1 development phase (i.e., as in a subdivision or within the area subject to an adopted Master Plan). Within the Hillside Development Overlay District, the net density standards may be met through a density transfer bonus as provided in SDC [3.3.520](#)(D).

- (B) The net density requirements specified in Table [3.2.215](#) do not apply as follows:
 - (1) Residential care homes/facilities.
 - (2) Accessory dwelling units (ADUs).

- (3) Bed and breakfast inns.
 - (4) Nonresidential uses, including neighborhood commercial uses, public and institutional uses, and miscellaneous uses that do not include a dwelling unit.
 - (5) Buildings that are listed in the Inventory of Historic Sites within the Springfield Area Comprehensive Plan Exhibit “A” or buildings designated on the Historic National Landmarks Register.
 - (6) Residential infill, as defined in [SDC 6.1.100](#), is exempt from minimum density standards, except within the HD Overlay District as provided in [SDC 3.3.505](#) to [3.3.540](#).
 - (7) Partitions on properties that are large enough to be divided into 5 or more lots are exempt from minimum density standards as long as the size of the resulting parcels and siting of dwellings allow future development on these parcels at minimum densities.
 - (8) [Income-Qualified Housing allowed pursuant to SDC 4.7.405\(C\) that complies with SDC 4.7.405\(D\).](#)
- (C) Net density is defined in [SDC 6.1.100](#) as the number of dwelling units for each acre of land in residential use, excluding: dedicated streets; dedicated parks; dedicated sidewalks; and other public facilities.

For the purposes of calculating residential net density, [6-4](#) single room occupancy (SRO) units equal 1 dwelling unit. Fractional dwellings will be rounded to the next higher number, e.g., [5-7](#) SRO rooms equal 2 dwellings. [In the R-2 and R-3 districts, the number of SRO units must be consistent with the R-2 and R-3 density standards.](#)

Commentary: Add the Income-Qualified Housing and Commercial to Residential Conversion Standards to the Commercial Districts, Table 3.2.320 Permitted Uses and fix any reference to code standards that were incorrect or changed with these code amendments in the table. The reference to the Metro Plan was updated to align with recent amendments related to adoption of the Springfield Comprehensive Plan Map and Land Use Element, which shows all plan designations in Springfield’s UGB, including reflecting adopted refinement plan diagrams.

3.2.300 – Commercial Districts

3.2.320 Permitted Uses.

Table 3.2.320 Permitted Uses					
Land Use	Commercial District				Applicable code standards
	NC**	CC	MRC	GO	

Table 3.2.320 Permitted Uses					
Land Use	Commercial District				Applicable code standards
	NC**	CC	MRC	GO	
Commercial					
Retail Sales and Service (non-automobile dependent/oriented)	P*	P	P	P*	SDC 4.7.230 and 4.7.235 3.2.330
Retail Sales and Service (automobile dependent)	N	P*	P*	N	SDC 4.7.115
Retail Sales and Service (automobile oriented)	N	P*	P*	N	SDC 4.7.115
Marijuana Business: marijuana retail outlet (recreational or medical)	N	P*	P*	N	SDC 4.7.177
Recreation Facilities	P*	P*	P*	N	SDC 4.7.205
Eating and Drinking Establishments (with drive-through)	P	P	P	N	
Eating and Drinking Establishments (without drive-through)	P	P	P	P*	SDC 4.7.145 3.2.330
Offices and Clinics	P	P	P	P	
Animal Hospital, Animal Clinic, or Kennel	N	P*	N	N	SDC 4.7.110
Garden Supply or Feed Store	N	P	P*	N	SDC 4.7.150 3.2.330
Manufactured unit as a temporary construction office, security quarters, or general office	P*	P*	P*	P*	SDC 4.7.185 , 4.8.110 , and 4.8.120
Manufactured home as a manufactured home sales office	P*	P*	P*	N	SDC 4.8.115
Lodging					
Hotels and Motels	N	P	P	N	
Short Term Rentals (Type 1 and 2)	P*	P*	N	N	SDC 4.7.355
Hostel	P	P	N	N	
Emergency Housing	N	P	N	N	
RV Park	N	P*	N	N	SDC 4.7.220
Industrial					

Table 3.2.320 Permitted Uses					
Land Use	Commercial District				Applicable code standards
	NC**	CC	MRC	GO	
Manufacture or assembly of goods or products to be sold on premises	N	P*	N	N	SDC 4.7.175 <u>3.2.330</u>
Warehouse and Wholesale Sales	N	P*	N	N	SDC 4.7.175 <u>3.2.330</u>
Residential					
Residential uses in areas designated mixed use in: the <u>Metro Plan Springfield Comprehensive Plan</u> ; a Refinement plan; or in mixed use district in this code	P*	P*	<u>P*</u>	N	SDC 3.2.330 <u>4.7.210</u>
<u>Conversion from commercial to residential use</u>	<u>P*</u>	<u>P*</u>	<u>P*</u>	<u>P*</u>	<u>SDC 4.7.215</u>
<u>One single-unit dwelling, attached or detached, as a secondary use</u>	<u>P</u>	<u>P</u>	<u>N</u>	<u>N</u>	<u>SDC 3.2.220 thru 3.2.225</u>
<u>Income-Qualified Housing</u>	<u>P*</u>	<u>P*</u>	<u>P*</u>	<u>P*</u>	<u>SDC 4.7.370 and 4.7.405</u>
Family Child Care Home	P	P	P	P	
Child Care Center	<u>P*</u>	<u>P*</u>	<u>P*</u>	<u>P*</u>	<u>SDC 4.7.340</u>
Transportation Facilities					
Dock, Boat Ramp, and Marinas	N	D	N	N	
Heliport or Helistop	N	P*	P*	N	SDC <u>4.7.240</u>
Transit Station	N	P*	P*	N	SDC <u>4.7.240</u>
Linear Park	P	P	P	P	
Bicycle Paths and Pedestrian Trails	P	P	P	P	
Other					
Secondary Use (as defined)	P	D	D	P*	SDC 4.7.320 <u>3.2.330</u>
Accessory Use (as defined)	<u>P*</u>	<u>P*</u>	<u>P*</u>	<u>P*</u>	<u>SDC 4.7.360</u>
Agricultural cultivation of vacant land	N	P	P	N	

Table 3.2.320 Permitted Uses					
Land Use	Commercial District				Applicable code standards
	NC**	CC	MRC	GO	
Public and Institutional					
Private/Public Elementary and Middle Schools	D*	D*	N	N	SDC 4.7.195 and 5.9.110
Branch Educational Facilities	P	P	P	N	
Place of Worship	P*	P*	P*	P*	SDC 6.1.110 4.7.370
Club (see definition SDC 6.1.110)	P	P	P	N	
Hospital	P	P	P	N	
Community Service; includes Governmental Offices	P	P	P	P	
High impact public utility facilities	P*/ <u>D</u>	P*/ <u>D</u>	P*/ <u>D</u>	P*/ <u>D</u>	SDC 4.7.160
Low impact public utility facilities	P	P	P	P	
Communication towers, including antennas and relay equipment	N	D	D	N	
Wireless Telecommunications System (WTS) Facilities	See SDC 4.3.145	See SDC 4.3.145	See SDC 4.3.145	See SDC 4.3.145	SDC 4.3.145

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

* Permitted subject to cited code standards.

** Subject to SDC [4.7.375](#), where applicable.

Commentary: The applicable standard in (B) was incorrectly listed as 4.2.105(N). That error was corrected below.

3.2.325 Development Standards.

(B) Setbacks.

- (1) Setbacks provide separation between commercial and non-commercial uses for fire protection/security, building maintenance, sunlight and air circulation, noise buffering, and visual separation. All developments must meet applicable fire and building code standards, which may require greater setbacks than those listed in this section (e.g., for combustible materials, etc.).
- (2) Required setbacks are measured from the special street setback in SDC [4.2.105](#) (~~MN~~), where applicable.

Commentary: The standards in this section were moved from 4.7.100 as they only apply to the commercial districts; specifically, SDC 4.7.145 and 4.7.235 (Eating and Drinking Establishments and Small Scale Repair and Maintenance Services (in the NC District)), SDC 4.7.110 (Animal Overnight Accommodations (permitted in the CC District only)) and 4.7.175 (Manufacturing as a Secondary Use in Commercial Districts (permitted in the CC District)), SDC 4.7.230 (Secondary Retail Sales in the GO District), and SDC 4.7.210 (Residential Uses in Commercial Districts).

3.2.330 Development Standards – Specific.

(A) NC Development Standards.

- (1) Small scale repair and maintenance services must take place entirely indoors, and buildings must be utilized to ensure that noise or odor do not disturb the normal operation and tranquility of neighboring residential and business areas.

(B) CC Development Standards.

- (1) In the CC District, the manufacturing or assembly of goods or products must occur indoors, must not generate more noise, odor or other physical attributes than the permitted uses, must occupy less than 50 percent of the floor area of the building, and the goods or products must be sold on premises.
- (2) In the CC District, Buildings used for the overnight accommodation of animals, and structures that enclose animals outside of buildings, must be constructed to ensure that noise or odor do not disturb the normal operation or tranquility of neighboring residential, business, campus industrial or public land uses.

(C) MRC Development Standards.

- (1) Garden supply and feed and seed stores must be permitted only as secondary uses in the MRC District. The bulk storage or sales of fertilizer, feed or plant materials that require heavy equipment for loading is prohibited.

(D) GO Development Standards.

- (1) The cumulative total area of sit-down restaurants and delicatessens, secondary retail uses and exercise studios in the GO District must be limited to no more than 10 percent of the gross floor area of the office building in which they are sited.

- #### **(E) Commercial Districts in Areas Designated Mixed-Use on the Springfield Comprehensive Plan Map.**
- In commercial districts in areas designated mixed use on the Springfield Comprehensive Plan Map or a Refinement Plan diagram, Plan District map, or Conceptual Development Plan, multiple unit housing developments must meet the standards as specified in the applicable regulation. R-2 and R-3 District standards contained in this code must be followed where the Springfield Comprehensive Plan Map, a Refinement Plan diagram, Plan District map, or Conceptual Development Plan does

not specify development standards, or in areas where no applicable regulation has been prepared.

Commentary: Add the Income-Qualified Housing Standards to the Industrial Districts, Table 3.2.420 Permitted Uses and fix any reference to code standards that were incorrect or changed with these code amendments in the table.

3.2.400 – Industrial Districts

3.2.420 Permitted Uses.

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

Table 3.2.420 Permitted Uses					
Land Use	Industrial District				Applicable code standards
	**CI	LMI	HI	*SHI	
Industrial					
Heavy Manufacturing and Production	N	D	P	P	
Light Manufacturing, Fabrication, and Repair	D	P	P	P	
Industrial Service	P	P	P	P	
*Warehouse and Wholesale Sales	P	P	P	P	SDC 4.7.2453.2.428
Waste-Related	N	N	D	D	
Explosives or fireworks, manufacturing, warehouse, or distribution.	N	D	D	N	
Corporate Office/Headquarters	P(4)	P	P	P	SDC 4.7.100
Outdoor storage directly related to an approved use	N	P	P	P	
Automobile wrecking, or towing service operations	N	N	D	N	
Industrial Park	N	P	P	P	
Business Park	P	N	N	N	
Slaughterhouse	N	N	D	N	
Other					
*Secondary Use (as defined)	P	D	D	D	SDC 3.2.42815
*Accessory Use (as defined)	P	P	P	P	SDC 3.2.415
*Marijuana Production facility	N	N	P	P	SDC 4.7.177
*Marijuana Processing facility	N	P	P	N	SDC 4.7.177
*Marijuana Wholesale facility	N	P	P	N	SDC 4.7.177

Table 3.2.420 Permitted Uses					
Land Use	Industrial District				Applicable code standards
	**CI	LMI	HI	*SHI	
*Marijuana Retail outlet or sales, as primary or secondary use	N	N	N	N	SDC 4.7.177
*Recreational Facilities	N	P	P	P	SDC 4.7.205
Child Care Centers	P	P	N	N	SDC 4.7.340
Bicycle paths and pedestrian trails	P	P	P	P	
Linear Parks	P	P	P	P	
Agricultural cultivation of vacant land	P	P	P	P	
Income-Qualified Housing	P*	P*	N	N	SDC 4.7.405
Public and Institutional					
Education facilities (schools)	N	D	N	N	SDC 4.7.195
*High impact public utility facilities	D	P	P	P	SDC 4.7.160
Low impact public utility facilities	P	P	P	P	
*Wireless Telecommunications System (WTS) Facilities	N	See SDC 4.3.145	See SDC 4.3.145	See SDC 4.3.145	SDC 4.3.145

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

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

** Uses in the CI District must meet the operational performance standards specified in SDC [3.2.430](#).

Commentary: The standards in this section were moved from SDC 4.7.170 Manufactured Dwelling as a Permanent Office and SDC 4.7.245 Warehouse Commercial Retail and Wholesale as the uses are specific to the Industrial Districts.

3.2.428 Development Standards—Specific.

(A) Manufactured Dwelling as a Permanent Office Use. A manufactured dwelling provided it meets City and State construction and safety standards for the proposed use, may be used as a permanent office building in the Light-Medium Industrial and Heavy Industrial Districts provided the following conditions are met prior to occupancy:

- (1) A permanent foundation is provided for the manufactured dwelling.**
- (2) Siding must be compatible with adjacent structures; the roof must have a minimum 16 percent pitch.**
- (3) Foundation covers, skirting, landscaping and backfill are required.**
- (4) Compliance with these regulations is a condition of continued use of the manufactured dwelling on the property.**

(B) Warehouse Commercial Retail and Wholesale.

- (1) Buildings must be located in the front of lots/parcels, where possible, to minimize the visibility of outdoor storage yards or areas.
- (2) Any outdoor storage yard or area must be surrounded by a sight-obscuring fence.

EXCEPTION: Sales of heavy equipment and trucks does not require fencing.

- (3) In the Downtown Exception Area, the storage and display of rental equipment must be confined within a building.
- (4) For mini-storage facilities, an on-site manager’s living quarters must be permitted when the living quarters are constructed as part of and attached to a new or existing mini-storage facility.
- (5) **Light-Medium Industrial and Warehousing.** For Warehouse-Commercial use, at least 50 percent of the structure must be used for storage of materials and 50 percent or less may be used for combined retail and office floor space.

Commentary: Add the Income-Qualified Housing and Commercial to Residential Conversion Standards to the Medical Services Zoning District, Table 3.2.510 Permitted Uses and fix any reference to code standards that were incorrect or changed with these code amendments in the table.

3.2.500 – Medical Services Zoning District

3.2.510 Schedule of Use Categories.

The following buildings and uses are permitted in this district as indicated subject to the provisions, additional restrictions and exceptions specified in this code. Secondary retail uses **shall must** be limited to 20 percent of the total gross floor area of all buildings on the site.

<i>Uses/Use Categories</i>	<i>MS District</i>
Primary Uses	
Hospital services	P
Medical clinics	P
Physicians services	P
Medical laboratory services	P
Dental services	P
Dental laboratories	P
Primary Uses	-
Housing for the elderly and handicapped, independent of care facilities	P
Residential care facilities	P
<u>Conversion from commercial to residential use (SDC 4.7.215)</u>	<u>P</u>
<u>Income-Qualified Housing (SDC 4.7.370 and 4.7.405)</u>	<u>P</u>
Child care center <u>(SDC 4.7.340)</u>	P

Uses/Use Categories	MS District
Adult day care facilities subject to any applicable State regulations	P
Certain Wireless Telecommunications Systems Facilities (SDC 4.3.145)	P
Health Services	P
Medical Office Buildings	P
Secondary Uses	
Dispensing pharmacies	P
Prosthesis, hearing and speech aids sales and service	P
Home medical equipment rental and sales	P
Cafeterias, medical related recreational facilities, low impact public utility facilities, and heliports and helistops serving and constructed in conjunction with on-site development.	P

Commentary: *Notable amendments to this section include:*

- *Add Income-Qualified Housing and Commercial to Residential Conversion Standards to the Mixed-Use Zoning Districts, 3.2.610 Schedule of Use Categories.*
- *Fix incorrect references using P* or S* for permitted uses subject to cited standards to instead be listed as S as noted in the key prior to the previous Development Code Amendment Project. Remove the reference to SDC 4.7.100 in the description of “S” Special Standards to be consistent with other code sections that permit uses subject to certain SDC sections.*
- *Change the heading from ‘Residential Uses in Areas Designated Mixed-Use in the Metro Plan or Refinement Plans’ to just ‘Residential Uses’. Since these mixed-use districts were established to implement areas designated Mixed-Use by the Metro Plan (now Springfield Comp Plan) or on adopted refinement plans this title is redundant and doesn't add any helpful detail.*
- *Fix any reference to code standards that were incorrect or changed with these code amendments in the table.*

3.2.600 – Mixed-Use Zoning Districts

3.2.610 Schedule of Use Categories.

The following uses are permitted in the districts as indicated, subject to the provisions, additional restrictions and exceptions specified in this code. Uses not specifically listed may be approved as specified in SDC [5.11.100](#).

“P” = **PERMITTED USE** subject to the standards of this code.

“S” = **SPECIAL STANDARDS** subject to ~~special cited locational and siting standards to be met prior to being deemed a permitted use (SDC 4.7.100).~~

“D” = **DISCRETIONARY APPROVAL** subject to review and analysis under Type 3 procedure (as a discretionary use under SDC [5.9.100](#) except where other criteria are indicated in the applicable special standards).

“N” = **NOT PERMITTED**

SITE PLAN REVIEW SHALL IS BE REQUIRED for all development proposals within all mixed use districts unless exempted elsewhere in this code.

Use Categories/Uses	Districts		
	MUC	MUE	MUR
Accessory Use Structures			
Accessory Structures (SDC 4.7. 360 105)	N	P	S
Agricultural and Animal Sales and Services			
Agricultural cultivation of undeveloped land	N	P	P
Garden supplies	P	N	N
Automotive Repair and Service			
Garage, repair	N	P	N
Parking lots and parking structures (SDC 4.7.180)	S	P	S
Tires, batteries and accessories	N	P	N
Operation, maintenance, repair, expansion and replacement of automobile, light truck sales, new and used, including accessory repair garages, parts and accessory sales on land where such uses lawfully existed as of June 3, 2002, owned, leased and controlled by a single entity	P*	N	N
Business and Professional Offices and Personal Services			
Accountants, bookkeepers and auditors	P	P	P
Advertising/marketing agencies	P	P	P
Architects, landscape architects and designers	P	P	P
Art studios, fine	P	N	P
Art restoration	P	N	P
Attorneys	P	P	P
Audio/video production studio	P	P	N
Authors/composers	P	N	P
Banks, credit unions and savings and loans	P	P	P
Barber and beauty shops	P	P	P
Blue printing, photostatting, and photo developing	P	P	N
Business schools	P	N	N
Business, labor, scientific and professional organizations and headquarters	P	P	P
Catering services	P	P	N
Clinics and research/processing laboratories	P	P	P
Collection agencies	P	N	P
Commodity contract brokers and dealers	P	P	P
Computer and information services	P	P	P
Dentists	P	P	P
Detective and protective agencies	P	N	P
Doctors	P	P	P
Drafting, graphic and copy services	P	P	P
Employment agencies and services	P	P	P
Engineers and surveyors	P	P	P
Financial planning, investment services	P	P	P
Graphic art services	P	P	P

Use Categories/Uses	Districts		
	MUC	MUE	MUR
Gymnastics instruction	P	P	N
House cleaning services	P	N	N
Insurance carriers, agents, brokers and services	P	P	P
Interior decorator and designers	P	N	P
Laundry, dry cleaners, including self-service, and ironing services	P	P	N
Loan companies, other than banks	P	P	P
Locksmiths	P	P	P
Lumber brokers	P	P	P
Mailing services/mail order sales	P	P	P
Management and planning consultants	P	P	P
Manufactured unit as a temporary construction office, night watchperson's quarters or general office (SDC 4.8.110 , 4.7.185 , and 4.7.1703.2.428)	P/S	P/S	N
Motion picture studio/distribution	P	P	N
Non-profit organizations	P	N	P
Opticians	P	P	P
Performing arts instruction	P	N	P
Photocopying	P	P	P
Photography studios	P	P	P
Planners, land use	P	P	P
Printing/publishing	P	P	N
Psychologists and counselors	P	P	P
Real estate sales and management	P	N	P
Scientific and educational research	P	P	P
Security systems services	P	P	N
Self-defense studio	P	P	N
Shoe repair	P	P	P
Stenographers and secretarial services	P	P	P
Stockbrokers	P	P	P
Swimming pool cleaning	P	N	N
Tailors	P	N	P
Tanning salons	P	N	P
Title companies	P	N	P
Telephone answering services	P	P	P
Travel agencies	P	P	P
TV and radio broadcasting studios (does not include antennae)	P	P	N
Typing services	P	P	P
Window cleaning	P	N	N
Communications Facilities			
Communications towers, including antennas and relay equipment. Certain Wireless Telecommunications Systems Facilities (See SDC 4.3.145)	N	D	N
Child Care Facilities			

Use Categories/Uses	Districts		
	MUC	MUE	MUR
Child Care Center (See standards in SDC 4.7.340 for MUR)	P	P	S
<i>Eating and Drinking Establishments</i>			
Cafeteria (serving employees only)	P	P	N
Cocktail lounges	P	P	N
Delicatessens and sit down restaurants including espresso shops	P	P	P
Drive up restaurants and espresso shops (SDC 4.7.180)	S	P	N
Taverns and brew pubs	P	P	N
<i>Educational Facilities - Public and Private Elementary and Middle Schools</i>			
1 to 5 students in a private home (in a 24-hour period)	N	N	P
6 or more students in a private home	N	D	D
Private/public elementary and middle schools (SDC 4.7.195)	N	D	D
Secondary schools and colleges	N	D	N
<i>Residential Care Facilities</i>			
Residential Care Facility	N	N	D
<i>Home Business</i>			
Home Business (SDC 4.7.365)	S	S	S
<i>Manufacture and/or Assembly of:</i>			
Appliances	N	P	N
Apparel and other finished products made from canvas, cloth, fabrics, feathers, felt, leather, textiles, wool, yarn and similar materials	P	P	N
Communication equipment, including radio and television equipment	N	P	N
Costume jewelry, novelties, buttons and misc. notions	N	P	N
Cutlery, hand tools and hardware	N	P	N
Electronic components and accessories	N	P	N
Electronic transmission and distribution equipment	N	P	N
Engineering, laboratory, scientific, and research instruments	N	P	N
Finished wood manufacturing and assembly including cabinets and door frames	N	P	N
Furniture, including restoration	N	P	N
Greeting cards, business forms and other business related printing	N	P	N
Measuring, analyzing, and controlling instruments	N	P	N
Medical, dental, and surgical equipment and supplies	N	P	N
Medicinal chemicals and pharmaceutical products	N	P	N
Metal fabrication and machine shops	N	P	N
Musical instruments	N	P	N
Prosthetic and orthopedic devices	N	P	N
Office computing and accounting equipment	N	P	N
Optical instruments, including lenses	N	P	N
Perfumes and toiletries	N	P	N
Photographic equipment and supplies	N	P	N
Signs and advertising display	N	P	N
Toys, sporting and athletic goods	N	P	N

Use Categories/Uses	Districts		
	MUC	MUE	MUR
Watches, clocks, and related components	N	P	N
Other Industrial Uses			
Industrial/Business Parks (SDC 3.2.450)	N	S	N
Media productions, including TV and radio broadcasting, motion picture production and newspaper/book/periodical publishing	P	P	N
Regional distribution headquarters, including indoor storage	N	P	N
Research development and testing laboratories and facilities	N	P	N
Accessory structures	N	P	N
Administrative professional or business offices	N	P	N
Public Utility Facilities			
High impact facilities (SDC 4.7.160)	N	S	N
Low impact facilities	P	P	N
Recreational Facilities (SDC 4.7.205)			
Arcades	P	P	N
Art studios, performing	P	P	N
Auditoriums	N	P	N
Bingo parlors	N	P	N
Bowling alleys	P	P	N
Dance halls	N	P	N
Exercise studios	P	P	P
Gyms and athletic clubs	P	P	N
Hot tub establishments	P	P	P
Miniature auto race track (e.g., slot car track)	P	N	P
Miniature golf	P	N	N
Movie theaters, indoor, single screen	P	P	N
Non-alcoholic night club (SDC 4.7.205)	S	P	N
Off-track betting facility	P	P	N
Parks, private and public	P	P	P
Playground	P	P	P
Play/tot lot	P	P	P
Pool halls	P	P	N
Recreation center	P	P	N
Skating rinks	N	P	N
Tennis, racquetball and handball courts	P	P	P
Theater, legitimate (live stage)	P	P	N
Religious, Social and Civic Institutions			
Branch educational facilities	P	P	D
Charitable services	P	N	D
Places of Worship (SDC 6.1.1104-7.370)	D	N	D
Community and senior centers	P	N	P
Fraternal and civic organizations	P	N	N
Hospitals	P	P	N

Use Categories/Uses	Districts		
	MUC	MUE	MUR
Public offices, including, but not limited to: administrative offices, libraries, museums, courts, and detention facilities.	P	N	D
Private/Public Elementary and Middle Schools (SDC 4.7.195)	N	D	D
Residential Uses in Areas Designated Mixed Use in the Metro Plan Springfield Comprehensive Plan or Refinement Plans			
Accessory structures (SDC 4.7.105)	S	P	S
Single-unit dwellings, detached; and townhomes	P	N	P
Duplexes (SDC 3.2.245)	NP	N	PS
Single Room Occupancy (SDC 3.2.235(C))	<u>P</u>	<u>N</u>	<u>P</u>
Middle Housing (SDC 3.2.250)	<u>S</u>	<u>N</u>	<u>S</u>
Multiple unit housing (SDC 4.7.375, 4.7.380, and 4.7.385)	<u>SP</u>	<u>SP</u>	<u>SP</u>
Short Term Rental			
Type 1 (SDC 4.7.355)	<u>SP*</u>	N	<u>SP*</u>
Type 2 (SDC 4.7.355)	<u>S*</u>	N	<u>S*</u>
Income-Qualified Housing ** (Income-Qualified Housing is permitted subject to either (1) the approval standards in the district for residential uses; or (2) the approval standards in SDC 4.7.370 and 4.7.405.	<u>S**</u>	<u>S**</u>	<u>S**</u>
Conversion from commercial to residential use (SDC 4.7.215)	<u>S</u>	<u>N</u>	<u>S</u>
Retail Sales			
Antiques	P	N	P
Apparel	P	N	P
Art galleries and museums	P	N	P
Art supplies	P	N	P
Bakeries	P	P	P
Bicycles	P	N	P
Books	P	N	P
Cameras and photographic supplies	P	N	P
Candies, nuts and confectioneries	P	N	P
China, glassware and metalware	P	N	P
Cigars and cigarettes	P	N	N
Computers, calculators and other office machines	P	P	N
Convenience stores	P	P	P
Dairy products	P	P	P
Department stores	P	N	N
Drapery, curtains and upholstery	P	N	P
Dry goods and general merchandise	P	N	P
Electrical supplies	P	N	N
Fabrics and accessories	P	N	P
Film drop off and pick up (not a drive-through)	P	N	P
Fish	P	N	N
Floor coverings	P	N	P
Florists	P	N	P

Use Categories/Uses	Districts		
	MUC	MUE	MUR
Fruits and vegetables	P	N	P
Furniture	P	N	N
Furriers	P	N	N
Groceries	P	N	P
Hardware	P	N	N
Hobby supplies	P	N	N
Household appliances	P	N	N
Jewelry	P	N	N
Liquor outlets (State)	P	N	N
Luggage and leather	P	N	N
Magazines and newspapers	P	N	N
Mail order houses	P	N	N
Marijuana business: production, processing, wholesaling, retail	N	N	N
Meats	P	N	N
Medical and dental supplies	P	N	N
Musical instruments and supplies	P	N	N
Novelties and gifts	P	N	N
Office equipment	P	P	N
Paint, glass and wallpaper	P	N	N
Pharmacies	P	P	P
Pottery	P	N	N
Radios, televisions and stereos	P	N	N
Second hand and pawn shops	P	N	N
Sewing machines	P	N	N
Shoes	P	N	P
Small electrical appliances	P	N	N
Sporting goods	P	N	P
Stationary	P	P	P
Supermarkets	P	N	N
Toys	P	N	P
<i>Small Scale Repair and Maintenance Services (SDC 4.7.180)</i>			
Business machine repair	S	P	P
Electrical appliance repair	S	P	N
Furniture repair	S	P	N
Janitorial services	N	P	N
Small engine repair	S	N	N
Watch repair	P	P	P
<i>Transient Accommodations</i>			
Emergency shelter facilities	N	N	P
Hotels (SDC 4.7.180)	S	N	N
Youth hostels	P	N	N
<i>Transportation Facilities (SDC 4.7.240)</i>			
Heliports	N	P	N

Use Categories/Uses	Districts		
	MUC	MUE	MUR
Helistops	N	P	N
Linear park	P	P	P
Public transit station, without park and ride lot	P	P	P
Transportation Related, Non-Manufacturing			
Key/card lock fuel facilities	N	P	N
Warehouse Commercial Retail and Wholesale Sales and Distribution			
Cold storage lockers	N	P	N
Electrical supplies and contractors	N	P	N
Floor covering sales	N	P	N
Indoor storage, other than mini-warehouses, and outdoor storage areas/yards	N	P	N
Large electrical appliance sales	N	P	N
Merchandise vending machine operators	N	P	N
Plumbing and heating supplies and contractors	N	P	N
Unfinished furniture	N	P	N
Uses listed under automotive and retail which are wholesale uses	N	N	N
Regional distribution headquarters, including indoor storage	N	P	N
Warehouse/commercial uses engaged primarily in the wholesaling of materials to the construction industry	N	N	N
Wholesale trade, warehousing, distribution and storage (to include mini-storage)	N	N	N
Secondary Uses Serving or Related to On-Site Commercial or Industrial Uses			
Manufacture or assembly of goods or products to be sold on-premises	P	P	N
Accessory structures	N	P	N
Administrative professional or business offices	P	P	P
Blueprinting, photostatting, and photo developing	P	P	N
Cafeteria (serving employees only)	N	P	N
Child care facilities (primarily serving employees on site)	P	P	P
Developed recreation area (serving the development area)	N	P	P
Heliports and helistops	N	P	N
Financial institutions	P	P	P
Manufactured home used as a night watch person's quarters (SDC 4.7.185)	N	S	N
Outdoor storage of materials directly related to a permitted use (SDC 3.2.630 (B)(3))	N	P	N

Commentary: Existing standards in the MUC and MUE district such as requirements for minimum floor area, do not apply to the income-qualified housing standards in 4.7.370 and 4.7.405. These provisions have been added below.

3.2.630 Mixed-Use Development Standards—Specific.

(A) MUC Development Standards.

(1) Preservation of the Commercial Land Supply.

- (a) One hundred percent of a new mixed-use building footprint may be developed for commercial uses.
- (b) A minimum of 60 percent of the ground floor area within a new building in the MUC District ~~shall~~ must be dedicated to commercial uses to ensure that commercial land is preserved for primarily commercial purposes. Up to 100 percent of any building may be developed for residential uses so long as 60 percent of the total ground floor area within the development area is devoted to commercial uses.

EXCEPTION: This provision ~~shall~~ does not apply when commercial uses are proposed for an existing residential building within a commercial district that was within a commercial district prior to June 3, 2002. Nor is it applicable to Income-Qualified Housing allowed under SDC 4.7.370 or 4.7.405.

- (c) The commercial uses on an MUC site ~~shall~~ must be developed prior to or concurrently with other proposed uses. Concurrency may be established by approval of a Master Plan that provides a mix of uses that includes commercial and other proposed uses.

EXCEPTION: This provision ~~shall~~ does not apply to residential and/or limited manufacturing uses that are in existence as of June 3, 2002.

- (2) **Maximum Footprint for Retail Uses.** The maximum building footprint for a grocery store ~~shall be~~ is 70,000 square feet. The maximum building footprint for other single tenant wholesale or retail uses ~~shall~~ must be 50,000 square feet. The maximum footprint for all other uses ~~shall~~ must be based upon lot ~~or~~ /parcel coverage and building setbacks.

- (3) **Minimum Floor Area Ratio.** A minimum floor area ratio (FAR) of 0.40 ~~shall be~~ is required for all new development or redevelopment in the MUC portion of the Downtown Mixed-Use Area. A FAR of 0.30 is required for new development on lots/parcels greater than 1 acre in the MUC District outside of the Downtown Mixed-Use Area. FAR is defined for this purpose as the amount of gross floor area of all buildings and structures on the building lot ~~or~~ /parcel divided by the total lot ~~or~~ /parcel area.

EXCEPTION: Existing auto and truck dealerships in the Downtown Mixed-Use Area as specified in SDC 3.2.610 under the automotive and truck sales, storage,

repair and service category are exempt from the minimum floor area ratio requirement.

(B) MUE Development Standards.

(1) Preservation of the Industrial Land Supply.

- (a) A minimum of 60 percent of the gross floor area within a MUE District ~~shall~~ must be dedicated to industrial uses to ensure that industrial land is preserved for primarily industrial purposes.

EXCEPTION: Pre-existing structures and uses ~~shall be~~ are covered under the provisions of SDC [5.8.100](#) that addresses continuing non-conforming uses. This provision does not apply to Income-Qualified Housing allowed under SDC 4.7.370 or 4.7.405.

- (b) “Businesses and Professional Offices and Personal Services” listed in SDC [3.2.610](#) ~~shall~~ may not have a ground floor area of more than 5,000 square feet for any single use.
- (c) The industrial uses on an MUE site ~~shall~~ must be developed prior to or concurrently with any other commercial or residential uses. Concurrency may be established by approval of a Master Plan that provides a mix of uses that includes commercial and other proposed uses.

EXCEPTION: Commercial and/or residential uses that are in existence as of June 3, 2002.

- (2) Minimum Floor Area Ratio.** A minimum floor area ratio of 0.25 is required for all new development or redevelopment in the MUE District.

- (3) On-Site Design Standards** specified in SDC [3.2.445](#) apply to development in the MUE District with the following exemptions:

- (a) Outdoor storage is allowed, but storage areas ~~shall~~ are not ~~be~~ permitted in front or street-side yards.
- (b) Outdoor storage ~~shall~~ must be screened from the view of adjacent properties and from public rights-of-way as specified in SDC [4.4.110](#). Painted structural screens ~~shall~~ must match the building color scheme of the development area.
- (c) The minimum landscaped open space and the maximum impermeable surface standards specified in SDC [3.2.445](#) shall be reduced to 25 percent and 75 percent respectively.

(C) MUR Development Standards.**(1) Preservation of the Residential Land Supply.**

- (a) A minimum of 80 percent of the gross floor area within a MUR District must be dedicated to multiple unit housing to ensure that medium and high density land is preserved for primarily residential purposes.

EXCEPTION: Pre-existing structures and uses ~~shall~~ are ~~be~~ covered under the provisions of SDC [5.8.100](#) that addresses continuing non-conforming uses.

- (b) The residential uses on an MUR site ~~shall~~ must be developed prior to or concurrently with any other commercial or industrial uses. Concurrency may be established by approval of a Master Plan that provides a mix of uses that includes commercial and other proposed uses.

EXCEPTION: Commercial and/or industrial uses that are in existence as of the adoption of this MUR District.

(2) Minimum/Maximum Residential Densities.

- (a) Minimum residential densities for strictly residential development within the MUR District ~~shall~~ must be 20 units per gross acre.
- (b) Minimum residential densities for developments that include mixed uses within the MUR District shall be 12 units per gross acre.

EXCEPTION: If less than 20 units per gross acre are provided, the development ~~shall~~ must include a minimum of 10 percent of the total gross floor area in nonresidential uses.

- (c) There ~~are is~~ no maximum residential density~~ies~~ established for the MUR District other than that imposed directly through compliance with the maximum building height.

~~**EXCEPTION:** Building heights shall regulate maximum densities.~~

(3) Nonresidential Uses.

- (a) Nonresidential uses in the MUR District ~~shall~~ must not exceed 5,000 square feet of ground floor area for each separate use and ~~shall~~ must be limited to a maximum of 20 percent of the total gross floor area in the development area.
- (b) Nonresidential uses developed as part of a mixed use building that includes housing ~~shall~~ must be developed to maintain a minimum density of 12 dwelling units per acre. When a development site is composed of 2 or more phases, each phase ~~shall~~ must also meet this standard.

EXCEPTION: Civic uses ~~shall~~ are not ~~be~~ a permitted use in the MUR District.

- (4) All development in the MUR District complies with the architectural design standards in SDC [4.7.375](#).

Commentary: Add the Income-Qualified Housing and Commercial to Residential Conversion Standards to the Public Land and Open Space District, SDC 3.2.710 Schedule of Use Categories and fix any reference to code standards that were incorrect or changed with these code amendments in the table. Remove the reference to SDC 4.7.100 in the description of “S” Special Standards to be consistent with other code sections that permit uses subject to certain SDC sections.

3.2.700 – Public Land and Open Space District

3.2.710 Schedule of Use Categories.

The following buildings and uses are permitted in this district as indicated subject to the provisions, additional restrictions and exceptions specified in this code.

“P” = **PERMITTED USE** subject to the standards of this code.

“S” = **SPECIAL DEVELOPMENT STANDARDS** subject to ~~special locational and/or~~ citing standards ~~as specified in SDC 4.7.100.~~

“D” = **DISCRETIONARY USE** subject to review and analysis under Type III procedure (SDC [5.9.100](#)) at the Planning Commission or Hearings Official level.

SITE PLAN REVIEW ~~SHALL BE IS~~ REQUIRED, unless exempted elsewhere in this code.

<i>Use Categories/Uses</i>	<i>PLO District</i>
Primary Uses (SDC 3.2.7204.7.203)	
Education	
Colleges	S
High Schools	S
Private/Public Elementary and Middle Schools	S
Government	
Libraries	S
Senior/Adult Activity Centers	S
Courts	S
Fire Stations	D
Administrative offices	S
Museums	S
Neighborhood and community centers	S
Performing arts centers	S
Plazas and other sites of public interest	S
Police satellite facilities	D
Post offices	S
Public transit facilities	D
Sports complexes/stadiums	D

<i>Use Categories/Uses</i>	<i>PLO District</i>
Primary Uses (SDC 3.2.7204.7.203)	
Justice Center, a building, including, but not limited to: a police station, courts, administrative offices and a jail	D
<i>Parks and Open Spaces</i>	
Public and private parks and recreational facilities:	
Linear park	P
Neighborhood parks	P
Community parks	S
Regional parks	S
Private areas of greater than 1 acre reserved for open space as part of a cluster or hillside development	P
Publicly and privately owned golf courses and cemeteries	D
R.V. parks and campgrounds within a regional park	S
R.V. parks and campgrounds outside of a regional park and without sanitary sewer service as a temporary use subject to termination when within 1,000 feet of sanitary sewer	D
<u>Residential</u>	
<u>Income-Qualified Housing</u>	(SDC 4.7.370 and 4.7.405)
<u>Conversion from commercial to residential</u>	(SDC 4.7.215)
<i>Secondary Uses (SDC 4.7.2033.2.720)</i>	
Agricultural cultivation of undeveloped land	P
Cafeteria and restaurants primarily serving the patrons of the development	P
Child care facilities (SDC 4.7.340)	P
Heliports and helistops	D
Office and storage yards that are incidental to a primary use	P
Mortuaries and chapels associated with cemeteries	D
Maintenance and security residences, excluding mobile homes	D
Low impact public facilities	P
High impact public facilities (SDC 4.7.160)	D
Certain Wireless Telecommunications Systems Facilities	(SDC 4.3.145)
Wellness center	<u>PS</u>
Parking structures	S

Commentary: *The standards in this section were moved from 4.7.100 as they only apply to the Public Land and Open Space District; specifically, SDC 4.7.200 (Public and Private Parks (in the PLO District), SDC 4.7.203 (Public Land and Open Space), and SDC 4.7.250 Wellness Centers in the PLO District. The reference to the Metro Plan land use designation was updated to align with recent amendments related to adoption of the Springfield Comprehensive Plan Map and Land Use Element, which shows all plan designations in Springfield's UGB, including reflecting adopted refinement plan diagrams.*

3.2.720 Development Standards—Specific.

- (A) Primary access must be on arterial or collector streets except as provided or exempted elsewhere in SDC 3.2.700.
- (B) Stadiums, swimming pools and other major noise generators must be located at least 30 feet from residential property lines and must be screened by a noise attenuating barrier.
- (C) Community and regional parks must comply with the standards specified below.
 - (1) Primary access must be on arterial or collector streets unless specified or exempted elsewhere in this section.
 - (2) Stadiums, swimming pools and other major noise generators within parks must be located at least 30 feet from residential property lines and screened by a noise attenuating barrier.
 - (3) Community and regional parks must be designated on a Park Facilities Plan adopted by the City, or be approved in accordance with Type 3 review procedure (Discretionary Use).
 - (4) A Traffic Impact Study must be prepared by a Traffic Engineer and approved by the City Engineer.
- (D) For all special uses, a Traffic Impact Study must be prepared as specified in SDC 4.2.105(B).
- (E) R.V. parks and campgrounds within regional parks must comply with the standards specified in SDC 4.7.220(B).
- (F) Private/Public Elementary and Middle Schools must meet the standards specified in SDC 4.7.195.
- (G) Wellness centers must comply with the standards specified below.
 - (1) The building is owned by a public agency.
 - (2) The center is secondary to a primary public community recreation center on the same development site. The square footage that is dedicated to non-public, wellness-related uses may not exceed 50 percent of the combined total area (within the center and within the primary recreation facility) that is dedicated to public, recreation-related uses.
- (H) Pedestrian amenities for public buildings in mixed use designations must comply with the standards in SDC 3.2.625(G).

Commentary: Fix any reference to code standards that were incorrect or changed with these code amendments in the table. Remove the reference to special locational and/or siting standards in the description of “S” Special Standards to be consistent with other code sections that permit uses subject to certain SDC sections.

3.3.800 – Urbanizable Fringe Overlay District

3.3.815 Schedule of Use Categories When There Is an Underlying Residential, Commercial, or Industrial District.

The following uses may be permitted in the underlying residential, commercial, or industrial district subject to the provisions, additional restrictions and exceptions specified in this code. **EXCEPT AS SPECIFIED IN SDC 3.3.810(B), URBAN USES (e.g., multiple-unit housing or churches) NOT LISTED IN THE UF-10 OVERLAY DISTRICT ARE NOT PERMITTED.**

“P” = PERMITTED USE subject to the standards of this code.

“S” = SPECIAL DEVELOPMENT STANDARDS subject to ~~special locational and/or siting~~ standards ~~as specified~~.

“D” = DISCRETIONARY USE subject to review and analysis under Type 3 procedure (SDC 5.9.100) at the Planning Commission or Hearings Official level.

“N” = NOT PERMITTED

* = SITE PLAN REVIEW REQUIRED

Use Categories/Uses	Underlying Land Use District		
	Residential	Commercial	Industrial
Agricultural uses and structures	P	P	P
Detached single-unit dwellings, manufactured homes, duplexes and accessory dwelling units (SDC 3.3.825)	P	N	N
Home Business (SDC 4.7.365)	S	S	S
Neighborhood parks that do not require urban services (SDC 4.7.3304-7.200)	S*	N	N
Partitions (SDC 3.3.825(AE)(2))	P	N	N
Property line adjustments	P	N	N
High impact facilities (SDC 4.7.160)	S*	S*	S*
Low impact facilities	P	P	P
Temporary sales/display of produce, the majority of which is grown on the premises (SDC 4.8.125)	P	P	P
Tree felling (SDC 5.19.100)	P	P	P
R.V. parks and campgrounds (SDC 4.7.220)	S*	N	N
RV parks and campgrounds that do not require urban services (SDC 4.7.220)	N	D*	D*

Expansion of non-conforming uses existing on the effective date of Lane County’s application (on either the /ICU or I/U District to the property) (SDC 3.3.385(F))	N	D*	D*
Expansion or replacement of lawful uses permitted in the underlying commercial or industrial district (SDC 3.3.825(CF))	N	P*	P*
Expansion or replacement of lawful discretionary uses in the underlying land use district (SDC 3.3.825(CF))	N	D*	D*
New permitted and specific development standards in the underlying land use district within existing structures (SDC 3.3.825(CF))	N	P*	P*
Manufactured home dwelling as a permanent office use in an industrial district (SDC 3.2428) or manufactured dwelling as a (night watch man’s personquarters) or manufactured unit (office) in an industrial district (SDC 4.7.185 and 4.7.170)	N	N	S*
Certain wireless telecommunications systems facilities	See SDC 4.3.145	See SDC 4.3.145	See SDC 4.3.145
Linear park	P	P	P

Commentary: The standards in SDC 3.3.825 were reorganized to make the code clearer and easier to interpret; the overall content of the section was not changed. The standards in (E) of this section were moved from 4.7.100 as they only apply to the Urbanizable Fringe District; specifically, SDC 4.7.200 (Public and Private Parks (in the Urbanizable Fringe Overlay District)).

3.3.825 Development Standards Additional Provisions.

(A) Connection to the Sanitary Sewer System.

- (1)** The City ~~shall~~ **must** not extend water or sanitary sewer service outside the city limits, unless a health hazard, as defined in ORS 222.840 et seq., is determined to exist. Annexation of the affected territory so served is required if the territory is within the urban growth boundary and is contiguous to the city limits.
 - (a)** The City may extend water or sanitary sewer outside the city limits or urban growth boundary to provide these services to properties within the city limits. As provided in ORS 222.840 et seq., the City and a majority of the electors of the affected territory may agree to an alternative to annexation to mitigate the health hazard, including extraterritorial extension of services without annexation.
 - (b)** ~~(B)~~ The Lane County Sanitarian ~~shall~~ **must** certify that the proposed individual waste water disposal system meets D.E.Q. standards prior to Development Approval.
 - (c)** ~~(C)~~ Lane County is considered an affected party and ~~shall~~ **must** be notified of all development applications.

- (2) Any property to be partitioned that is within the distances specified in OAR 340-071-0160(4)(A) for connection to the City's sanitary sewer system requires annexation to the City prior to Partition Tentative Plan submittal, unless the Director determines that a topographic or man-made feature makes the connection physically impractical. In the event of such determination, the Partition application may be approved without annexation.
- (B) ~~(D)~~ Siting of Residential Uses.** Detached single-unit dwellings, duplexes, and accessory dwelling units are permitted in the R-1 ~~base-zoned~~ district only, and must be sited to allow the future division and/or more intensive use of the property. The applicable on-site sewage disposal facility ~~shall~~ must be conditional, and made a part of any permit necessary to achieve the standards of this Overlay District. The following standards apply:
- (1) The siting of single-unit dwellings, duplexes and accessory dwelling units on any lot or ~~or~~ parcel 5 acres or more in size and zoned-in the R-1 district requires approval of a Future Development Plan as specified in SDC 5.12.120(E).
 - (2) Additional development restrictions that limit the location of buildings and on-site sewage disposal facilities ~~shall~~ must be applied where necessary to reserve land for future urban development.
 - (3) Where there is an existing single-unit dwelling on properties within the R-2 or R-3 land use district, 1 or 2 accessory dwelling units are permitted, irrespective of the parcel size, provided that the property can in the future meet the necessary densities for applicable district as shown on a Future Development Plan as specified in SDC 5.12.120(E).
- ~~(E) **Connection to the Sanitary Sewer System.** Any property to be partitioned that is within the distances specified in OAR 340-071-0160(4)(A) for connection to the City's sanitary sewer system shall require annexation to the City prior to Partition Tentative Plan submittal, unless the Director determines that a topographic or man-made feature makes the connection physically impractical. In the event of such determination, the Partition application may be approved without annexation.~~
- (C) Commercial and Industrial Districts.** Uses requiring Discretionary review, uses requiring specific development standards, new permitted uses and expansion of permitted uses in commercial and industrial districts ~~shall~~ must demonstrate that the use will not generate singly or in the aggregate additional need for key urban services.
- (D) Public Land and Open Space District.** R.V. parks and campgrounds ~~shall~~ must be located on land classified Public Land and Open Space (PLO) and be subject to the specific development standards specified SDC 4.7.220.
- (E) Public and Private Park Uses.** Neighborhood Parks must be shown on the Springfield Comprehensive Plan or an adopted refinement plan, or be reviewed under Type 3 Discretionary Use procedures.

Commentary: Add the Income-Qualified Housing and Commercial to Residential Conversion Standards to the Glenwood Riverfront Mixed-Use Plan District, SDC 3.4.250 Schedule of Use Categories and fix any reference to code standards that were incorrect or changed with these code amendments in the table.

3.4.200 – Glenwood Riverfront Mixed-Use Plan District

3.4.250 Schedule of Use Categories.

In Subareas A, B, C and D, the following uses shall be permitted in the base zoning districts as indicated, subject to the provisions, additional restrictions and exceptions specified in this code. Uses not specifically listed may be approved as specified in SDC [3.4.260](#). Prohibited uses are listed in SDC [3.4.255](#).

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

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

“N” = NOT PERMITTED

SITE PLAN REVIEW SHALL BE REQUIRED for all development proposals within Subareas A, B, C and D.

Categories/Uses	Residential Mixed-Use	Commercial Mixed-Use	Office Mixed-Use	Employment Mixed-Use
Accessory Uses				
A use or uses within a primary use building that is for the residents’ or employees’ benefit and that does not generally serve the public, including, but not limited to, building maintenance facilities, central mail rooms, child care, conference rooms, employee restaurants and cafeterias, indoor recreation areas, and indoor recycling collection centers.	P	P	P	P
Commercial/Retail				
Eating and drinking establishments whose principal activity involves the sale and/or service of prepared foods and beverages directly to consumers, including, but not limited to, bakeries, cafes, delicatessens, restaurants, coffee shops, brew pubs, and wine bars.	S	P	S	S
Personal services whose principal activity involves the care of a person or a person’s apparel, including, but not limited to, fitness centers, spas, hair stylists, shoe repair, dry cleaners, tailors, and daycare.	S	P	S	S
Professional, scientific, research and technical services are small-scale commercial office enterprises whose principal activity involves providing a specialized service to others. These activities can be housed in office storefronts, office buildings, or in	S	P	P	P

Categories/Uses	Residential Mixed-Use	Commercial Mixed-Use	Office Mixed-Use	Employment Mixed-Use
residential or live/work units where such residential use is permitted by this code and include, but are not limited to, legal advice and representation, accounting and income tax preparation, banking, architecture, engineering, design and marketing, real estate, insurance, physicians, and counselors.				
Retail sales and services are commercial enterprises whose principal activity involves the sale and/or servicing of merchandise (new or reused) directly to consumers. Examples include, but are not limited to, bookstores, grocers, pharmacies, art galleries, florists, jewelers, and apparel shops.	S	S	S	S
Educational Facilities*				
Public/private educational facilities for primary and secondary education	S	N	N	N
Public/private educational facilities that include, but are not limited to, higher education aimed at adults; business, professional, technical, trade and vocational schools; job training; and vocational rehabilitation services.	N	P	P	P
Employment				
Business parks	N	N	P	P
Hospitals	N	N	N	P
Light manufacturing uses engaged in the manufacture (predominantly from previously prepared materials) of finished products or parts, including processing, fabrication, assembly, treatment, testing, and packaging of these products. The uses are not potentially dangerous or environmentally incompatible with office employment uses and all manufacturing uses, and storage of materials occurs entirely indoors. These uses include, but are not limited to, manufacture of electronic instruments, preparation of food products, pharmaceutical manufacturing, and research and scientific laboratories.	N	N	N	P
Office employment uses are typically housed in buildings where there is limited interaction between the public and the proprietor. These uses are associated with the performance of a range of administrative, medical, high tech, nanotechnology, green technology, pharmaceutical and biotechnology, information technology, information management, and research and development functions. These uses include, but are not limited to, call centers, corporate or regional headquarters, physicians' clinics, software development, media production, data processing services, and technical support centers.	N	P	P	P
Recycling facilities that occur completely within buildings and are located only on the west side of McVay Highway.	N	N	N	P
Warehousing and distribution uses for the storage and regional wholesale distribution of manufactured products and for products used in testing, design, technical training or experimental product research and development permitted in conjunction with business headquarters.	N	N	N	S
Hospitality				

Categories/Uses	Residential Mixed-Use	Commercial Mixed-Use	Office Mixed-Use	Employment Mixed-Use
Conference/visitor centers include, but are not limited to, conference hotels, visitor information centers, museums, and conference/exposition centers.	N	P	N	N
Hotels include, but are not limited to, inns, bed and breakfasts, guesthouses, extended stay hotels or apartment hotels, limited service hotels, and full service hotels. Hotels may be converted to apartments where such residential use is permitted by this code and the Oregon Structural Specialty Code, related building codes, fire codes and referenced standards in effect at the time of application for a building permit.	N	P	P	N
<i>Residential (High-Density)</i>				
Residential occupancy of a dwelling unit by a household that includes, but is not limited to, apartments, condominiums, live/work units, lofts, row houses, townhouses, and elderly-oriented congregate care facilities.	P	P	P	N
<u>Income-Qualified Housing**</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>
<u>Conversion from commercial to residential***</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>N</u>
<i>Parking</i>				
Public or private parking lots/structures	S	S	S	S
<i>Public Open Space</i>				
Riverfront linear park/multi-use path	P	P	P	P
Park blocks to include recreational facilities and stormwater management facilities.	P	N	N	N
<i>Public Utilities and Other Public Uses</i>				
Low impact facilities are any public or semi-public facility that is permitted subject to the design standards of this code, including, but not limited to, wastewater; stormwater management; electricity and water to serve individual homes and businesses; other utilities that have minimal olfactory, visual or auditory impacts; street lights; and fire hydrants.	P	P	P	P
Public uses, including, but not limited to, fire and police stations.	N	N	P	N
Wireless Telecommunications Systems Facilities. Only flush mounting the entire antenna on a building shall be permitted if the connecting cables cannot be seen; they are color matched to the building; and they match the façade of the building. If conditions do not favor flush mounted antennas, a stand-alone monopole antenna not more than 15 feet high, measured from the place of attachment on the roof, shall be permitted if the antenna is set back so that it cannot be seen from street.	P	P	P	P

* Educational facilities include, but are not limited to, classrooms, auditoriums, labs, gyms and libraries.

**** Income-Qualified Housing is permitted subject to either (1) the approval standards in the district for residential uses; or (2) the approval standards in SDC 4.7.370 and 4.7.405.**

*****Conversion from commercial to residential use is permitted subject to the standards in SDC 4.7.215.**

Commentary: Add the Income-Qualified Housing and Commercial to Residential Conversion Standards to the Booth Kelly Mixed-Use Plan District, SDC 3.4.300 Schedule of Use Categories and fix any reference to code standards that were incorrect or changed with these code amendments in the table. Remove the reference to SDC 4.7.100 in the description of “S” Special Standards to be consistent with other code sections that permit uses subject to certain SDC sections.

3.4.300 – Booth Kelly Mixed-Use Plan District

3.4.320 Schedule of Use Categories.

(A) The following uses are permitted subject to Site Plan Review approval, unless exempted elsewhere in this section. It is expected that interim uses of buildings existing prior to the adoption of this section will take place until redevelopment of the entire BKMU Plan District occurs under an approved Conceptual Development Plan.

(B) The following buildings and uses are permitted in this Plan District as indicated subject to the provisions, additional restrictions and exceptions specified in this code.

“P” = PERMITTED USE subject to the standards of this code.

“S” = SPECIAL DEVELOPMENT STANDARDS subject to ~~special locational and/or~~ citeding standards ~~as specified in SDC 4.7.100.~~

“D” = DISCRETIONARY USE subject to review and analysis under Type 3 procedure (SDC 5.9.100) at the Planning Commission or Hearings Official level.

“N” = NOT PERMITTED

SITE PLAN REVIEW IS REQUIRED, unless exempted elsewhere in this code.

<i>Use Categories/Uses</i>	<i>BKMU District</i>
Residential Uses	
Multiple-Unit Housing (SDC <u>4.7.375—4.7.390</u>)	S
<u>Single Room Occupancy</u>	P
<u>Income-Qualified Housing (SDC 4.7.370 and 4.7.405)</u>	S
<u>Conversion from commercial to residential use (SDC 4.7.215)</u>	S
Business and Professional Offices and Personal Services	
Accountants, bookkeepers and auditors	P
Advertising/marketing agencies	P
Architects, landscape architects and designers	P
Art studios, fine and performing	P
Art restoration	P
Attorneys	P
Audio/video production studio	P
Authors/composers	P
Bank, credit unions and savings and loans	P
Barber and beauty shops	P

Use Categories/Uses	BKMU District
Business schools	P
Catering services	P
Clinics and research/processing laboratories	P
Collection agencies	P
Commodity contract brokers and dealers	P
Computer and information services	P
Child care facilities (See SDC 4.7.125340)	S
Dentist	P
Detective and protective agencies	P
Diaper service	P
Doctors	P
Grafting, graphics and copy services	P
Employment agencies	P
Engineers and surveyors	P
Financial planning, investment services	P
Funeral services	P
Graphic art services	P
Gymnastics instruction	P
House cleaning services	P
Insurance carriers, agents, brokers and services	P
Interior decorator and designers	P
Laundry, dry cleaning, including self service, and ironing services	P
Loan companies, other than banks	P
Locksmiths	P
Lumber brokers	P
Mailing services/mail order sales	P
Management and planning consultants	P
Manufactured unit as a temporary construction or general office or sales office	P
Motion picture studio/distribution	P
Newspaper office and production	P
Non-profit organizations	P
Opticians	P
Performing arts instruction	P
Photocopying	P
Photography studios	P
Planners, land use	P
Printing/publishing	P
Private investigator	P
Psychologists and counselors	P
Real estate sales and management	P
Scientific and educational research	P
Security systems services	P
Self-defense studio	P
Shoe repair	P
Stenographers and secretarial services	P
Stockbrokers	P
Swimming pool cleaning	P

Use Categories/Uses	BKMU District
Tailors	P
Tanning salons	P
Telephone answering services	P
Title companies	P
Travel agencies	P
TV and radio broadcasting studios	P
Typing services	P
Window cleaning	P
Certain Wireless Telecommunications Systems Facilities	See SDC 4.3.145
<i>Eating and Drinking Establishments</i>	
Cocktail lounges	P
Delicatessens	P
Sit down restaurants	P
Taverns	P
<i>Recreational Facilities (SDC 4.7.205)</i>	
Amusement park	P
Arcades	P
Art studios, fine and performing	P
Athletic field	P
Auditoriums	S
Batting cages	S
Bingo parlors	P
Bowling alleys	P
Dance halls	S
Exercise studios	P
Exhibition hall	P
Golf driving range	P
Gyms and athletic clubs	P
Hot tub establishments	P
Hydrotubes	S
Miniature auto race track	P
Miniature golf	P
Movie theaters, indoor	P
Movie theaters, drive-in	S
Non-alcoholic nightclubs	P
Off-track betting facility	P
Parks, private and public	P
Play/tot lot	P
Playground	P
Pool halls	P
Recreation center	P
Riding stable	P
Shooting range	S
Skating rinks	S
Stadiums	S
Swimming pools	P
Tennis, Racquetball and handball courts	P

Use Categories/Uses	BKMU District
Theater, legitimate	P
Velodromes	S
Water skiing facilities	P
Retail Sales	
Antiques	P
Apparel	P
Art galleries and museums	P
Art supplies	P
Auction / flea markets	P
Automobiles (SDC 4.7.115)	NS
Bakeries	P
Bicycles	P
Boats (SDC 4.7.115)	SP
Books	P
Camera and photographic supplies	P
Campers	N
Candy, nuts and confectionery	P
China, glassware and metal ware stores	P
Cigars and cigarettes	P
Computers, calculators and other office machines	P
Convenience stores	P
Dairy products	P
Department stores	P
Draperies, curtains and upholstery	P
Dry goods, and general merchandise	P
Electrical supplies	P
Equipment rental and leasing	P
Fabrics and accessories	P
Factory Outlet stores	P
Farm equipment	P
Feed, grain and hay stores	P
Film drop-off and pick-up	P
Fish	P
Floor coverings	P
Florists	P
Fruits and vegetables	P
Furniture	P
Furriers	P
Groceries	P
Hardware	P
Hobby supplies	P
Household appliances	P
Jewelry	P
Liquidation Outlets	P
Luggage and leather	P
Magazines and newspapers	P
Mail order houses	P

Use Categories/Uses	BKMU District
Manufactured (mobile) / modular homes	P
Meats	P
Medical and dental supplies	P
Musical instruments and supplies	P
Novelties and gifts	P
Office equipment	P
Paint, glass and wallpaper	P
Pharmacies	P
Pottery	P
Radios, televisions and stereos	P
RVs, fifth wheelers and trailers (SDC 4.7.115)	P
Sewing machines	P
Shoes	P
Small electrical appliances	P
Sporting goods	P
Stationary stores	P
Supermarkets	P
Toys	P
Transient merchants	P
Weapons dealers	P
<i>Social and Public Institutions</i>	
Charitable services	P
Community and senior centers	P
Educational branch facilities	P
Fraternal and civic organizations	P
Labor unions	P
Public offices	P
<i>Transient Accommodations</i>	
Emergency shelter / facilities	P
Hotels	P
Motels	P
RV parks	P
Youth hostels	P
<i>Transportation Facilities (SDC 4.7.240)</i>	
Docks and marinas	D
Heliports	S
Helistops	S
Linear park	P
Train stations	S
Transit stations	D
<i>Warehouse Commercial Retail and Wholesale Sales</i>	
Cold storage lockers	D
Electrical supplies	P
Floor covering sales	P
Large electrical appliance sales	P
Lumber yards and building materials	D
Merchandise vending machine operators	P

Use Categories/Uses	BKMU District
Mini warehouses, other inside storage	P
Outdoor storage areas/yards	P
Plumbing and heating supplies and contractors	P
Unfinished furniture	P
Warehouse/commercial uses engaged primarily in the wholesaling of materials to the construction industry (SDC 3.4.3304.7-245)	PS
Wholesale trade, warehousing, distribution and storage	P
Manufacture and/or Assembly of:	
Appliance	P
Apparel and other finished products made from canvas, cloth, fabrics, feathers, felt, leather, textiles, wool, yarn and similar materials	P
Chemical and chemical products	P
Communication equipment, including radio and television equipment	P
Compounding, or treatment of the following previously prepared materials: bone, cellophane, clay, cork, Fiberglas, glass, hair, horns, metal, paper, plastics, shells, stones, synthetic resins, textiles, tobacco, wool and yarns.	P
Concrete blocks. Cinder blocks and septic tanks	P
Costume jewelry, novelties, buttons and misc. notions	P
Cutlery, hand tools and hardware	P
Dairy products, including butter, cream, cheese, milk, yogurt	P
Electronic components and accessories	P
Electronic transmissions and distribution equipment	P
Engineering, laboratory, scientific and research instruments	P
Finished wood manufacturing and assembly, including cabinets, door frames and picture frames	P
Food processing and packaging to include candy and other confectionary products, vegetables, meat, poultry and seafood	P
Furniture, including restoration	P
Greeting cards, business forms and other business related printing	P
Industrial machinery	P
Lumber, wood and paper products	P
Manufactured/modular housing and allied components	P
Measuring, analyzing and controlling instruments	P
Medical, dental and surgical equipment and supplies	P
Medicinal chemicals and pharmaceutical products	P
Metal and metal alloy products	P
Metal fabrication machine shops	P
Musical instruments	P
Office computing and accounting equipment	P
Optical instruments, including lenses	P
Paints, varnishes, lacquers, enamels and allied products	P
Prosthetic and orthopedic devices	P
Perfumes and toiletries	P
Photographic equipment and supplies	P
Signs and advertising display	P
Toys, sporting and athletic goods	P
Transportation equipment including airplanes, auto, boats, buses, helicopters, motorcycles, railroad cars, RVs, trailers and trucks	P

Use Categories/Uses	BKMU District
Watches, clocks and related components	P
Other Primary Industrial Uses (SDC 4.7.245)	
Business, labor, scientific and professional organizations	P
Cleaning and dyeing plants	P
Ice and cold storage plants	P
Lubricating oils and greases	P
Media productions, including TV and radio broadcasting, motion picture production and newspaper/books/periodical publishing	P
Plating, and coating works	P
Regional distribution headquarters	P
Research development and testing laboratories and facilities	P
Recycling facilities	P
Warehouse/commercial uses engage primarily in the wholesaling of materials to the construction industry (SDC 3.4.330)	<u>PS</u>
Transportation Related, Non-manufacturing	
Automotive and heavy equipment repair and service including the recapping and re-treading of tires	P
Maintenance facilities for passenger bus vehicles or motor freight vehicles	P
Education	
College level education facilities	P
Trade schools	P
Public and Private Parks (SDC 3.4.3304.7.200)	
Pocket/neighborhood parks	<u>PS</u>
Community parks	<u>PS</u>
Public Utility Facilities	
Communications towers, transmitters and relays	D
High impact facilities (SDC 4.7.160)	S
Low impact facilities	P
Fish hatcheries	P

3.4.325 Base Zone Development Standards.

Commentary: The standards in SDC 3.4.325 were reorganized to make the code clearer and easier to interpret and to remove references to code that no longer apply; the content of the section was not changed.

(A) **Lot Area, Dimensions, and Coverage.** The minimum lot ~~or~~ parcel size in the BKMU Plan District ~~shall be~~ is 6,000 square feet for residential and commercial uses and 10,000 square feet for industrial uses. No land division is permitted prior to approval of a Conceptual Development Plan for the BKMU Plan District. The Director may waive the requirement that buildable City lots/parcels have frontage on a public street as specified in SDC 4.2.120(A).

(B) **Setbacks.**

~~(1) Unless modified by solar access standards, I~~ landscaped setbacks from the exterior boundaries of the BKMU Plan District and setbacks abutting existing and

future public or private rights-of-way dedicated on the approved Conceptual Development Plan ~~shall~~ must be 10 feet for buildings and 5 feet for parking and driveways. Zero lot line structures are permitted.

- (2) ~~(C)~~ Where an easement is larger than the required setback standard, no building or above grade structure, except a fence, ~~shall~~ may be built upon or over that easement.

(C) Height.

- (1) ~~(D)~~ There ~~shall be~~ are no building height standards in the BKMU Plan District unless abutting an R-2 use. In this case, the following building height limitation applies:
- (2) When abutting an R-2 use, the building height limitation ~~shall~~ must be no greater than that permitted in R-2 use for a distance of 50 feet.
- (3) ~~(E)~~ Incidental equipment may exceed the height standards if no additional floor space exceeding that necessary for the equipment is provided

Commentary: The standards in this section were moved from 4.7.100 as they only apply to the Booth Kelly Mixed-Use District; specifically, SDC 4.7.200 (Public and Private Parks (in the BKMU District)), SDC 4.7.210 (Residential Uses in Commercial Districts (in the BKMU District)), and SDC 4.7.245 (Warehouse Commercial Retail and Wholesale (in the BKMU District)).

3.4.330 Booth Kelly Mixed-Use Development Standards—Specific

(A) Residential Uses.

- (1) In the BKMU Plan District, residential uses must be encouraged as second story uses above commercial and industrial uses and must not occupy more than 35 percent of the land area within the BKMU Plan District. All R-2 development standards specified in SDC 3.2.200 apply.

(B) Commercial Uses.

(1) Warehouse Commercial Retail and Wholesale.

- (a) Buildings must be located to minimize the visibility of outdoor storage yards or areas.
- (b) Outdoor storage yards must only be permitted as a secondary use.
- (c) Any outdoor storage yard or area must be surrounded by a sight obscuring fence.

- (2) **Light-Medium Industrial and Warehousing.** For Warehouse-Commercial use, at least 50 percent of the structure is used for storage of materials and 50 percent or less may be used for combined retail and office floor space.

(C) Standards for Public and Private Parks

- (1) Public parks must be designated in the Springfield Comprehensive Plan including the Willamalane Park and Recreation District Comprehensive Plan or be approved in accordance with a Discretionary Use application as specified in SDC 5.9.100.
- (a) Community Parks must be designated on a Park Facilities Plan adopted by the City, or be approved in accordance with Type 3 review procedure (Discretionary Use).
- (b) A Traffic Impact Study must be prepared by a Traffic Engineer and approved by the City Engineer.

4.7.100 – Specific Development Standards

Commentary: As this standard only applies to the CC District, it should be moved to SDC 3.2.330 [Commercial Districts] Development Standards – Specific.

4.7.110 Animal Overnight Accommodations.

~~Buildings used for the overnight accommodation of animals, and structures that enclose animals outside of buildings, shall be constructed to ensure that noise or odor do not disturb the normal operation or tranquility of neighboring residential, business, campus industrial or public land uses.~~

Commentary: To make the code clearer and easier to interpret, the standards in SDC 4.7.115 were reorganized; the overall content of the section was not changed.

4.7.115 Motor vehicle sales, rental, or service; equipment sales, rental, or service; and RV, Boat, and manufactured dwelling sales, rental, or service.

- (A) Motor vehicle, equipment, RV, boat, or watercraft sales (new or used) or rental use.:
 - (1) Must occupy an office/sales building (new construction) or any existing structure of at least 1,000 square feet, with non-metallic siding and roofing, and located where possible on the front portion of the lot or parcel.
 - (a) The use must install a decorative iron or masonry fence, raised planter, or combination thereof that will prevent a motor vehicle, equipment, RV, or boat from encroaching on sidewalks.
 - (b) A used vehicle sales use is not allowed to expand onto additional property not previously occupied by and approved for used vehicle sales use within the previous 90 days.

(c) All truck rental facilities must have approved concrete wheel stops and a 4-foot high fence where permitted in this code, preferably chain or cable, with bollards placed at 5-foot intervals and secured in the ground with concrete footings of appropriate size and depth to prevent trucks from driving on sidewalks or over curbs. These barriers must be located between the sidewalk and the paved parking or travel area.

(2) Sales of used motor vehicle, equipment, RV, boat, or watercraft are permitted only as secondary uses in the Downtown Exception Area, i.e., where a new sales use is the primary use. If a new sales use terminates business in the Downtown Exception Area, and that new sales use also included the sale of used motor vehicle, equipment, RV, or boat, the used sales may continue to be sold from those premises and the business will be classified as a pre-existing nonconforming use.

(B) Manufactured Dwelling and RV Sales

(1) A permanent office/sales building of at least 1,000 square feet, with non-metallic siding and roofing, which may be a Manufactured Home, must be located where possible on the front of the lot or parcel, prior to the sale or rental of any manufactured dwelling, RV, or accessory product.

(2) Are Prohibited in the Downtown Exception Area.

(C) Motor vehicle repair and service

(1) All activities associated with motor vehicle, RV, and boat repair and service, with the exception of maintenance activities including the pumping of gas or changing tires, must take place within a building constructed to ensure that noise or odors do not disturb the normal operation or tranquility of neighboring residential, commercial, campus industrial or public land uses. Storage of motor vehicles and boats to be repaired must be screened by a sight-obscuring fence. A 5-foot wide landscape strip must be installed along the street frontage of all service stations.

(B) In the BKMU Plan District, boat, and RV sales must be located entirely indoors and primarily sell new units.

~~4.7.115 Auto, Manufactured Dwelling, RV, Boat, Motorcycle and Truck Sales, Service and Rentals.~~

~~(A) — Prior to the sale or rental of any vehicle:~~

~~(1) — Auto and truck dealers shall occupy an office/sales building (new construction) or any existing structure of at least 1,000 square feet, with non-metallic siding and roofing, and located where possible on the front portion of the lot/parcel. Used car and truck sales or car rentals shall be permitted only as secondary uses in the Downtown Exception Area, i.e., where a new car dealership is the primary use. If a new car dealership terminates business in the Downtown Exception Area, and that new car dealership also included the sale of new cars, used cars may continue to be sold from those premises and the business shall be classified~~

~~as a pre-existing nonconforming use. The business shall install a decorative iron or masonry fence, raised planter or combination thereof that will prevent vehicles from encroaching on sidewalks. Under no circumstances shall the used car sales business be allowed to expand onto additional property not occupied by used car sales within the previous 90 days.~~

~~(2) — All truck rental facilities shall have approved concrete wheel stops and a 4-foot high fence where permitted in this code, preferably chain or cable, with bollards placed at 5-foot intervals and secured in the ground with concrete footings of appropriate size and depth to prevent trucks from driving on sidewalks or over curbs. These barriers shall be located between the sidewalk and the paved parking or travel area.~~

~~(B) — **Mobile/Manufactured Dwelling and RV Sales Are Prohibited in the Downtown Exception Area.** A permanent office/sales building of at least 1,000 square feet, with non-metallic siding and roofing, which may be a Class A Manufactured Home, shall be located where possible on the front of the lot/parcel, prior to the sale or rental of any vehicle, home or accessory product.~~

~~(C) — All activities associated with motor vehicle repair and service, with the exception of maintenance activities including the pumping gas or changing tires, shall take place within a building constructed to ensure that noise or odors do not disturb the normal operation or tranquility of neighboring residential, commercial, campus industrial or public land uses. Storage of motor vehicles to be repaired shall be screened by a sight-obscuring fence. Service stations in the NC District shall be limited to 2 pumps. A 5-foot wide landscape strip shall be installed along the street frontage of all service stations.~~

~~(D) — Storage of boats and motorcycles to be repaired shall be screened by a sight-obscuring fence.~~

~~(E) — In the BKMU Plan District, automobile, boat, camper and RV sales shall be located entirely indoors and primarily sell new units.~~

Commentary: As this standard only applies to the GO District, it should be moved to SDC 3.2.330 [Commercial Districts] Development Standards – Specific.

4.7.145 Eating and Drinking Establishments.

~~The cumulative total area of sit-down restaurants and delicatessens, secondary retail uses and exercise studios in the GO District shall be limited to no more than 10 percent of the gross floor area of the office building in which they are sited.~~

Commentary: As this standard only applies to Garden Supply and Feed Stores in the MRC District, it should be moved to SDC 3.2.330 [Commercial Districts] Development Standards – Specific.

~~4.7.150 Garden Supply and Feed Stores.~~

~~Garden supply and feed and seed stores shall be permitted only as secondary uses in the MRC District. The bulk storage or sales of fertilizer, feed or plant materials that require heavy equipment for loading is prohibited.~~

Commentary: Following the recent Development Code Update Project, the use 'Manufactured Dwelling as a Permanent Office' was removed from the code (it was listed in 3.2.410 as part of the 'Secondary Uses Serving or Related to On-Site Industrial Uses'). During that code rewrite, the distinction between Type 1 and Type 2 manufactured dwelling units was also removed. This standard should be moved to SDC 3.2.428 Development Standards [Industrial Districts]— Specific, as the use is specific to the Light Medium Industrial and Heavy Industrial Districts and listed as a 'secondary use' in the permitted use table 3.2.420.

~~4.7.170 Manufactured Dwelling as a Permanent Office.~~

~~**Permanent Office.** A manufactured dwelling, provided it meets City and State construction and safety standards for the proposed use, may be used as a permanent office building in the Light-Medium Industrial and Heavy Industrial Districts provided the following conditions are met prior to occupancy:~~

- ~~(A) — A permanent foundation is provided for the manufactured dwelling.~~
- ~~(B) — Siding shall be compatible with adjacent structures; the roof shall have a minimum 16 percent pitch.~~
- ~~(C) — Foundation covers, skirting, landscaping and backfill shall be required.~~
- ~~(C) — The manufactured dwelling shall be a Type 1 or Type 2 unit.~~
- ~~(D) — Compliance with these regulations shall be a condition of continued use of the manufactured dwelling on the property.~~

Commentary: Following the recent Development Code Update Project, the applicable standard in the permitted uses table of SDC 3.2.320 was incorrectly listed as 4.7.145. The correct standard for the 'Manufacture or assembly of goods or products to be sold on premises' is this standard – 4.7.175. That error was corrected in the permitted use table. This use is also only permitted in the CC District. Therefore, this standard should be moved to SDC 3.2.330 [Commercial Districts] Development Standards – Specific.

~~4.7.175 Manufacturing as a Secondary Use in Commercial Districts.~~

~~Manufacture or assembly of goods or products shall occur indoors, shall not generate more noise, odor or other physical attributes than the permitted uses, shall occupy less than 50 percent of the floor area of the building, and the goods or products shall be sold on premises.~~

Commentary: The mixed-use code sections will be changed at a later date. Amended standards in this section focus on outdated or incorrect references.

- *Remove references to the “S” designation in Tables 3.2.320 Commercial Permitted Uses, 3.2.420 Industrial Permitted Uses, and 3.2.210 Residential Permitted Uses as the “S” designation was removed during the Development Code Update Project.*
- *The Residential and Child Care Standards in (C)(3) were changed during previous Development Code Update Projects.*
- *The Professional Offices standards in 4.7.190 was moved to SDC 4.7.335 Professional Offices in Residential Districts.*

4.7.180 Mixed Use Districts.

- (A) Specific development standards for the MUC District ~~shall be~~ are the same as those specified in SDC ~~3.2.3240~~ as an “~~S~~” use and listed in applicable subsections of SDC 4.7.100, and the following:

EXCEPTIONS:

- (1) Drive-through uses may conflict with safe and convenient movement of pedestrians and bicycles within MUC Districts. A drive-through use, for the purposes of this section, is defined as a business activity involving buying or selling goods or provision of services wherever one of the parties conducts the activity from within a motor vehicle. Facilities ~~usually~~ associated with a drive-through usually involve queuing lines, service windows, service islands, and service bays for vehicular use. Drive-through uses are therefore not permitted in MUC Districts unless the use is incidental to a primary site use, and when designed in conformance with the following standards:
- (a) The drive-through use ~~shall~~ must be limited to service windows which are part of a primary use structure, and no more than 2 queuing lanes.
- (b) Drive-up facilities ~~shall~~ must be designed so that circulation and drive-up windows are not adjacent to sidewalks or between buildings and the street, to the maximum extent practicable.
- (2) **Parking Lots and Parking Structures, Public and Private.**
- (a) In MUC Districts, surface parking lots abutting public streets ~~shall~~ must include perimeter landscaping and ~~shade trees~~ parking lot planting as specified in SDC ~~3.2.3245~~ and 4.4.1050.
- (b) Parking structures located within 20 feet of pedestrian facilities, including, but not limited to: public or private streets, pedestrian accessways, greenways, transit stations, shelters, or plazas, ~~shall~~ must provide a pedestrian-scale environment on the façade facing the pedestrian facility. One or more of the following techniques may be used:
- (i) Provide retail or office uses on the ground floor of the parking structure facing the pedestrian facility;

- (ii) Provide architectural features that enhance the ground floor of a parking structure adjacent to the pedestrian facility, for example, building articulation, awnings, canopies, building ornamentation and art; and/or
 - (iii) Provide pedestrian amenities in the transition area between the parking structure and pedestrian facility, including landscaping, trellises, seating areas, kiosks, water features with a sitting area, plazas, outdoor eating areas, and drinking fountains.
- (c) In MUC Districts, parking lots ~~shall~~ must be located beside or behind buildings, internal to the development on a site. Existing or new outparcel buildings between a large parking lot and the street ~~shall~~ must be used to help define the streetscape, and lessen the visual impact of the parking lot from the street.
- (d) Small scale repair and maintenance services. In MUC Districts these services ~~shall~~ must take place entirely indoors, and buildings ~~shall~~ must be constructed and utilized to ensure that noise or odor ~~do~~ es not disturb the normal operation and tranquility of neighboring residential and business areas.
- (B) Specific development standards for uses within the MUE District ~~shall be~~ are the same as those specified in SDC ~~3.2.4240~~ 3.2.4210 as an ~~“S”~~ “*S” use and listed in applicable subsections of this section.
- (C) Specific development standards for uses within the MUR District ~~shall be~~ are the same as those specified in SDC ~~3.2.210~~ 3.2.210 as an ~~“S”~~ “*S” use and listed in applicable subsections of this section as they apply to ~~R-2 MDR~~ and ~~R-3 HDR~~ development.

EXCEPTIONS:

- (1) Professional offices specified in SDC ~~4.7.3354.7.190~~ are exempt from those specific development standards, but ~~shall~~ must meet the standards for development specified in SDC ~~3.2.630~~ 3.2.630(C)(3).
- (2) The MUR District allows uses that are not allowed in the ~~MDR-R-2~~ and ~~R-3 HDR~~ Districts. Permitted uses are listed in SDC ~~3.2.610~~ 3.2.610. Nonresidential uses that are not “professional office” related but have “S” designations in SDC ~~3.2.610~~ 3.2.610, ~~shall~~ must comply with the development standards listed in SDC ~~3.2.630~~ 3.2.630(C)(3).
- (3) Residential and Child Care Uses ~~shall~~ must comply with the specific development standards listed in SDC ~~4.7.425340 and 4.7.350~~ 4.7.425340 and 4.7.350.

Commentary: Following the recent Development Code Update Project, the distinction between Type 1 and Type 2 manufactured dwelling units was removed. Therefore, remove (D) and clarify throughout 4.7.185 that the night watchman's quarters refer to a "manufactured home" and not a "manufactured unit".

4.7.185 Night Watchman's Quarters.

A manufactured home unit, provided it meets City and State standards for safety and construction, may be used as a permanent residence for employees of businesses or property owners in Community Commercial, Light Medium Industrial, and Heavy Industrial Districts when their presence is required for security purposes by the employer 24 hours a day; provided the following standards are met.

- (A) A permanent foundation ~~shall~~must be provided for the manufactured ~~unit~~home, unless the manufactured ~~unit~~home will be used for less than 120 days.
- (B) The manufactured ~~unit~~home ~~shall~~must be removed from the premises within 30 days if the business requiring security personnel or the property owner ceases operation.
- (C) Foundation cover-skirting, landscaping, and backfill ~~shall be~~is required.
- ~~(D) — The manufactured unit is either a Type 1 or Type 2.~~

Commentary: Move this section to 4.7.335 Professional Offices in Residential Districts as the standards in this section are specific to professional offices in residential districts.

4.7.190 Professional Offices.

- ~~(A) — Professional offices in residential districts are permitted when:~~
 - ~~(1) — The lots/parcels are adjacent to CC, MUC or MRC Districts; and~~
 - ~~(2) — The majority of the square footage of the structure on the lot/parcel is not more than 100 feet from CC, MUC or MRC Districts. Where public right-of-way separates the residential district from the commercial district, the right-of-way width is not counted in the measurement.~~
- ~~(B) — A professional office exceeding 2,000 square feet of gross floor area shall abut an arterial or collector street.~~
- ~~(C) — No parking shall be permitted within the front yard setback. Required parking shall be screened from the public view.~~
- ~~(D) — For structures on the Springfield Historic Inventory, any external modification shall be fully compatible with the original design.~~
- ~~(E) — Professional offices permitted are limited to: accountants, architects, attorneys, computer programmers, designers, engineers, insurance agencies, investment counselors, licensed real estate agents, medical and dental practitioners, counselors, planners, and studios for artists, interior decorators and photographers, and similar~~

~~general office uses engaged in support services to their businesses and/or their parent companies.~~

~~(F) — A minimum of 25 percent of the lot/parcel shall be landscaped.~~

Commentary: The screening standards listed in (A) are incorrect. They have been amended to reference SDC 4.4.110 Screening.

4.7.195 Public/Private Elementary/Middle Schools.

(A) Schools are identified in the Metro Plan or Springfield Comprehensive Plan as key urban services, ~~which shall and must~~ be provided in an efficient and logical manner to keep pace with demand. Schools may be located in any ~~zone-district~~ that permits schools. A unique relationship exists between schools and the community, which requires special consideration when applying screening standards. Maintaining clear sight lines for the security and safety of children is desirable and may be achieved through the use of non-opaque fencing and/or landscaping. The screening standards in SDC ~~4.4.110 5.17.100~~ are applied only when required to screen playground structures, spectator seating facilities, parking, storage yards and trash receptacles or where significant conflicts are determined by the Director.

Commentary: The standards in this section specific to the Residential Districts, Booth Kelly Mixed-Use District (BKMU), Public Land and Open Space District (PLO), and the Urbanizable Fringe Overlay District (UF-10) will be moved to their applicable district (SDC 3.4.330 Booth Kelly Mixed-Use Development Standards—Specific, 3.2.720 Base Zone Development Standards [in the PLO District]—Specific, 3.3.825 Development Standards [in the UF-10 District]), and 4.7.330 Public and Private Parks in Residential Districts).

4.7.200 Public and Private Parks.

~~Public parks shall be designated in the Metro Plan including the Willamalane Park and Recreation District Comprehensive Plan or be approved in accordance with a Discretionary Use application as specified in SDC 5.9.100.~~

(A) — Standards for Public and Private Parks in the BKMU District.

~~(1) — Community Parks shall be designated on a Park Facilities Plan adopted by the City, or be approved in accordance with Type 3 review procedure (Discretionary Use).~~

~~(2) — A Traffic Impact Study shall be prepared by a Traffic Engineer and approved by the City Engineer.~~

(B) — Standards for Public and Private Parks in the PLO District.

~~(1) — Primary access shall be on arterial or collector streets unless specified or exempted elsewhere in this section.~~

- ~~(2) — Stadiums, swimming pools and other major noise generators within parks shall be located at least 30 feet from residential property lines and screened by a noise attenuating barrier.~~
- ~~(3) — Community and regional parks shall be designated on a Park Facilities Plan adopted by the City, or be approved in accordance with Type 3 review procedure (Discretionary Use).~~
- ~~(4) — A Traffic Impact Study must be prepared by a Traffic Engineer and approved by the City Engineer.~~

~~**(C) — Standards for the Urbanizable Fringe Overlay District.** Neighborhood Parks must be shown on the Metro Plan or an adopted refinement plan, or be reviewed under Type 3 Discretionary Use procedures.~~

Commentary: These standards are specific to the Public Land and Open Space standards. Therefore, move these standards to SDC 3.2.720 Base Zone Development Standards [in the PLO District]—Specific.

~~4.7.203 Public Land and Open Space.~~

- ~~(A) — Primary access shall be on arterial or collector streets except as provided or exempted elsewhere in SDC 3.2.700.~~
- ~~(B) — Stadiums, swimming pools and other major noise generators shall be located at least 30 feet from residential property lines and shall be screened by a noise attenuating barrier.~~
- ~~(C) — Community and regional parks shall comply with the criteria specified in SDC 4.7.200(B).~~
- ~~(D) — For all special uses, a traffic impact study shall be prepared as specified in SDC 4.2.105(A)(4).~~
- ~~(E) — R.V. parks and campgrounds within regional parks shall comply with the standards specified in SDC 4.7.220(D).~~

Commentary: Remove this section and move the standards to their respective district.

- For standard (A), move this standard to SDC 3.2.330 Development Standards [in Commercial Districts] – Specific as this standard is specific to commercial districts in areas designated mixed-use.*
- For standard (B), remove this standard from the code. The phrase ‘the residential development standards of the applicable mixed-use zoning and/or overlay district apply to the residential use’ is an obvious statement and redundant if it was moved to the mixed-use zoning district standards in either SDC 3.2.600 or SDC 4.7.180.*
- For standard (C), it was originally listed in Table 3.2.215 but was removed during the 2022 Development Code Update Project. Remove this standard and apply the correct references to Setbacks (SDC 3.2.220) and Height (SDC 3.2.230) in Table 3.2.320 Permitted Uses in Commercial Districts.*

- For standard (D), move this standard to SDC 3.4.330 Booth Kelly Mixed-Use Development Standards—Specific as there is no reference to this standard in the Booth Kelly Mixed-Use District.

4.7.210 Residential Uses in Commercial Districts.

- ~~(A) In areas designated mixed use on the Springfield Comprehensive Plan Map or a Refinement Plan diagram, Plan District map, or Conceptual Development Plan, multiple unit housing developments must meet the standards as specified in the applicable regulation. R-2 and R-3 District standards contained in this code must be followed where the Springfield Comprehensive Plan Map, a Refinement Plan diagram, Plan District map, or Conceptual Development Plan does not specify development standards, or in areas where no applicable regulation has been prepared.~~
- ~~(B) In areas with mixed use zoning, the residential development standards of the applicable mixed use zoning and/or overlay district apply to the residential use.~~
- ~~(C) One single unit dwelling, detached or attached to a commercial building in the NC or CC Districts as a secondary use, shall comply with the residential development standards of SDC 3.2.215 concerning setbacks and height.~~
- ~~(D) In the BKMU Plan District, residential uses shall be encouraged as second story uses above commercial and industrial uses and shall not occupy more than 35 percent of the land area within the BKMU Plan District. All MDR development standards specified in SDC 3.2.200 apply.~~

Commentary: House Bill 2984 requires local governments to allow conversion of a building from commercial to residential use without requiring a zone change or conditional use permit, as long as the land is not in an industrial district. The conversion is subject to the following special standards. This section was amended following the Planning Commission work session on March 19, 2024. The reference to "all" districts that allow the development of a commercial use was removed from subsection (A) as (B) excludes industrial districts and some overlay districts. Subsections (A) and (B) were amended as follows and (C) was removed as the criteria was considered unnecessary.

4.7.215 Conversion from Commercial to Residential Use

- ~~(A) The conversion of a building or a portion of a building from a commercial use to a residential use is permitted in all land use districts that allow the development of a commercial use where residential uses are a permitted or conditional use subject to the standards and requirements of said district.~~
- ~~(B) The Conversion of a building or a portion of a building from a commercial use to a residential use is also permitted in land use districts that do not allow residential uses unless the building is Except in land use districts where residential uses are a permitted or conditional use and subject to the standards and requirements of said district, commercial buildings in the following areas may not be converted to residential uses:~~

- (1) ~~Properties that are in an industrial district.~~
- (2) ~~Properties that the review authority determines cannot Not able to be adequately served by water, sewer, storm water drainage or streets at the time that the development conversion is complete;~~
- (3) ~~Properties in the Hillside Overlay District;~~
- (4) ~~Properties in the Floodplain Overlay District;~~
- (5) ~~Within Water Quality Limited Watercourse riparian areas specified in SDC 4.3.115(A); and~~
- (6) ~~Within development setbacks for locally significant wetlands and riparian areas as specified in SDC 4.3.117(C).~~

~~(C) In cases where the development standards in this section conflict with standards found in other sections of this code, the standards in this section will prevail.~~

Commentary: This standard is specific to the GO District; therefore, move this standard to SDC 3.2.330 [Commercial Districts] Development Standards – Specific.

~~4.7.230 Secondary Retail Sales in the GO District.~~

~~The cumulative total area of secondary retail uses, exercise studios, and sit-down restaurants and delicatessens in the GO District shall be limited to no more than 10 percent of the gross floor area of the office building in which they are sited.~~

Commentary: This standard is specific to the NC District; therefore, move this standard to SDC 3.2.330 [Commercial Districts] Development Standards – Specific.

~~4.7.235 Small Scale Repair and Maintenance Services.~~

~~In the NC District, these services shall take place entirely indoors, and buildings shall be utilized to ensure that noise or odor do not disturb the normal operation and tranquility of neighboring residential and business area.~~

Commentary: Remove this section and move the standards to their respective district. For standards (A) through (F), move the standards to SDC 3.2.428 Development Standards [Industrial Districts]—Specific, as the use is specific to the Industrial Districts. For standards (G)(1) through (4), move the standards to SDC 3.4.330 Booth Kelly Mixed-Use Development Standards—Specific.

~~4.7.245 Warehouse and Wholesale Sales.~~

~~(A) Buildings shall be located in the front of lots/parcels, where possible, to minimize the visibility of outdoor storage yards or areas.~~

~~(B) — Any outdoor storage yard or area shall be surrounded by a sight-obscuring fence.~~

~~**EXCEPTION:** Sales of heavy equipment and trucks does not require fencing.~~

~~(C) — In the Downtown Exception Area, the storage and display of rental equipment shall be confined within a building.~~

~~(D) — Existing uses in this category shall adhere to the standards of subsections (B) and (C), above by May 5, 1991.~~

~~(E) — For mini-storage facilities, an on-site manager's living quarters shall be permitted when the living quarters are constructed as part of and attached to a new or existing mini-storage facility.~~

~~(F) — **Light-Medium Industrial and Warehousing.** For Warehouse-Commercial use, at least 50 percent of the structure shall be used for storage of materials and 50 percent or less may be used for combined retail and office floor space.~~

~~(G) — Special provisions for the BKMU District:~~

~~(1) — Buildings shall be located to minimize the visibility of outdoor storage yards or areas.~~

~~(2) — Outdoor storage yards shall only be permitted as a secondary use.~~

~~(3) — Any outdoor storage yard or area shall be surrounded by a sight-obscuring fence.~~

~~(4) — **Light-Medium Industrial and Warehousing.** For Warehouse-Commercial use, at least 50 percent of the structure is used for storage of materials and 50 percent or less may be used for combined retail and office floor space.~~

Commentary: These standards are specific to the Public Land and Open Space standards. Therefore, move these standards to SDC 3.2.720 Base Zone Development Standards [in the PLO District]—Specific.

~~4.7.250 Wellness Centers in the PLO District.~~

~~(A) — The building is owned by a public agency.~~

~~(B) — The center is secondary to a primary public community recreation center on the same development site. The square footage that is dedicated to non-public, wellness-related uses shall not exceed 50 percent of the combined total area (within the center and within the primary recreation facility) that is dedicated to public, recreation-related uses.~~

4.7.300 – STANDARDS AND REGULATIONS FOR CERTAIN RESIDENTIAL USES AND CERTAIN USES IN RESIDENTIAL DISTRICTS

Commentary: The standards in this section were moved from 4.7.200 Public and Private Parks as the standards in this section are specific to public and private parks in residential districts.

4.7.330 Public and Private Parks in Residential Districts

Public parks must be designated in the Willamalane Park and Recreation District Comprehensive Plan or be approved in accordance with a Discretionary Use application as specified in SDC 5.9.100.

Commentary: The standards in this section were moved from 4.7.190 Professional Offices as the standards in this section are specific to professional offices in residential districts.

4.7.335 Professional Offices in Residential Districts

- (A) Professional offices in residential districts are permitted when:
- (1) The lots or parcels are adjacent to CC, MUC or MRC Districts; and
 - (2) The majority of the square footage of the structure on the lot or parcel is not more than 100 feet from CC, MUC or MRC Districts. Where public-right-of-way separates the residential district from the commercial district, the right-of-way width is not counted in the measurement.
- (B) A professional office exceeding 2,000 square feet of gross floor area must abut an arterial or collector street.
- (C) No parking is permitted within the front yard setback. Required parking must be screened from the public view.
- (D) For structures on the Springfield Historic Inventory, any external modification must be fully compatible with the original design.
- (E) Professional offices permitted are limited to: accountants, architects, attorneys, computer programmers, designers, engineers, insurance agencies, investment counselors, licensed real estate agents, medical and dental practitioners, counselors, planners, and studios for artists, interior decorators and photographers, and similar general office uses engaged in support services to their businesses and/or their parent companies.
- (F) A minimum of 25 percent of the lot or parcel must be landscaped.

Commentary: This section was amended to comply with House Bill 3151 which permits income-qualified housing as a manufactured dwelling park provided the property serves households with incomes at 120 percent or less of the area median income (addressed in SDC 4.7.405(B)(3)) and if the park is owned as a nonprofit cooperative as defined in ORS 62.803. However, the standards in this section do not apply to a manufactured dwelling park that meets the income-qualified housing standards in 4.7.405.

4.7.345 Manufactured Dwelling Park.

A manufactured dwelling park is subject the following criteria:

- (A) **Minimum Area Required.** A manufactured dwelling park must consist of a minimum area of 1 acre.
- (B) **Density.** The manufactured dwelling park must comply with the applicable net density standards in SDC [3.2.235](#) as applied to the entire development area.
- (C) **Access.** A manufactured dwelling park access must be located on public streets improved to meet minimum standards and which are improved to a point intersecting a collector or arterial street.
- (D) **Permitted Uses.** A manufactured dwelling park may contain manufactured homes and accessory structures permitted in this chapter, community laundry and recreation facilities, and other common buildings for use by park residents only, and 1 residence other than a manufactured dwelling for the use of a caretaker or a manager responsible for maintaining or operating the property.
- (E) **Access Improvement Standards.** The manufactured dwelling park may be improved with private streets as provided in SDC [4.2.110](#). If parking is provided alongside the private street, the parking area must be at least 8 feet wide in addition to the minimum width of the private street.
- ~~(F) **Income-Qualified Housing.** The standards of this section do not apply to a manufactured dwelling park that meets the standards for income-qualified housing according to the standards in SDC 4.7.405.~~

Commentary: Reorganize the standards in SDC 4.7.370 to make the code clearer and easier to interpret. This section is now specific to income-qualified housing on property owned by religious nonprofits. Remove the definition of place of worship and move it to SDC 6.1.110 Meaning of Specific Words and Terms and remove (E)(1) as the standard conflicted with standard (E).

4.7.370 ~~Income-Qualified Housing on Place of Worship and~~ Property Owned by Religious Nonprofits.

- ~~(A) **Purpose.** A place of worship may include the following permitted associated uses as described in ORS 227.500.~~
- ~~(1) — Worship services.~~
- ~~(2) — Religion classes.~~
- ~~(3) — Weddings.~~
- ~~(4) — Funerals.~~
- ~~(5) — Meal programs.~~

~~(6) — Childcare, but not including private or parochial school education for prekindergarten through grade 12 or higher education.~~

~~(B)~~ Income-qualified **Affordable** housing is permitted on property owned by a nonprofit corporation organized as a religious corporation as provided in this section, regardless of whether the property includes a place of worship as described in SDC 6.1.110 and ORS 227.500. This section is not intended to limit development of income-qualified affordable housing that is otherwise permitted in accordance with this code.

~~(B)~~ ~~(C)~~ **Affordability**. As used in this section, “income-qualified affordable housing” means residential property whose affordability is enforceable as described in ORS 456.270 to 456.295 for a duration of no less than 60 years, and is affordable to households with incomes of 60 percent or less of the area median income as determined by the Oregon Housing Stability Council.

~~(D)~~ ~~Except where the code specifically states otherwise, development of affordable housing under subsection (B) above is subject to the following standards of the underlying residential district, or if the property is not within a residential district, the standards applicable to the abutting residential district with greatest maximum density:~~

~~(1) — Lot area, dimensions, and coverage standards;~~

~~(2) — Setbacks;~~

~~(3) — Height standards;~~

~~(4) — On-site infrastructure standards applicable under Chapter 4; and~~

~~(5) — Architectural Design Standards in SDC 4.7.375 and Multiple Unit Housing (Clear and Objective Standards) in SDC 4.7.380.~~

~~(C)~~ ~~(E)~~ **Nonresidential districts.**

~~(a)~~ The city will approve the development of Affordable-income-qualified housing permitted under subsection ~~(A) and~~ (B) ~~is permitted~~ on property that is not within a residential land use district or mixed-use residential land use district only if:

~~(1) — The property is within a R-1, R-2, R-3, MUR, or Glenwood RMU district; or~~

~~(i)~~ ~~(1)~~ The property directly abuts a R-1, R-2, R-3, MUR, or Glenwood RMU district; and

~~(ii)~~ ~~(2)~~ The property is not within a CI, LMI, HI, SHI, MUE, or Glenwood EMU district. (6443)

~~(b)~~ Income-qualified housing allowed under this subsection will be subject only to the restrictions applicable to the contiguous residential district and without requiring that the property be rezoned for residential uses. If there is more than one

contiguous residential property, the standards of the residential district with the greatest density apply.

Commentary: In 4.7.375, the Clear and Objective Standards in (C) include (1) Building Form, (2) Building Orientation, and (3) Detailed Design. There are no building form and building orientation for the Discretionary Option except for the standards in 4.7.385(B) and (C). For consistency and clarity, move the standards in 4.7.385(B) and (C) to this section and rename the existing 4.7.375(D)(3) to Detailed Design, Design Review Option for the Discretionary tract (in comparison to the Detailed Design, Menu Option for the Clear and Objective tract).

4.7.375 Architectural Design Standards.

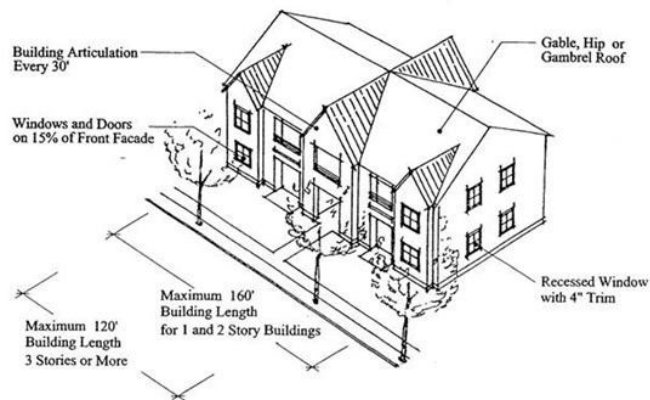
- (A) Purpose.** The architectural standards are intended to provide detailed, human-scale design, while affording flexibility to use a variety of building styles for certain types of development.
- (B) Applicability. This section applies to the following types of buildings.**
- (1)** Multiple unit housing.
 - (2)** Public and institutional buildingss in Residential Districts.
 - (3)** Commercial buildingss in Neighborhood Commercial District.
 - (4)** Mixed-use buildingss in Residential Districts and the Mixed-Use Residential District.
 - (5)** All other types of permitted/conditional nonresidential use buildings listed in Table [3.2.210](#) when built in a Residential District.
- (C) Standards (Clear and Objective).** All buildings that are subject to this section must comply with all the following standards. The graphics provided with each standard are intended to show examples of how to comply and are for illustrative purposes only. Other building styles and designs can be used to comply, so long as they are consistent with the text of this section. An architectural feature may be used to comply with more than one~~4~~-standard.
- (1) Building Form.** All buildings must incorporate design features such as offsets, balconies, projections, window reveals, or similar elements to preclude large expanses of uninterrupted building surfaces, as shown in Figure 4.7-Q below. Along the vertical face of a structure, such features must occur at a minimum of every 40 feet, on each floor, and must contain at least 2 of the following features.
 - (a)** Recess (e.g., deck, patio, courtyard, entrance, or similar feature) that has a minimum depth of 6 feet.

- (b) Extension (e.g., floor area, deck, patio, entrance, or similar feature) that projects a minimum of 2 feet and runs horizontally for a minimum length of 4 feet; and/or
 - (c) Offsets or breaks in roof elevation of 2 feet or greater in height.
- (2) **Building Orientation.** All building elevations adjacent to a street right-of-way must provide doors, porches, balconies, and/or windows. A minimum of 40 percent of street-facing elevations, and a minimum of 30 percent of side and rear building elevations, must meet this standard. Percent of elevation is measured as the horizontal plane (lineal feet) containing doors, porches, balconies, terraces and/or windows. The standard applies to each full and partial building story.
- (3) **Detailed Design.** All buildings must provide detailed design along all elevations which are visible from the street(s) adjacent to the property (i.e., front, rear and sides).
 - (a) **Menu Option.** Detailed design may be provided, through a Type 1 approval process according to SDC 5.1.300, by using at least 6 of the following 13 architectural features on all applicable elevations, as appropriate for the proposed building type and style (may vary features on rear/side/front elevations).
 - (i) Dormers.
 - (ii) Gables.
 - (iii) Recessed entries.
 - (iv) Covered front porches.
 - (v) Pillars or posts.
 - (vi) Eaves (minimum 12-inch projection).
 - (vii) Window trim (minimum 3½ inches wide).
 - (viii) Bay windows.
 - (ix) Balconies.
 - (x) Offsets in the building face by a minimum of 18 inches.
 - (xi) Offsets or breaks in roof elevation of 2 feet or greater in height.
 - (xii) Decorative patterns on the exterior finish (such as using shingles, wainscoting, and/or board and batten).

- (xiii) Variation in façade building materials, including, but not limited to, tile, brick, and wood.
- (D) **Design Review Option (Discretionary Review Option).** ~~Detailed design~~ The architectural standards may be ~~provided~~ met by showing compliance with the following criteria through a Type 2 application process in accordance with SDC [5.1.400](#).
- (1) **Building Form.** The Approval Authority must find that the proposed design promotes building forms that contribute positively to a sense of neighborhood and to the overall streetscape. This criterion may be met by complying with (A) or (B) below or by meeting SDC 4.7.390.
- (a) **Type 2 Process (See Figure 4.7-M)**
- (i) Structures that have 1 or 2 stories must not have continuous horizontal distance exceeding 160 feet (measured from end wall to end wall). Structures that have 3 or greater stories must not have a continuous horizontal distance exceeding 120 feet (measured from end wall to end wall).
 - (ii) A minimum of 15 percent of the front façade (area measurement) must contain windows or doors. All windows and doors must provide 4-inch trim or be recessed (i.e., into the front façade) to provide shadowing.
 - (iii) Garages attached to living units and accessed from the street (front setback) must be recessed at least 4 feet behind the front façade of a dwelling structure.
 - (iv) Exterior building elevations must incorporate design features including offsets, balconies, projections, window reveals, or similar elements to preclude large expansions of uninterrupted building surfaces. Along the vertical face of a structure, the features must occur at a minimum of every 30 feet, and on each floor must contain a minimum of 2 of the following features:
 - A. Recesses (e.g., deck, patio, courtyard, entrance, window reveals) that have a minimum depth of 3 feet;
 - B. Extensions (e.g., floor area, deck, patio, entrance) that have a minimum depth of 2 feet and minimum length of 4 feet; and/or
 - C. Offsets or breaks in roof elevation of 2 feet or greater in height.

Building Form

Figure 4.7-M



(b) Type 3 Process.

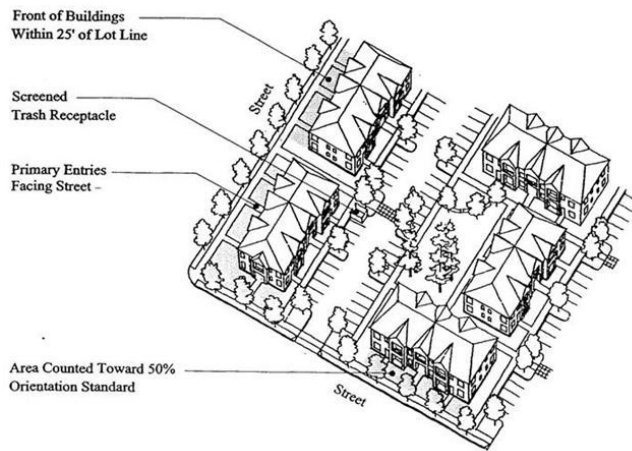
- (i) Design exterior building elevations to avoid large expanses of uninterrupted building surfaces.
- (ii) Depict building scale consistent with nearby buildings; “scale” relates to the size of various features (including, but not limited to, entries, roof surfaces, façades, windows and materials) as compared to those features on nearby buildings.
- (iii) Provide transitions to nearby buildings by massing; “mass” relates to the overall size or bulk of a building or its principal parts.
- (iv) Provide porches, bays, and balconies that compliment nearby buildings.
- (v) Provide roof variations through offsets, breaks and/or extensions.
- (vi) Provide transition between the multiple unit housing and R-1 districts.
- (vii) Protect on-site and off-site natural and designated historic features.
- (viii) Provide human-scaled architectural detail.
- (ix) Provide visual variety in elevations, architectural details, colors, and materials, compatible with existing development.

- (2) **Building Orientation.** The Approval Authority must find that the proposed design contributes positively to the neighborhood and overall streetscape by carefully relating building mass, frontages, entries, and yards to streets and to adjacent properties. This criterion may be met by complying with either (a) or (b) below.

- (a) **Type 2 Process. Building oriented to the street along a minimum of 50 percent of the site’s frontage (See Figure 4.7-N). The “orientation” standard is met when all of the following are met:**
- (i) **Primary building entrances must face the street.**
 - (ii) **The front of the buildings must be within 25 feet of the front lot or parcel line. However, open, courtyard space in excess of 25 feet may be placed in front of building entrances. Open courtyard space is defined as usable, hard-surfaced space with pedestrian amenities including benches, seating walls or similar furnishings.**
 - (iii) **Off-street parking or vehicular circulation must not be placed between buildings and streets used to comply with this standard.**
 - (iv) **Wetlands, slopes over 15 percent as specified in SDC 3.3.500, and wooded areas protected by SDC 5.19.100, must not be counted as “frontage” for determining required building orientation. For example, if jurisdictional wetlands and/or wetland buffer occupy 100 feet out of a total of 400 feet, then only 300 feet is counted as “frontage” for determining required building orientation. In this example, 150 feet (50 percent) is the required amount of frontage to meet the building orientation standard.**

Building Orientation and Storage

Figure 4.7-N



- (b) **Type 3 Process. Considering the following guidelines:**

- (i) Orient buildings to an internal circulation system that mimics a public street in appearance (including, but not limited to, sidewalks, landscaping, crosswalks, lighting, parallel parking), and does not diminish the appearance and safety of abutting primary public streets. Examples of “diminished appearance” include a fence along the sidewalk that isolates pedestrians between it and the street; the location of garbage and recycling receptacles, utility vaults, etc. in the “rear” yard (abutting a public street); and similar impacts on the streetscape.
 - (ii) Other design elements that provide exceptional design, and on balance, justify approval of the development with less than full compliance with the building orientation standard. Examples of such design elements include protection of natural and cultural resources; minimization of slope and tree cutting impacts; provision of pedestrian amenities along the public street; and similar public benefits that effectively accomplish the intent of the standard.
- (3) **~~(b)~~ Detailed Design, Design Review Option.** Detailed design may be provided by showing compliance with the following design criteria through a Type 2 application process in accordance with SDC 5.1.400.
- (a) ~~(i)~~ The general size, shape, and scale of the structure(s) are architecturally compatible with the site and with the surrounding neighborhood, unless such compatibility with existing structures does not reflect the long-term purpose or intent of the underlying land use district of the subject site.
 - (b) ~~(ii)~~ If the project includes a structure or structures greater than 20,000 square feet in floor area, the design must incorporate changes in direction and divide large masses into varying heights and sizes by breaking up building sections, or by using such elements as variable planes, projections, bays, dormers, setbacks, canopies, awnings, parapets, changes in the roofline, materials, color, or textures.
 - (c) ~~(iii)~~ Exterior finish on vertical surfaces must be primarily of materials such as masonry/wood siding, shingles, or stucco. The use of sheet metal or plywood must not exceed 50 percent of the wall area. No smooth-faced cinder block construction is permitted on front elevations. Cinder block construction for side and rear elevations is permitted by approval through the review process.

Commentary: Remove the reference to Clear and Objective Development Standards for Multiple Unit Housing Developments ‘in the R-2 and R-3 Districts’ as multiple unit housing is allowed in other districts besides R-2 and R-3.

4.7.380 Multiple Unit Housing (Clear and Objective Standards).

- (A) **Purpose.** The purpose of the multiple unit housing standards is to provide for higher density housing in locations that are convenient to commercial uses and future transit opportunities.
- (B) **Review.** Type 1 review process.
- (C) **Development Standards for Multiple Unit Housing Developments ~~in the R-2 and R-3 Districts~~.** The following standards apply to multiple unit housing developments unless otherwise stated. These standards do not apply to Cottage Cluster Housing developments.

Commentary: As stated above, move the standards in 4.7.385(B) Building Orientation and (C) Building Form to 4.7.375 (D) Design Review Option (Discretionary Review Option) for clarity and consistency. Other amendments include:

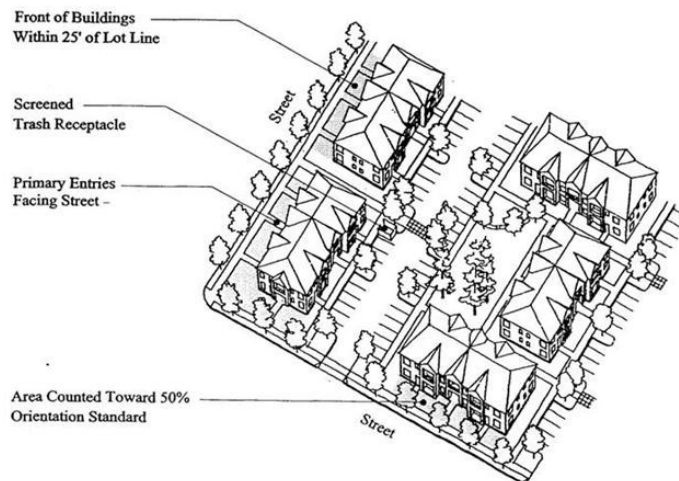
- *Renumbering (B) through (H) following the removal of Sections (B) and (C); and*
- *Amending references to sections that were changed with these amendments.*

4.7.385 Multiple Unit Housing (Discretionary Option).

- (A) **Description.** The Approval Authority may approve a proposal that is not in compliance with the clear and objective multiple unit housing design standards listed in SDC [4.7.380](#) that are not allowed through SDC [4.7.390](#) through a Type 2 or 3 procedure in conjunction with review under the Site Plan Review approval process and standards in SDC 5.17.100. ~~In addition, the applicant may choose this Type 3 procedure when proposing an innovative design that may preclude compliance with 1 or more of the design standards under SDC 4.7.380.~~ The multiple unit housing ~~design~~ standards are: ~~Building Orientation; Building Form;~~ Storage; Transition and Compatibility Between Multiple unit housing and R-1 Development; Open Space; Landscaping; Pedestrian Circulation; Parking; and Vehicular Circulation. The Approval Authority must find that the application complies with or exceeds the criteria for each applicable design standard; criteria are listed under the type of review procedure to which they apply. ~~Upon appeal of a Type 2 approval granted under this section, the Type 2 criteria continue to apply. Criteria for design standards not relevant to the application do not require a finding by the Approval Authority, unless the guidelines in subsections (B) through (I) are implemented.~~
- ~~(B) — The Approval Authority must find that the proposed design contributes positively to the neighborhood and overall streetscape by carefully relating building mass, frontages, entries, and yards to streets and to adjacent properties. This criterion may be met by complying with either (B)(1) or (2) below.~~
- ~~(1) — **Type 2 Process.** Building oriented to the street along a minimum of 50 percent of the site's frontage (See Figure 4.7-M). The "orientation" standard is met when all of the following criteria are met:~~
- ~~(a) — Primary building entrances must face the street.~~

- ~~(b) — The front of the buildings must be within 25 feet of the front lot/parcel line, However, open, courtyard space in excess of 25 feet may be placed in front of building entrances. Open courtyard space is defined as usable, hard surfaced space with pedestrian amenities including benches, seating walls or similar furnishings.~~
- ~~(c) — Off-street parking or vehicular circulation must not be placed between buildings and streets used to comply with this standard.~~
- ~~(d) — Wetlands, slopes over 15 percent as specified in SDC 3.3.500, and wooded areas protected by SDC 5.19.100, must not be counted as “frontage” for determining required building orientation. For example, if jurisdictional wetlands and/or wetland buffer occupy 100 feet out of a total of 400 feet, then only 300 feet is counted as “frontage” for determining required building orientation. In this example, 150 feet (50 percent) is the required amount of frontage to meet the building orientation requirement.~~

Building Orientation and Storage
Figure 4.7-M



~~(2) — **Type 3 Process.** Considering the following guidelines:~~

- ~~(a) — Orient buildings to an internal circulation system that mimics a public street in appearance (including, but not limited to, sidewalks, landscaping, cross-walks, lighting, parallel parking), and does not diminish the appearance and safety of abutting primary public streets. Examples of “diminished appearance” include a fence along the sidewalk that isolates pedestrians between it and the street; the location of garbage and recycling receptacles, utility vaults, etc. in the “rear” yard (abutting a public street); and similar impacts on the streetscape.~~
- ~~(b) — Other design elements that provide exceptional design, and on balance, justify approval of the development with less than full compliance with the building orientation standard. Examples of such design elements include protection of natural and cultural resources; minimization of slope and tree-cutting impacts; provision of pedestrian amenities along the public~~

street; and similar public benefits that effectively accomplish the intent of the standard.

~~(C) — **Building Form.** The Approval Authority must find that the proposed design promotes building forms that contribute positively to a sense of neighborhood and to the overall streetscape. This criterion may be met by complying with either (C)(1) or (2) below or by meeting SDC 4.7.390.~~

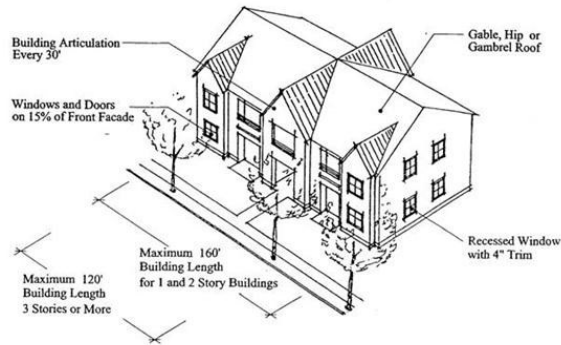
~~(1) — **Type 2 Process (See Figure 4.7-N).**~~

- ~~(a) — Structures that have 1 or 2 stories must not have continuous horizontal distance exceeding 160 feet (measured from end wall to end wall). Structures that have 3 or greater stories must not have a continuous horizontal distance exceeding 120 feet (measured from end wall to end wall).~~
- ~~(b) — A minimum of 15 percent of the front façade (area measurement) must contain windows or doors. All windows and doors must provide 4-inch trim or be recessed (i.e., into the front façade) to provide shadowing.~~
- ~~(c) — Garages attached to living units and accessed from the street (front setback) must be recessed at least 4 feet behind the front façade of a dwelling structure; and~~
- ~~(d) — Exterior building elevations must incorporate design features including offsets, balconies, projections, window reveals, or similar elements to preclude large expansions of uninterrupted building surfaces. Along the vertical face of a structure, the features must occur at a minimum of every 30 feet, and on each floor must contain a minimum of 2 of the following features:

 - ~~(i) — Recesses (e.g., deck, patio, courtyard, entrance, window reveals) that have a minimum depth of 3 feet;~~
 - ~~(ii) — Extensions (e.g., floor area, deck, patio, entrance) that have a minimum depth of 2 feet and minimum length of 4 feet; and/or~~
 - ~~(iii) — Offsets or breaks in roof elevation of 2 feet or greater in height.~~~~

Building Form

Figure 4.7-N



~~(2)~~ — Type 3 Process.

- ~~(a) — Design exterior building elevations to avoid large expanses of uninterrupted building surfaces.~~
- ~~(b) — Depict building scale consistent with nearby buildings; “scale” relates to the size of various features (including, but not limited to, entries, roof surfaces, façades, windows and materials) as compared to those features on nearby buildings.~~
- ~~(c) — Provide transitions to nearby buildings by massing; “mass” relates to the overall size or bulk of a building or its principal parts.~~
- ~~(d) — Provide porches, bays, and balconies that compliment nearby buildings.~~
- ~~(e) — Provide roof variations through offsets, breaks and/or extensions.~~
- ~~(f) — Provide transition between the multiple unit housing and R-1 districts.~~
- ~~(g) — Protect on site and off-site natural and designated historic features.~~
- ~~(h) — Provide human scaled architectural detail.~~
- ~~(i) — Provide visual variety in elevations, architectural details, colors, and materials, compatible with existing development.~~

(B) ~~(D)~~ **Storage.** The Approval Authority must find that unsightliness, noise and odor of exterior utilities, garbage and recycling receptacle storage, and roof-mounted mechanical equipment is minimized by providing site facilities that are adequate and convenient for residents’ needs and ensuring that site facilities are practical, attractive, and easily maintained. This criterion may be met by complying with either ~~(D)~~(1) or (2) below or by meeting SDC [4.7.390](#).

(1) Type 2 Process.

- (a)** Adequate, accessible, and secure storage space must be provided for each dwelling. A minimum of 112 cubic feet of enclosed storage is required separate from the living unit. Garages and storage units

adjoining a dwelling (e.g., attached to decks and patios) qualify as storage space.

- (b) Garbage and recycling receptacles must be screened from view by placement of a solid wood fence, masonry wall, or similar sight-obscuring, gated enclosure, from 5 to 6 feet in height. Obscuring landscaping must be planted a minimum 24 inches in height at planting around all exposed sides of the wall or fence, unless breaks are provided for gates. The required screening must meet the standards of SDC [4.4.100](#).
- (c) No garbage and recycling receptacles are allowed in any front yard setback, or within 25 feet of property lines abutting the R-1 land use district or low-density residential designated propertie-property.
- (d) Ground-mounted equipment, including exterior transformers, utility pads, cable television, telephone boxes, and similar utility services, must be placed underground. Alternatively, equipment placed above ground, must be placed to minimize visual impact; or screened with a wall or landscaping. When walls are used they must be tall enough to completely screen the equipment at the time of the equipment installation. Landscaping must be planted tall enough to attain 50 percent coverage after 2 years and 100 percent coverage within 4 years.

(C) ~~(E)~~ Transition and Compatibility Between Multiple Unit Housing and R-1 District Development. The Approval Authority must find that the development is located and designed in a manner compatible with surrounding development by creating reasonable transitions between multiple unit housing ~~and~~ sites and adjacent R-1 districts. This criterion may be met by complying with either subsection ~~(E)~~(1) or (2) below or by meeting SDC [4.7.390](#).

- (1) **Type 2 Process.** Multi-unit developments adjacent to properties designated R-1 district must comply with the transition area and compatibility standards listed below, unless it can be demonstrated that adjacent R-1 district property is committed to a non-residential use (e.g., church) that is unlikely to change. In evaluating the status of an adjacent property, the Springfield Comprehensive Plan designation must take precedent over the current zone or use.
 - (a) When a single unit dwelling is within 75 feet of the subject multiple unit housing development site and the single unit dwelling is on the same side of the street and same block as the multiple unit housing site, a setback similar to that of the nearest single unit dwelling must be used for the front yard. "Similar" means the multiple unit housing development setback is within 5 feet of the setback provided by the nearest single unit dwelling. For example, if the single unit dwelling setback is 20 feet, then the multiple unit housing building must be set back by 15 to 25 feet. The minimum front yard setback is 10 feet, as specified in SDC [3.2.220](#); and
 - (b) A 25-foot buffer area must be provided between multiple unit housing development and property lines abutting an R-1 district property line, not

including those property lines abutting rights-of-ways. Within the 25-foot buffer area, the following standards apply:

- (i) No vehicular circulation (i.e., driveways, drive lanes, maneuvering areas, and private streets) is allowed within the buffer, unless driveway placement within a buffer is required in order to comply with City, County or ODOT access management standards;
- (ii) Site obscuring landscaping is required and must meet the standards of SDC [4.4.100](#);
- (iii) Building encroachments are allowed, provided no building may encroach more than 10 feet into the 25-foot buffer and no primary entrance can face the abutting R-1 district property. Buildings must not exceed 1-one story or 21 feet high within the buffer, and must comply with all other applicable setbacks and transition areas specified elsewhere in this code;
- (iv) No active recreation areas (including, but not limited to: children's play areas, play fields, swimming pools, sports courts) are allowed within the 25-foot buffer (garden spaces are not considered active recreation areas);
- (v) Lighting must meet the standards in SDC [4.5.100](#);
- (vi) Mechanical equipment must be screened from view in conformance with the standards of SDC [4.4.100](#), and must be buffered so that noise does not typically exceed 45 to 50 decibels as measured at the R-1 property line. The City may require a noise study certified by a licensed acoustical engineer; and
- (vii) All rooftop equipment must be hidden behind parapets or other structures designed into the building.

(D) ~~(F)~~ Open Space.

- (1) The Approval Authority must find that the open space component is located and designed in a manner compatible with surrounding development when:
 - (a) On site and abutting natural features are integrated into the open space system of the multiple unit housing development.
 - (b) Amenities such as seating, children's play areas, lighting, and recreation facilities are provided within common open space areas and proportional to the needs of the development.
 - (c) A range of usable open space types (general, common, and private) isare provided and they are integrated with abutting public open space, if it exists.

- (d) Negative impacts to on-site or abutting wetlands, waterways, and natural areas are negligible.
- (2) This criterion may be met by complying with either subsection ~~(F)~~(2)(a) or (b) below or by meeting SDC [4.7.390](#).
- (a) **Type 2 Process.** Multiple unit housing developments must provide both common open space and private open space as specified in the following standards (See Figure 4.7-Q).
 - (i) **General.** Inclusive of required yards, a minimum of 15 percent of the gross site area must be designated and permanently reserved ~~an~~as open space. The total required open space is the sum of setbacks, common open space, and private open space. Inventoried natural features (including regulated wetlands) and/or historic features on site may be counted toward up to 50 percent of common open space requirements. See Chapter 6 for definitions of open space; open space, common; and open space, private.
 - A. Multiple unit housing developments in mixed-use buildings are exempt from these standards.
 - B. Multiple unit housing developments at densities exceeding 30 units per gross acre must include a minimum of 10 percent of the gross site as open space, which may be any combination of yards, common open space, or private open space.
 - C. Multiple unit housing developments at densities less than 30 units per gross acre must provide open space as specified in the amounts specified below.
 - (ii) Common open space must be provided in all newly constructed multiple unit housing development as specified in the following standards:
 - A. A minimum of 0.25 square feet of common open space is required for each square foot of gross residential floor area;
 - B. Common open space areas provided to comply with this standard must be at least 500 square feet with no horizontal dimension less than 15 feet;
 - C. A maximum of 15 percent of the required common open space can be on slopes greater than 25 percent; ~~and~~
 - D. Multiple unit housing developments must designate within common open space a minimum of 250 square feet of active recreation area (including, but not limited to:

children's play areas, play fields, swimming pools, sports courts; garden spaces are not considered active recreation areas) for every 20 units or increment thereof. For example, a 60 unit development must provide a minimum area of 750 square feet for active recreation. No horizontal dimension can be less than 15 feet. Alternatively, as determined by the Director, qualified senior housing developments may be excluded from this requirement; however, all other common open space requirements apply;

- E. Placement of children's play areas must not be allowed in any required yard setback or transition area;
 - F. Landscaping and/or natural vegetation must occupy a minimum of 50 percent of required common open space. On-site natural resources and historic features which are accessible to residents (including, but not limited to: ~~by~~ trails, boardwalks) may be used to partially or fully satisfy this requirements; and
 - G. Indoor or covered recreational space (including, but not limited to: swimming pools, sports courts, weight rooms) must not exceed 30 percent of the required common open space area.
- (iii) **Credit for Proximity to a Park.** A common open space credit as specified below is allowed when the development is located within walking distance of a public park. There must be a direct, ADA accessible pedestrian path between the development and the park, and the walking route must not cross an arterial street to use this credit.
- A. Up to a 75 percent credit to the common open space standard may be granted for multi-unit developments of up to 60 units (or for the first 60 units of a larger development) when the developments are within 0.25 mile (measured walking distance) to a public park; and there is a direct, improved, permanent, public, Americans with Disabilities Act (ADA)-accessible, maintained pedestrian trail or sidewalk between the site and the park. An exemption will be granted only when the nearby park provides active recreation area, as defined by subsection ~~(F)~~(2)(ii)(D), above.
- (iv) Phasing must not be used to circumvent common open space standards.
 - (v) Common open space does not include required yards or transition areas unless authorized under SDC [4.7.385](#)~~(DF)~~(2)(b) or SDC [4.7.390](#).
 - (vi) Private open space must be provided in all newly constructed multiple-unit housing developments, to comply with the following standards:

- A. All private open space must be directly accessible from the dwelling unit through a doorway;
- B. Dwelling units located at or below finished grade, or within 5 feet of finished grade, must provide a minimum of 96 square feet of private open space, with no dimension less than 6 feet; and
- C. Private open space provided may be deducted from the required amount of Common Open Space. For example, a project with 37,500 square feet of gross floor area requires 9,375 square feet of Common Open Space under subsection (F)(2)(ii)(A), above. If 2,400 square feet of Private Open Space is provided, the minimum Common Open Space requirement may be reduced to 6,975 square feet (9,375—2,400).

(b) **Type 3 Process.** Alternatively, this criterion may be found to be met by complying with the following guidelines:

- (i) Locate buildings, parking, and circulation to minimize adverse impacts on natural features.
- (ii) The amount of common recreation area is equal to the SDC [4.7.380](#)(C)(1) standard unless adjacent public recreation facilities, unique on-site facilities, or other similar open space/recreation facilities will be available to all residents of the site.
- (iii) Provide linkages between on-site common open space and abutting public open spaces when open space uses are compatible.
- (iv) The amount of private open space is equal to the SDC ~~4.7.300~~[4.7.385](#)(FD)(2)(a)(vi) standard above, unless equivalent opportunities for common open space are demonstrated (e.g., individual units enjoy common open space).

(E) ~~(G)~~Landscaping. The Approval Authority must find that landscaping, fences, and walls contribute to a quality living environment for all residents, improve the appearance of multiple unit housing developments, and promote transition between multiple unit housing development and surrounding land uses. This criterion may be met by complying with either subsection ~~(G)~~(1) or (2) below or by meeting SDC [4.7.390](#).

(1) **Type 2 Process.** This criterion may be met by ~~meeting~~ complying with the following standards.

- (a) A minimum of 15 percent of the site must be landscaped with a mix of vegetative ground cover, shrubbery and trees. Trees, a minimum 2 inches (dbh) in caliper, and shrubbery, a minimum of 24 inches in height, must be planted. Bark mulch, rocks and similar non-plant material may be used

to complement the cover requirement, but must not be considered a sole substitute for the vegetative ground cover requirement;

- (b) Street trees, a minimum 2 inches (dbh) caliper, must be placed within the planter strips between the curb and the sidewalk. Street trees must be planted 1 per every 30 linear feet (minimum) of street frontage, as specified in SDC [4.2.140](#);
 - (c) Fences in front yards and along any frontage used to comply with the building orientation standard are limited to 3 feet in height. Fences in other yards must comply with the fence standards specified in SDC [4.4.115](#), and the vision clearance standards specified in SDC [4.2.130](#); and
 - (d) The use of non-invasive and/or drought-tolerant landscaping is encouraged. All landscaping must be irrigated with a permanent irrigation system which may include drip irrigation unless a licensed landscape architect submits written verification that the proposed plant materials do not require irrigation. The property owner must maintain all landscaping.
- (2) **Type 3 Process.** Alternatively, this criterion may be found to be met by complying with the following guidelines:
- (a) Plant outdoor spaces around multiple unit housing developments with a mix of vegetative ground cover, shrubbery, and trees. Also incorporate hard landscaping elements (e.g., paved sidewalks, courtyards) into the development.
 - (b) Use plants to provide visual relief along blank exterior walls, reduce building mass and bulk, define and shelter open space, provide privacy, break up and shade parking areas and help define building entries and sidewalks.
 - (c) Include enhancements, such as plazas, galleries, courtyards, widened sidewalks, benches, shelters, street furniture, artwork, or kiosks for pedestrian amenities.
 - (d) Use vegetation, grade changes and low fences to define open space areas. Plant transition areas between multiple unit housing dwellings and surrounding R-1 and less intensive uses to minimize the visual impact of the development.
 - (e) Incorporate a planting design that emphasizes:
 - (i) Visual surveillance by residents of common open space, parking areas, internal sidewalks, dwelling unit entries, abutting streets and public open spaces (i.e., mature plants do not block views of these areas);

- (ii) Climate controls for summer shading and solar access during winter, and/or shielding from winter winds. Balance this guideline with visual surveillance objectives, above.
- (f) Preserve significant trees and shrubbery on the site as reasonable. Significant trees mean trees which measure 5 inches DBE or greater. Significant shrubbery means shrubbery that is greater than 40 inches in height and is a non-invasive species. Trees and shrubs preserved to meet this standard must be identified on a Tree Protection Plan.
- (g) Provide small ornamental plants or other landscape features in coordination with the building's architecture to define the primary entry of a dwelling unit.
- (h) Avoid high solid fences and walls along streets (e.g., fences greater than 3 feet in height), unless required for noise abatement or retaining walls.
- (i) Incorporate landscaping, fences and walls that clearly delineate the public, communal and private areas of a development.
- (j) Provide street tree planting, as required by SDC [4.2.140](#) standards.
- (k) Incorporate landscaping, fences and walls that do not conflict with sight lines for vehicles and pedestrians, and that comply with the vision clearance standards specified in SDC 4.2-130.
- (l) Choose landscape species for efficient maintenance. Incorporate non-invasive, drought-resistant species.
- (m) Use noise-reducing, ornamental walls (e.g., masonry), as necessary, to minimize the transmission of noise.
- (n) Incorporate landscaping, fencing and/or walls with dwellings that are close to high noise sources such as active recreation, busy streets, railway lines, or industry.
- (o) Obscure or screen outlooks from windows, balconies, stairs, landings, terraces and decks or other private, communal or public areas within a multiple unit housing development. This can be accomplished with landscaping, fences or walls, where a direct view is available into the private open space of an existing adjacent single-unitfamily or multiple unit housing.
- (p) Screen private open space and balconies by solid translucent screens or perforated panels or trellises which have a maximum of 25 percent openings and are permanent, of durable materials and designed, painted or colored to blend with the development.

(F) ~~(H)~~ Pedestrian Circulation. The Approval Authority must find that pedestrian circulation systems are designed to provide separation between vehicles and pedestrians and provide clear, direct, safe, and identifiable connections within the multiple unit housing

development and to other neighborhood uses. This criterion may be met by complying with either subsection ~~(H)~~(1) or (2) below or by meeting SDC [4.7.390](#).

- (1) **Type 2 Process.** Multiple unit housing developments with more than 20 units must provide pedestrian circulation as specified in the following standards (See Figure 3.2-R).
- (a) Continuous internal sidewalks must be provided throughout the site. Discontinuous internal sidewalks are permitted only where stubbed to a future internal sidewalk on abutting properties, future phases on the subject property, or abutting recreation areas and pedestrian trails;
 - (b) Internal sidewalks must be separated a minimum of 5 feet from dwellings as measured from the sidewalk edge closest to any dwelling unit;
 - (c) The internal sidewalk system must connect all abutting streets to primary building entrances;
 - (d) The internal sidewalk system must connect all buildings on the site and must connect the dwelling units to the parking areas, bicycle parking, storage areas, all recreational facilities and common areas, and abutting public sidewalks and pedestrian trails;
 - (e) Surface treatment of internal sidewalks/accessways must be concrete, asphalt or masonry pavers, at least 5 feet wide. Multi-use accessways (e.g., for bicycles, pedestrians and emergency vehicles) must be of the same materials, and at least 10 feet wide. Where emergency vehicle access is required, there must be an additional 5 feet on either side of the accessway. The additional 5-foot area may be turf-block, grass-crete or similar permeable material on a base of gravel. The entire accessway used for emergency vehicle access must be capable of supporting fire equipment weighing 80,000 pounds;
 - (f) Where internal sidewalks cross a vehicular circulation area or parking aisle, they must be clearly marked with contrasting paving materials, elevation changes, speed humps, or striping. Speed humps are subject to review and approval by the Fire Marshal. Internal sidewalk design must comply with Americans with Disabilities (ADA) requirements;
 - (g) Where the internal sidewalks are parallel and abutting to a vehicular circulation area, the sidewalk must be raised or be separated from the vehicular circulation area by a raised curb, bollards, landscaping or other physical barrier. If a raised sidewalk is used, the ends of the raised portions must be equipped with curb ramps; and
 - (h) All on-site internal sidewalks must be lighted to a minimum of 2 foot-candles.
- ~~(G)~~ **(H) Parking.** The Approval Authority must find that the placement of parking contributes to attractive street frontages and visual compatibility with surrounding areas and is located

with consideration for the safety of residents. This criterion may be met by complying with either subsection (1) or (2) below or by meeting SDC [4.7.390](#).

- (1) **Type 2 Process.** Parking for multi-unit developments must be designed as specified in the following standards.
- (a) Parking lots must be placed to the side or rear of buildings as specified in the Building Orientation Standards. Parking must not be placed along that portion of the street where building frontages are used to comply with the building orientation standard;
 - (b) Lighting must be provided for safety purposes, and focused/shielded to avoid glare on adjacent properties or dwellings as specified in SDC [4.5.100](#);
 - (c) There must be 1 planter island for every 8 parking spaces. Planter islands must be a minimum of 6 feet wide, exclusive of the curb, the full length of a parking space containing 1 shade tree (a minimum 2 inches (dbh) in caliper at planting) and vegetative ground cover. Trees must be specimens capable of attaining 35 feet or more in height at maturity and must not produce excessive fruit, nuts, or sap (i.e., due to pest damage). Bark mulch is not an acceptable substitute for vegetative ground cover in the planter island. Water quality features may be incorporated into planter islands. Landscape areas must be evenly distributed throughout the perimeter of interior parking areas, where practicable. See SDC [4.4.105](#)(F) for recommended shade trees;
 - (d) A minimum 6-foot wide planter area must separate and visually screen parking from living area windows. The planter area must include a mix of ground cover, shrubbery, and trees with appropriate growth habit (i.e., for narrow planters and any height limitations including balconies, overhangs, and eaves). Shrubby in this planter area must be at least 24 inches in height at the time of planting, and trees a minimum of 2 inches (dbh) in caliper at the time of planting. See SDC [4.4.110](#);
 - (e) Parking lots must be connected to all building entrances by means of internal sidewalks;
 - (f) All parking stalls fronting a sidewalk, or landscaped area must be provided with a secure wheel bumper not less than 6 inches in height and set back from the front a minimum of 2 feet to allow for vehicle encroachment. Wheel bumpers, if used, must be a minimum of 6 feet in length. As an option, the sidewalk or planter may be widened 2 feet beyond the minimum dimension required to allow for vehicle encroachment. The sidewalks and planters must be protected by a curb not less than 6 inches in height. See also, SDC [4.6.120](#)(C);
 - (g) On corner lots/parcels, parking areas must not be located within 30 feet of an intersection, as measured from the center of the curb return to the edge of the parking area (curb or wheel stop);

- (h) All parking, maneuvering and loading areas abutting a property line or right-of-way must provide perimeter lot ~~or~~ parcel landscaping. A minimum 5-foot wide planting strip must be planted with shade trees, a minimum 2 inches (dbh) in caliper, and a low level (e.g., 30 to 40 inches) evergreen hedge. See also SDC [4.4.105](#);
- (i) Decorative walls may be used in place of the hedge in subsection ~~(F)~~(1)(h), above, and be placed no closer than 4 feet from the property line. The decorative wall must be a minimum of 30 inches in height and no more than 40 inches in height, and must comply with the vision clearance standards specified in SDC [4.2.130](#). Decorative walls must be constructed of textured concrete masonry units (CMU) or similar quality material, and include a cap. The wall may be partially see-through (up to 40 percent) as appropriate for security purposes. The area between the wall and property line must be landscaped with shade trees;
- (j) Parking area landscaping must be designed to reduce storm water runoff (e.g., through infiltration swales and other measures), as practicable; and
- (k) Bicycle parking must be provided as specified in SDC [4.6.140](#) through [4.6.155](#) and may be incorporated into the landscaping design.

(H) ~~(J)~~ Vehicular Circulation.

- (1) The Approval Authority must find that on-site vehicular circulation systems are:
 - (a) Designed to be clearly identifiable, safe, pedestrian-friendly, and interconnected; ~~and-~~
 - (b) Designed to provide connectivity to the surrounding neighborhood streets while minimizing impacts on the arterial street system.
- (2) This criterion may be met by complying with either subsection ~~(J)~~(2)(a) or (b) below or by meeting SDC [4.7.390](#).
 - (a) **Type 2 Process.** Multiple unit housing developments must provide vehicular circulation as specified in the following standards.
 - (i) The on-site driveway (or private street) system must connect with public streets abutting the site;
 - (ii) Shared driveways must be provided whenever practicable to minimize cross turning movements on adjacent streets. On-site driveways and private streets must be stubbed to abutting ~~R-2/R-3~~ properties, at locations determined during Site Plan Review process to facilitate development of shared driveways; and
 - (iii) Parking areas must be accessed from alleys when properties abut an alley, or an alley can reasonably be extended to serve the development.

- (b) **Type 3 Process.** Alternatively, this criterion may be met by considering the following guidelines.
- (i) Design driveways and private streets to enhance connectivity to abutting streets.
 - (ii) Design internal site circulation to provide accessibility to and from the site.
 - (iii) Design the vehicular circulation system, together with other design elements, to reduce the apparent scale of large developments by organizing the site into smaller land units.
 - (iv) Where practicable, consolidate or share driveways and internal streets with driveways or internal streets serving abutting sites.
 - (v) Incorporate aesthetic and functional site design as it relates to vehicular circulation.
 - (vi) Provide vehicular circulation linkages that will integrate multiple family-unit housing development with the surrounding area.
 - (vii) Provide the separation of pedestrian, bicycle, and vehicular traffic.
 - (viii) Avoid out-of-direction travel between buildings and other facilities on the site (e.g., for delivery, service, etc.).
 - (ix) Locate service areas for ease of use and minimal conflict with circulation systems.
 - (x) Provide circulation systems that respond to site topography, natural contours, and natural resources, to minimize grading and resource impacts.
 - (xi) Provide shared parking with abutting sites where practicable.
 - (xii) Provide the use of alleys for vehicular access.
 - (xiii) Provide lighting for the safety of pedestrians and drivers.

Commentary: After discussion with the Mayor, City Council, and the Department of Public Works, amend the term 'affordable housing' to 'income-qualified housing' to avoid confusion between the terms. Across the United States, housing costs are considered "affordable" if the monthly rent or mortgage on a property add up to no more than 30% of gross household earnings. Income-qualified housing on the other hand, encompasses housing that is specifically for households making somewhere in the range of 0-120% of the Area Median Income.

4.7.405 ~~Affordable Housing~~Income-Qualified Housing.

(A) Purpose. The purpose of this section is to allow development of ~~affordable-income-qualified~~ housing consistent with the requirements of ORS 197A.308445 and House Bill 3395. This section is not intended to limit development of ~~income-qualified affordable~~ housing that is otherwise permitted in accordance with this code.

Commentary: Reorganize the standards in SDC 4.7.405 (A) through (D) to make the code clearer and easier to interpret; this section now contains two separate but related sections from House Bills 2984 and 3151 which impact subsections (C) and (D), and House Bill 3395 which impacts subsections (E) and (F).

(B) Applicability.

- (1)** A proposed income-qualified housing project that meets the criteria in subsection (C) will be subject to the standards in subsection (D).
- (2)** A proposed income-qualified housing project that meets the criteria in subsection (E) will be subject to the standards in subsection (F).
- (3)** For a proposed income-qualified housing project that meets the criteria in both subsections (C) and (E) the applicant may choose to follow either the standards in subsections (D) or (F).

Commentary: House Bill 3151 amended ORS 197.308 (now ORS 197A.445) to include a manufactured dwelling park that serves populations with incomes of 120 percent of the area median income within the definition of income-qualified housing.

(C) ORS 197A.445 Review. Income-qualified housing projects are allowed pursuant to ORS 197A.445 provided they meet the affordability criteria in subsection (1) and meet either the ownership criteria in (2) or the land use district criteria in subsection (3), or both. Income-qualified housing pursuant to ORS 197A.445 is only allowed in industrial districts if the criteria in subsection (5) are met.

- (1)** **(B) Affordability.** As used in this section, consistent with ORS 197A.308445, "income-qualified affordable housing" means residential property whose affordability is enforceable, as described in ORS 456.270 to 456.295 is enforceable for a duration of no less than 30 years, and:
 - (a)** ~~(1)~~ **(4)** Each unit on the property is made available to own or rent to families with incomes of 80 percent or less of the area median income ~~as determined by the Oregon Housing Stability Council~~; or
 - (b)** ~~(2)~~ **(2)** The average of all units on the property is made available to families with incomes of 60 percent or less of the area median income: ~~or-~~
 - (c)** A manufactured dwelling park is operated that serves only households with incomes of 120 percent or less of the area median income.

Commentary: ORS 197.308 (now ORS 197A.445) was amended with House Bill 3151 to include the addition of several affordable housing owners; namely, those owned by a nonprofit corporation, a housing authority, manufactured dwelling park nonprofit cooperative, or a utility provider.

- (2) Ownership.** Except as specified under subsection (4) below, income-qualified Affordable housing is permitted if the proposed affordable housing is on property that is: owned by:
- (a)** A public body, as defined in ORS 174.109; or
 - (b)** A nonprofit corporation that is organized as a religious corporation. Income-qualified housing is permitted on property owned by a nonprofit corporation organized as a religious corporation, regardless of whether the property includes a place of worship.; or
 - (c)** A nonprofit corporation that is organized as a public benefit corporation whose primary purpose is the development of income-qualified housing; or
 - (d)** A housing authority, as defined in ORS 456.005; or
 - (e)** A manufactured dwelling park nonprofit cooperative, as defined in ORS 62.803; or
 - (f)** A utility provider which sells or conveys at below market price or as a gift to any of the owners above. Such conveyance must include an income-qualified housing covenant as provided in ORS 456.270 to 456.295.

Commentary: As noted above, this section was reorganized; notable amendments include:

- The addition of SDC 4.7.405 (D)(2)(f) to address the lack of income-qualified middle housing standards in SDC 4.7.405. Salem Code 704.010 is one of the few jurisdictions that addresses “affordable housing” pursuant to ORS 197A.445; they also list where middle housing is proposed as income-qualified housing, it must meet their middle housing design standards.
- The removal of some of the site suitability standards to exclude all properties within the Hillside Overlay District and Floodplain Overlay District. Upon closer review, there are no properties with slopes above 25 percent that are not within the Hillside Overlay District and areas within the special flood hazard are also part of the Floodplain Overlay District.
- The addition of SDC 4.7.405(D)(2)(g) to address where income-qualified housing is proposed in the Glenwood Mixed Use Riverfront Plan District where it is otherwise prohibited, the use must comply with the standards in SDC 3.4.265 through SDC 3.4.280.
- **Note:** Based off feedback from the workshops on February 28 and 29, 2024 and the Planning Commission work session on March 19, 2024, no density standards were added to the code for development in nonresidential districts under ORS 197A.455. Development in nonresidential districts will continue to be limited by existing standards in the applicable district (e.g. height, setbacks, lot coverage, etc.).

~~(3)~~ ~~(2)~~ **Land Use Districts.** ~~The property is w~~Within the PLO, NC, CC, MRC, GO, MS, MUC, BKMU, Glenwood CMU, or Glenwood OMU Districts; or

~~(4)~~ ~~(3)~~ **Use.** Is a lawfully existing hotel or motel.

~~(5)~~ ~~(D)~~ **Eligibility of Industrial Property.** ~~Income-qualified Affordable~~ housing permitted under subsection ~~(C)~~~~(24)~~ above is permitted ~~on property zoned in~~ CI, LMI, MUE, or Glenwood EMU Districts, only if the property is:

~~(a)~~ ~~(1)~~ Publicly owned;

~~(b)~~ ~~(2)~~ Directly abutting an R-1, R-2, R-3, MURC, GRMU or PLO district; and

~~(c)~~ ~~(3)~~ Not designated Heavy Industrial or Special Heavy Industrial on the comprehensive plan map or a refinement plan map.

~~(D)~~ ~~(E)~~ **ORS 197A.445 Standards.** Income-qualified housing projects proposed to be developed pursuant to ORS 197A.445 are subject to the following standards.

~~(1)~~ **Site Suitability.** ~~Notwithstanding subsections (C) and (D), the requirement to allow~~ Income-qualified affordable housing under this section does not apply to the following:

~~(a)~~ ~~(1)~~ Properties in the UF-10 district;

~~(b)~~ ~~(2)~~ Properties that the review authority determines cannot or will not be adequately served by water, sewer, storm water drainage or streets at the time that the development is complete;

~~(c)~~ Properties ~~prohibited for development under the standards applicable in the Hillside Overlay District,~~ SDC 3.3.500;

~~(3)~~ ~~Properties that contain a slope of 25 percent or greater as determined under SDC 3.3.520(A);~~

~~(d)~~ ~~(4)~~ Properties in the Floodplain Overlay District ~~within the area of special flood hazard;~~

~~(5)~~ ~~Properties prohibited for development under the standards applicable in the Hillside Overlay District;~~

~~(e)~~ ~~(6)~~ Within Water Quality Limited Watercourse riparian areas specified in SDC 4.3.115(A); and

~~(f)~~ ~~(7)~~ Within development setbacks for locally significant wetlands and riparian areas as specified in SDC 4.3.117(C).

- (2) Development Standards. (F)** — ~~Except where the code specifically states otherwise, d~~Development of income-qualified affordable housing under subsections (C) and (D) is subject to the following standards:
- (a) ~~(1)~~** Lot area, dimensions, and coverage standards applicable within the underlying land use district;
 - (b) ~~(2)~~** Setbacks applicable within the underlying land use district;
 - (c) ~~(3)~~** Height standards applicable within the underlying land use district;
 - (d) ~~(4)~~** On-site infrastructure standards applicable under Chapter 4;
 - (e) ~~(5)~~** Where multiple unit housing is proposed as income-qualified housing pursuant to this section, the use must comply with the Architectural Design Standards in SDC 4.7.375 and either Multiple Unit Housing (Clear and Objective Standards) in SDC 4.7.380 or Multiple Unit Housing (Discretionary Option) in SDC 4.7.385;
 - (f)** Where middle housing is proposed as income-qualified housing pursuant to this section in a district where it is otherwise prohibited, the use must comply with the standards in SDC 3.2.250 through SDC 3.2.270; and
 - (g)** Where income-qualified housing is proposed in the Glenwood Mixed Use Riverfront Plan District pursuant to this section where it is otherwise prohibited, the use must comply with the standards in SDC 3.4.265 through SDC 3.4.280.
- (3) Density and height in residential districts. (G)** — Income-qualified Affordable housing within the R-1, R-2, R-3, MUR, and Glenwood RMU districts, is subject to the following maximum height and density standards, as required under ORS 197A.308(4)~~445~~.
- (a) ~~(1)~~** R-1 District: 28 units per net acre maximum density; 47 feet maximum building height.
 - (b) ~~(2)~~** R-2 District: 42 units per net acre maximum density; 74 feet maximum building height.
 - (c) ~~(3)~~** R-3 District: 63 units per net acre maximum density; no maximum building height.
 - (d) ~~(H)~~** The density or height allowed under subsections (aG) through (c) above may be reduced based upon findings that the reduction is necessary to address a health, safety or habitability issue, including fire safety, or to comply with a protective measure adopted pursuant to a statewide land use planning goal.

Commentary: House Bill 3395 amended ORS 197.286 to 197.314 to include income-qualified housing in commercial districts and in mixed-use structures provided they meet the area median income thresholds shown in the code below consistent with the ORS. Notable additions include:

- A list of land use districts that “allow only commercial uses and not industrial uses” to be NC, CC, MRC, GO, MUC, Glenwood CMU or Glenwood OMU districts.
- Site suitability requirements where this type of housing is not permitted.
- Standards and procedures for this type of housing. A requirement in the House Bill is to apply the most comparable residential density to the allowed commercial uses in the subject district. Based off feedback from the workshops on February 28 and 29, 2024 and the Planning Commission work session on March 19, 2024, the comparable density contains minimum densities for commercial districts and the MUC district when they contain either residential structures or are part of a mixed-use development. There are no maximum densities in this section because neither the commercial districts nor Glenwood mixed-use districts have a maximum density for residential. In the commercial districts and MUC district the MUC development standards apply. The development standards in the Glenwood CMU and OMU are referenced.

(E) House Bill 3395 Review. Income-qualified housing projects are allowed pursuant to House Bill 3395 provided they meet the affordability and structure type criteria in subsection (1) and the land use district criteria in subsection (2) below.

(1) Affordability and Structure type. As used in this section, consistent with House Bill 3395, “income-qualified housing” means residential property whose affordability, as described in ORS 456.270 to 456.295 is enforceable for a duration of no less than 30 years, and:

(a) Residential structures within commercial districts where each unit is affordable to a household with income less than or equal to 60 percent of the area median income; or

(b) Mixed-use structures in commercial districts with ground floor commercial units and residential units that are affordable to moderate-income households, as defined in ORS 456.270.

(2) Land Use Districts. The land use district allows only commercial uses and not industrial uses. Eligible land use districts are: NC, CC, MRC, GO, MUC, Glenwood CMU or Glenwood OMU Districts.

(F) House Bill 3395 Standards. Income-qualified housing developed pursuant to House Bill 3395 is subject to the following standards.

(1) Site Suitability. Notwithstanding sections (E) above, income-qualified housing under this section does not apply to the following:

(a) Properties that the review authority determines cannot or will not be adequately served by water, sewer, storm water drainage or streets at the time that the development is complete;

(b) Properties in the Hillside Overlay District;

- (c) Properties in the Floodplain Overlay District;
- (d) Within Water Quality Limited Watercourse riparian areas specified in SDC 4.3.115(A);
- (e) Within development setbacks for locally significant wetlands and riparian areas as specified in SDC 4.3.117(C);
- (f) The property is vacant (as defined in OAR 660-038-0060(2)) at the time of application submittal or was added to the urban growth boundary within the last 15 years.

(2) Standards and Procedures. As provided below, income-qualified housing projects allowed pursuant to the standards in (E) are subject to the clear and objective standards that would be applicable to the residential district that is most comparable in density to the allowed commercial uses in the subject district:

- (a) Minimum residential densities for development permitted in (E)(1)(a) in the commercial districts and the MUC, will be 20 units per gross acre.
- (b) Minimum residential densities for development permitted in (E)(1)(b) in the commercial districts and the MUC, will be 12 units per gross acre.
 - (i) If less than 20 units per gross acre are provided for development permitted in (E)(1)(b), then the development will include a minimum of 10 percent of the total gross floor area in nonresidential uses.
- (c) For development in the Glenwood CMU and Glenwood OMU, the density standards in those districts will apply.
- (d) There are no maximum residential densities established for development permitted in (E)(1)(a) and (b) above.
- (e) Development of income-qualified housing under subsections (E)(1)(a) and (E)(1)(b) in the commercial districts and the MUC district are subject to the following standards:
 - (i) Lot area, dimensions, and coverage standards applicable within SDC 3.2.615 for the MUC district;
 - (ii) Setbacks applicable within SDC 3.2.615 for the MUC district;
 - (iii) Height standards applicable within SDC 3.2.615 for the MUC district;
 - (iv) On-site infrastructure standards applicable under Chapter 4;
 - (v) Where multiple unit housing is proposed as income-qualified housing pursuant to this section, the use must comply with the

Architectural Design Standards in SDC 4.7.375 and either the Multiple Unit Housing (Clear and Objective Standards) in SDC 4.7.380 or the Multiple Unit Housing (Discretionary Option) in SDC 4.7.385.

- (f)** Development of income-qualified housing under subsections (E)(1)(a) and (E)(1)(b) for the Glenwood CMU and OMU district are subject to the standards in that district.

Commentary: Amendments to SDC 5.1.210(C) include in the second to last sentence a change from pre-submittal to completeness check and to include that a completeness check meeting is required even if a pre-application meeting has been utilized.

5.1.200 – General Provisions

5.1.210 Pre-Development Meetings.

The City has established 3 pre-development meeting processes to assist prospective applicants through the application review process.

- (A) Development Initiation Meeting (DIM).** The purpose of a development initiation meeting is to give a prospective applicant the opportunity to discuss a limited number of development topics with City staff. The discussions can be general or specific depending on the questions submitted with the application. The development initiation meeting is voluntary, unless specifically required elsewhere in this code.
- (B) Pre-Application Meeting.** A pre-application meeting is highly recommended for complex applications or for applicants who are unfamiliar with the land use process. The purpose of the meeting is to acquaint the applicant with the substantive and procedural standards of the Development Code and to identify issues likely to arise in processing an application.

The pre-application meeting is required for a Master Plan application as specified in SDC [5.13.115](#).

- (C) Application Completeness Check Meeting.** The purpose of the completeness check meeting is to determine whether the proposed development application is complete prior to acceptance of the application for processing by the City. A complete application is required for the review process. The completeness check meeting will examine if the submittal standards of SDC [5.1.220](#) are met. A completeness check meeting is required for all some Type 1 and most Type 2, 3 and 4 land use applications in accordance with provisions of the SDC. The pre-submittal completeness check meeting is required even if the meetings specified in subsection (A) and (B) above have been utilized. For any application that requires a completeness check meeting, An application completeness review will be conducted ~~will be reviewed for completeness~~ according to SDC [5.1.405](#).

Commentary: House Bill 2984 allows for the conversion of a building or a portion of a building from a commercial use to a residential use. However, this also has an impact on existing non-conforming uses where a commercial use might already exist. Therefore, suggest the creation of an exception for conversion of non-conforming commercial to residential uses permitted in SDC 4.7.215.

5.8.100 – Non-Conforming Uses—Determination, Continuance, Expansion or Modification

5.8.125 Expansion or Modification.

An expansion or modification of a non-conforming use and/or the expansion of a non-conforming building or structure resulting in an increased impact upon adjacent properties is considered an expansion of a non-conforming use. Approval may be granted only when the Director determines that there will be no significant impact of the expansion upon adjacent properties. The Director may require approval conditions to mitigate a significant impact. The applicant ~~shall~~ must demonstrate all of the following applicable approval criteria have been met:

- (A) For residential ~~zones~~districts, the expansion ~~shall~~ will not lessen the residential character of the residential ~~zone~~district taking into account factors, including, but not limited to:
- (1) Building scale, placement, and façade;
 - (2) On-site parking placement;
 - (3) Vehicle trips to the site and impact on surrounding on-street parking;
 - (4) Buffering and the potential loss of privacy to abutting residential uses; and
 - (5) On-site lighting.
- (B) For ~~zones~~districts other than residential, there ~~shall~~ will be no significant impact compared to the current use or building or structure on the surrounding area taking into account factors, including but not limited to:
- (1) The hours of operation;
 - (2) An increase in building size or height;
 - (3) On-site parking placement;
 - (4) Vehicle trips to the site and impact on surrounding on-street parking;
 - (5) Noise, vibration, dust, odor, fumes, glare, smoke and on-site lighting; and
 - (6) The amount, location, and nature of any outside displays, storage, or activities.
- (C) The following situations ~~shall~~ are not ~~be~~ considered to be an expansion or modification of a non-conforming use:

- (1) An existing building or structure conforming to use, but non-conforming as to height, setback and other dimensional standards, may be expanded or modified, provided the expansion or modification does not result in an increased violation of this code.
- (2) The replacement of a single-wide manufactured dwelling as may be permitted in SDC [5.8.120](#)(C).

5.8.140 Exemptions.

- (A) Residential buildings and uses existing and legally permitted, or permitted under Discretionary Use approval in the LMI ~~zoning~~ district or LMI plan designation in Glenwood as of January 27, 1982 ~~shall~~ must be exempt from SDC [5.8.115](#), [5.8.120](#) and [5.8.125](#). Commercial and industrial buildings and uses existing and legally permitted or permitted under Discretionary Use approval in the LMI ~~zoning~~ district or LMI plan designation in Glenwood as of December 7, 1998 ~~shall~~ must be exempt from SDC [5.8.115](#), [5.8.120](#) and [5.8.125](#).
- (B) Any proposed expansion on property zoned or designated LMI that has a use listed under HI, as specified in SDC [3.2.410](#), and abuts any residential use ~~shall~~ requires Site Plan Review approval. The exemption ~~shall apply~~ applies as follows: to expansions, regardless of the direction, of buildings or land or both; and expansions onto contiguous properties under the same ownership.
- (C) The conversion from commercial to residential use within the city limits, subject to the standards in SDC 4.7.215.

Commentary: Clarify that the Minimum Development Standards process (MDS) does not apply to new multiple-unit housing development. A Site Plan Review or multiple-unit housing review in SDC 4.7.380 would apply. For clarification, also:

- *Amend the reference in (A) from R-2 or R-3 districts to be residential land use districts;*
- *Amend the reference in (B) to say that an MDS application would only apply in Springfield city limits and not its jurisdiction. Springfield's jurisdiction is any land within the urban growth boundary and may not be within the city limits.*

5.15.100 — Minimum Development Standards (MDS)

5.15.110 Applicability.

- (A) The MDS review process applies to Commercial, Industrial, ~~R-2, R-3~~Residential, and Public Land and Open Space land use districts.

If an application triggers the need for a Traffic Impact Study (TIS) as specified in SDC [4.2.105](#)(B), then the application does not qualify for an MDS and must be processed through a Site Plan Review process.

A proposal for developments in Commercial, Industrial, or R-2, R-3 Residential land use districts where the development is within 150 feet of a locally significant wetland or riparian area is not eligible for the MDS process. Site Plan Review is required according to SDC [4.3.117\(D\)](#) in these cases.

The MDS process is not applicable to new multiple unit housing development. Multiple unit housing development is approved through Site Plan Approval in SDC 5.17.100, or multiple unit housing review in SDC 4.7.380.

Minimum Development Standards review procedures are applied subject to applicability and locational standards.

- (1) The MDS process is used for:
 - (a) New construction on a vacant development site where the new construction does not exceed 50,000 square feet of impervious area;
 - (b) Addition or expansion on a development site where the addition or expansion does not exceed 50 percent of the existing building area or up to 50,000 square feet of new impervious area or new gross floor area, whichever is less.
 - (c) An outdoor use or parking area expansion of up to 50 percent of the existing outdoor use area or parking area or up to 5,000 square feet of new outdoor use area or parking area, whichever is less;
 - (d) A change in land use category or building occupancy of a structure or property that requires new additional parking spaces; or
 - (e) Relocating or reconfiguring an existing driveway that does not increase a nonconformity or create a nonconformity.
- (B) MDS provisions only apply to properties located within Springfield's city limits and land use jurisdiction. Development proposals that do not conform to the MDS applicability standards require Site Plan Review according to SDC 5.17.
- (C) An MDS application may be submitted concurrently with a complete Building Permit application; the applicant assumes all liability and responsibility if concurrent reviews necessitate the revision of either permit in response to review.
- (D) Where there is an MDS application for addition, expansion, or change of use category for a building or property containing multiple uses, the entire property may be brought into compliance with the standards specified in SDC [5.15.125](#), or the application may request that required improvements be reviewed, approved, and installed in proportion to the relative impacts of the businesses on the property.

Commentary: Note that SDC 5.4.100 is listed as reserved for future use in the code. Therefore, the correct section to list is SDC 5.1.215 Submission of Materials and SDC 5.1.220 Application Submittal Standards.

5.15.115 Submittal Standards

Application materials must be submitted as required below in addition to the requirements in SDC ~~5.1.215 and 5.1.220~~~~5.4.105~~. Applications that do not include all the following requirements will be deemed incomplete.

Commentary: Amend the Site Plan Review Applicability standards for clarity. The intent of the amendment to 5.17.110(A)(1)(c) is to clarify when Site Plan Review is required—When an addition, expansion, or change of use is for a nonresidential use, in a land use district that is not residential, and located within 50 feet of a residential land use district or residentially designated land. An exception to this requirement has been added in 5.17.110(A)(1)(d) when a multiple unit housing development can meet the standards in 4.7.380. Also move the Water Quality Limited Watercourses (WQLW) requirements in 5.17.110(A)(1)(c)(i) and (ii) to a new section 5.17.110(A)(1)(e) so that all new development, redevelopment, additions, expansions, or changes of use on property that contains a WQLW or tributary of a WQLW require Site Plan Review.

5.17.100 – Site Plan Review

5.17.110 Applicability.

- (A) The Site Plan Review process is used for:
- (1) The following categories of multiple unit housing, commercial, public and semi-public, and industrial development or uses, including construction of impervious surfaces for parking lots and storage areas:
 - (a) New development on vacant sites and redevelopment, except:
 - (i) Where a proposed development qualifies for a Minimum Development Standards review in accordance with SDC 5.15;
 - (ii) Where multiple unit housing qualifies ~~for a Type 1 process for review in accordance with as specified in~~ SDC 4.7.380.
 - (b) Additions or expansions that exceed either 50 percent of the existing building gross floor area or 5,000 square feet or more of new building gross floor area and/or impervious surface area, except where a proposed development qualifies for a Minimum Development Standards review according to SDC 5.15;
 - (c) Additions, expansions, and changes of use, regardless of size or intervening use, that:
 - ~~(i) Contain or are within 150 feet of the top of bank (as measured from the property line of the subject property) of any Water Quality Limited Watercourses (WQLW) identified on the WQLW Map on file in the Development Services Department;~~

- ~~(ii) — Contain or are within 100 feet of the top of bank (as measured from the property line of the subject property) of any direct tributaries of WQLW identified on the WQLW Map on file in the Development Services Department;~~
 - ~~(i) (iii) Are located within the City’s urbanizable area, outside of the city limits; or~~
 - ~~(ii) (iv) Are for nonresidential uses, in a land use district that is not residential, and are located within 50 feet of property in a residential land use district or residentially designated land (as measured from the property line of the subject property).~~
 - ~~(d) Notwithstanding subsection (c) above, additions, expansions, or changes of use for multiple unit housing processed under SDC 4.7.380 are not subject to Site Plan Review.~~
 - ~~(e) New development, redevelopment, additions, expansions, and changes of use that:~~
 - ~~(i) Contain or are within 150 feet of the top of bank (as measured from the property line of the subject property) of any Water Quality Limited Watercourses (WQLW) identified on the WQLW Map on file in the Development & Public Works Department;~~
 - ~~(ii) Contain or are within 100 feet of the top of bank (as measured from the property line of the subject property) of any direct tributaries of WQLW identified on the WQLW Map on file in the Development & Public Works Department;~~
 - (f) Discretionary Uses, except where a proposed development qualifies for a Minimum Development Standards review in accordance with SDC 5.15; and
 - (g) Any uses listed in the applicable land use district, overlay, or plan district, which specifically require Site Plan Review.
- (B) Developed or partially developed industrial properties 5 acres or greater in size that have never obtained Final Site Plan Review approval prior to the adoption of this code may obtain Final Site Plan Equivalent Map approval as specified in SDC 5.17.135. This approval is necessary to allow a property to complete a site plan modification process specified in subsection (C) below, or for future additions or expansions.
- (C) Existing lawfully developed sites that do not conform to the current standards of this code are only required to meet current standards on the portions of the site affected by the proposed alteration or expansion. Any alterations to the site must meet current code standards.

Commentary: The definitions section was amended as follows.

- HB 2984 added a clear definition of “area median income” to ORS 197A.445 and its impact on SDC 4.7.405 Income-Qualified Housing.
- Add the definition of ‘Food Preparation’ to the code to define the difference between food preparation and a kitchen for single room occupancy uses.
- Note that the definition of ‘Income-Qualified Housing’ was not included in the definitions section of the code because (A) it varies by application and context, (B) 4.7.405 already states what income-qualified housing means for each subsection, and (C) It’s also not a complete definition for each context, because all the various uses of income qualified housing have different required affordability periods.
- With the reorganization of SDC 4.7.370 Income-Qualified Housing on Property Owned by Religious Corporations and the removal of Place of Worship from that section, reword Place of Worship in the definitions section.
- As part of ORS 197.286 to ORS 197.314, “Single Room Occupancy means a residential development with no fewer than four attached units that are independently rented and lockable and provide living and sleeping space for the exclusive use of an occupant, but require that the occupant share sanitary or food preparation facilities with other units in the occupancy.” It is not recommended that we amend the definition of single room occupancy in the code to the ORS definition as this will place additional discretionary criteria on the development potential than what currently exists in the code (e.g. under Springfield’s code an SRO does not need to be at least four attached units, nor does it require that occupants share sanitary or food preparation facilities).

6.1.100 – Definitions

6.1.110 Meaning of Specific Words and Terms.

Area Median Income. The income for the metropolitan statistical area in which housing is located as determined by the Oregon Housing and Community Services Department and adjusted for household size based on information from the United States Department of Housing and Urban Development.

Food Preparation. Any indoor habitable area designed or used for preparation or cooking of food that does not contain a stove, range, or oven.

Place of Worship. Place of Worship. A non-residential place for people to gather for religious activity. Examples include such as a church, synagogue, temple, mosque, chapel, or meeting house. A place of worship may include activities customarily associated with the practices of religious activity, including worship services, religion classes, weddings, funerals, meal programs, and child care, but not including private or parochial school education for prekindergarten through grade 12 or higher education. ~~Includes associated uses as described in SDC 4.7.370.~~ (ORS 227.500)

Single Room Occupancy (SROs). A residential property that contains multiple single room ~~dwelling~~ units where each unit is for the exclusive use occupancy by of an occupant single eligible individual. The unit need not, but may, contain food preparation or sanitary facilities, or both. The residential property containing SROs may also share sanitary or food preparation facilities with other units in the occupancy.

Draft Springfield Development Code Amendments: Housing Opportunities in Non-Residential Areas – Summary of Key Changes

Planning Commission Public Hearing Draft – April 2, 2024

This list identifies and explains the key substantive changes for various Sections of the Springfield Development Code (SDC) to implement requirements in House Bills 2984, 3151, and 3395 that passed in 2023. The City is also using this opportunity to make other changes to the code for clarity and ease of use. It may be helpful to use this document to review the code language. Changes shown since the Work Session on March 19, 2024, are highlighted in yellow. Specific code references are included as appropriate.

The code amendments are summarized below in order of their changes:

- 1. Renamed "affordable" to "income-qualified" housing and addressed recent house bills throughout many sections of the Development Code (e.g. SDC 2.1.135 Fees and 4.7.405 Affordable Housing). (See draft code for a summary of the legislation and main impact on the code),**
- 2. Added Commercial to Residential Conversion standards to the following permitted use tables and amended any references that are incorrect or were amended with the Springfield Development Code Update Project:**
 - Residential Districts, Table 3.2.210 Permitted Uses
 - Commercial Districts, Table 3.2.320 Permitted Uses
 - Medical Services District, 3.2.510 Schedule of Use Categories
 - Mixed-Use Districts, 3.2.610 Schedule of Use Categories
 - Public Land and Open Space District, 3.2.710 Schedule of Use Categories
 - Glenwood Riverfront Mixed-Use Plan District, 3.4.250 Schedule of Use Categories
 - Booth Kelly Mixed-Use Plan District, 3.4.320 Schedule of Use Categories
- 3. Added Income-Qualified Housing standards to the following permitted use tables.**

Note: Where housing is allowed outright, Income-Qualified Housing was not listed in the permitted use tables, as income-qualified housing is already allowed under the same standards as market-rate housing. Staff included income-qualified housing as a special permitted use only in land use districts that do not otherwise permit housing or the standards for income-qualified housing are more permissive than those for market-rate housing.

 - Commercial Districts, Table 3.2.320 Permitted Uses
 - Industrial Districts, Table 3.2.420 Permitted Uses
 - Medical Services District, 3.2.510 Schedule of Use Categories
 - Mixed-Use Districts, 3.2.610 Schedule of Use Categories – Note: Staff added income-qualified housing to the table with a qualifier that it is permitted subject to either (1) the approval standards in the district for residential uses (Mixed-Use Commercial and Mixed-Use Residential permit housing outright); or (2) the approval standards in SDC 4.7.370 and 4.7.405 (only income-qualified housing is permitted in the Mixed-Use Employment district but not income-qualified housing owned by a religious nonprofit subject to the standards in 4.7.370)

- Public Land and Open Space District, 3.2.710 Schedule of Use Categories
- Glenwood Riverfront Mixed-Use Plan District, 3.4.250 Schedule of Use Categories – Note: Staff added income-qualified housing to the table with a qualifier that it is permitted subject to either (1) the approval standards in the district for residential uses (the Glenwood Commercial Mixed-Use, Glenwood Office Mixed-Use, and Glenwood Residential Mixed-Use) permit housing outright); or (2) the approval standards in SDC 4.7.370 and 4.7.405 (only income-qualified housing is permitted in the Glenwood Employment Mixed-Use district but not income-qualified housing owned by a religious nonprofit subject to the standards in 4.7.370)
- Booth Kelly Mixed-Use Plan District, 3.4.320 Schedule of Use Categories

4. Single Room Occupancy: House Bill 3395 established a density standard for single room occupancy (SRO) units. The bill states that “single room occupancy means a residential development with no fewer than four attached units. Within an urban growth boundary, each local government shall allow the development of a single room occupancy: (a) With up to six units on each lot or parcel zoned to allow for the development of a detached single-family dwelling; and (2) With the number of units consistent with the density standards of a lot or parcel zoned to allow for the development of residential dwellings with five or more units.” Staff interpret this to mean, that in the R-1 district, a lot or parcel can contain up to 6 SRO units. In the R-2 and R-3 districts where multiple-unit dwellings are allowed, the density of SROs will match the density in the applicable district. To reflect these changes, amended:

- 3.2.215 Lot Area and Dimensions
- 3.2.235 Density
- 6.1.110 Definitions – revised definition for SROs (although maintained current reference to multiple single room dwelling units rather than requiring a minimum of four) and added a definition for food preparation to clarify the difference between food preparation and a kitchen for SRO uses.

5. Moved specific development standards from 4.7.100 that reference a particular land use district to that district. These amendments will make the code more user-friendly by listing standards that apply to a district in one place instead of needing to reference another chapter in the code.

- Created new SDC 3.2.330 Development Standards – To include standards that were specific to one or more commercial districts. Moved from the following sections:
 - SDC 4.7.145 and 4.7.235 (Eating and Drinking Establishments and Small Scale Repair and Maintenance Services (in the Neighborhood Commercial District));
 - SDC 4.7.115 (Animal Overnight Accommodations (permitted in the Community Commercial (CC) District only)) and 4.7.175 (Manufacturing as a Secondary Use in Commercial Districts (permitted in the CC District));
 - SDC 4.7.230 (Secondary Retail Sales in the General Office District); and
 - SDC 4.7.210 (Residential Uses in Commercial Districts).
- Created new SDC 3.2.428 Development Standards – To include standards that were specific to one or more industrial districts. Moved from the following sections:
 - SDC 4.7.170 Manufactured Dwelling as a Permanent Office; and
 - SDC 4.7.245 Warehouse Commercial Retail and Wholesale.

- Created new SDC 3.2.720 Development Standards – To include standards that were specific to the Public Land and Open Space (PLO) District. Moved from the following sections:
 - SDC 4.7.200 (Public and Private Parks (in the PLO District));
 - SDC 4.7.203 (Public Land and Open Space); and
 - SDC 4.7.250 (Wellness Centers in the PLO District).
- Amended SDC 3.3.825 Development Standards that are specific to the urbanizable fringe overlay district. Moved from the following section:
 - The standards in (E) of this section were moved from SDC 4.7.200 (Public and Private Parks (in the Urbanizable Fringe Overlay District)). The overall content of this section was not changed.
- Created new SDC 3.4.330 Development Standards – To include standards that were specific to the Booth Kelly mixed-use district. Moved from the following sections:
 - SDC 4.7.200 (Public and Private Parks (in the BKMU District));
 - SDC 4.7.210 (Residential Uses in Commercial Districts (in the BKMU District)); and
 - SDC 4.7.245 (Warehouse Commercial Retail and Wholesale (in the BKMU District)).
- Created new SDC 4.7.330 Public and Private Parks in Residential Districts as the standards in 4.7.200 Public and Private Parks are specific to residential districts.
- Created new SDC 4.7.335 Professional Offices in Residential Districts as the standards in 4.7.190 Professional Offices are specific to residential districts.
- Deleted and moved standards in 4.7.210 Residential Uses in Commercial Districts as follows:
 - For standard (A), staff moved this standard to SDC 3.2.330 Development Standards in Commercial Districts – Specific as this standard is specific to commercial districts in areas designated mixed-use.
 - For standard (B), staff removed this standard from the code. The phrase ‘the residential development standards of the applicable mixed-use land use districts and/or overlay district apply to the residential use’ is an obvious statement and redundant if moved to the mixed-use district standards in either SDC 3.2.600 or SDC 4.7.180.
 - For standard (C), it was originally listed in Table 3.2.215 but was removed during the 2022 Development Code Update Project. Staff applied the correct references to Setbacks (SDC 3.2.220) and Height (SDC 3.2.230) in Table 3.2.320 Permitted Uses in Commercial Districts.
 - For standard (D), staff moved this standard to SDC 3.4.330 Booth Kelly Mixed-Use Development Standards—Specific as there is no reference to this standard in the Booth Kelly Mixed-Use District.

6. Created new section 4.7.215 Conversion from Commercial to Residential Use.

- House Bill 2984 requires local governments to allow conversion of a building from commercial to residential use without requiring a zone change or conditional use permit, as long as the land is not in an industrial district. See Legislative Draft Code for changes.

7. **Amended the Manufactured Dwelling Park standards in 4.7.345 to exempt a manufactured dwelling park from the standards in that section when the development meets the income-qualified housing standards in 4.7.405.**
8. **Substantial changes to 4.7.370 as follows:**
 - Reorganized the standards in SDC 4.7.370 to make the code clearer and easier to interpret. The section (previously titled “Places of Worship and Property Owned by Religious Nonprofits”) is now specific to income-qualified housing on property owned by religious nonprofits. Moved the definition of place of worship from this section to SDC 6.1.110 Meaning of Specific Words and Terms and also removed an incorrect reference in (E)(1). See Legislative Draft code.
9. **Substantial changes to 4.7.375 Architectural Design Standards.** For consistency and clarity, moved the standards in 4.7.385(B) Building Orientation and (C) Building Form to this section to match the Clear and Objective standards and renamed the existing 4.7.375(C)(3)(b) from ‘Design Review Option’ to ‘Detailed Design, Design Review Option’ for the Discretionary tract (in comparison to the Detailed Design, Menu Option for the Clear and Objective tract).
10. **Amended 4.7.380 Multiple Unit Housing (Clear and Objective Standards) to remove the reference to ‘Development Standards for Multiple Unit Housing Developments in the R-2 and R-3 Districts’ as multiple unit housing is allowed in other districts besides R-2 and R-3.**
11. **As stated above, the standards in 4.7.385 Multiple Unit Housing (Discretionary Option) have been amended by moving the standards in 4.7.485(B) Building Orientation and (C) Building Form to 4.7.375 (D) Design Review Option (Discretionary Review Option) for clarity and consistency. Other amendments include renumbering (B) through (H) following the removal of Sections (B) and (C) and amending references to sections that were changed with these amendments.**
12. **Substantial changes to 4.7.405. Reorganized the standards in SDC 4.7.405 (A) through (D) to make the code clearer and easier to understand. Addressed House Bill 2984 and 3151 and created subsections (E) and (F) in response to House Bill 3395. The code is amended as follows:**
 - Amended 4.7.405(A) to reference the purpose of the section and change the term affordable housing to income-qualified housing.
 - Created an Applicability section for 4.7.405(B). This section now contains two separate but related sections from House Bills 2984 and 3151 which impact subsections (C) and (D), and House Bill 3395 which impacts subsections (E) and (F).
 - Amended and created section 4.7.405(C) for ORS 197A.445 Review as follows:
 - Created and amended an Affordability subsection (1) to include a manufactured dwelling park that serves populations with incomes of 120 percent of the area median income within the definition of income-qualified housing.
 - Created and amended an Ownership subsection (2) to include the addition of several income-qualified housing owners; namely, those owned by a nonprofit

corporation organized as a public benefit corporation whose primary purpose is the development of income-qualified housing, a housing authority, manufactured dwelling park nonprofit cooperative, or a utility provider who conveys property for one of the listed owners.

- Reorganized existing code language into a Land Use Districts subsection (3), a Use subsection (4), and an Eligibility of Industrial Property subsection (5).
- Amended existing code language and created section 4.7.405(D) for ORS 197A.445 Standards as follows:
 - Created and amended a Site Suitability subsection (1), a Development Standards subsection (2), and a Density and height in residential districts subsection (3).
 - Added SDC 4.7.405 (D)(2)(f) to address the lack of income-qualified middle housing standards in SDC 4.7.405.
- Created section 4.7.405 (E) House Bill 3395 Review to include the following:
 - Created an Affordability and Structure type subsection (1) to comply with House Bill 3395 which allows income-qualified housing in commercial districts and in mixed-use structures provided they meet the area median income thresholds shown in the code.
 - Created a Land Use Districts subsection (2) to list the land use districts that “allow only commercial uses and not industrial uses” to be the Neighborhood Commercial (NC), Community Commercial (CC), Major Retail Commercial (MRC), General Office (GO), Mixed-Use Commercial (MUC), Glenwood Commercial Mixed-Use (CMU) or Glenwood Office Mixed-Use Districts (OMU).
- Created section 4.7.405(F) House Bill 3395 Standards to include the following:
 - Created a Site Suitability subsection (1) for requirements where this type of housing is not permitted.
 - Created a Standards and Procedures subsection (2) for this type of housing. A requirement in House Bill 3395 is to apply the most comparable residential density to the allowed uses in the subject district. **Based off feedback from the workshops on February 28 and 29, 2024 and the Planning Commission work session on March 19, 2024, the comparable density contains minimum densities for commercial districts and the MUC district when they contain either residential structures or part of a mixed-use development. There are no maximum densities in this section because neither the commercial districts nor Glenwood mixed-use districts have a maximum density for residential. In the commercial districts and MUC district, the MUC development standards apply. The development standards in the Glenwood CMU and OMU are referenced.**

13. Amendments to 5.1.210 Pre-Development Meetings clarified that a completeness check meeting is required even if a pre-application meeting has been utilized and that any application that requires a completeness check meeting meet the standards in SDC 5.1.405.

14. Created an exception for conversion of non-conforming commercial to residential uses permitted in SDC 4.7.215 in SDC 5.8.100 Non-Conforming Uses. House Bill 2984 allows for the conversion of a building or a portion of a building from a commercial use to a

residential use. However, this also has an impact on existing non-conforming uses where a commercial use might already exist.

15. Clarified that the Minimum Development Standards (MDS) process in 5.15.110 does not apply to new multiple-unit housing development. A Site Plan Review or multiple-unit housing review in SDC 4.7.380 would apply. For clarification, also:

- Amended the reference in (A) from R-2 or R-3 districts to be residential land use districts;
- Amended the reference in (B) to say that an MDS application would only apply in Springfield city limits and not its jurisdiction. Springfield's jurisdiction is any land within the urban growth boundary and may not be within the city limits.

16. Amended the Site Plan Review Applicability standards for clarity. The intent of the amendment to 5.17.110(A)(1)(c) is to clarify when Site Plan Review is required—When an addition, expansion, or change of use is for a nonresidential use, in a land use district that is not residential, and located within 50 feet of a residential land use district or residentially designated land. An exception to this requirement has been added in 5.17.110(A)(1)(d) when a multiple unit housing development can meet the standards in 4.7.380. Moved the Water Quality Limited Watercourses (WQLW) requirements 5.17.110(A)(1)(c)(i) and (ii) to a new section 5.17.110(A)(1)(e) so that all new development, redevelopment, additions, expansions, or changes of use on property that contains a WQLW or tributary of a WQLW require Site Plan Review.

17. Added Definitions to SDC 6.1.110 for changes made to the code to comply with House Bills 2984, 3151, and 3395.

18. Fixed references to code standards that were incorrect or changed with these code amendments. See draft code throughout.



Springfield Development Code Amendments: Housing Opportunities in Non- Residential Areas

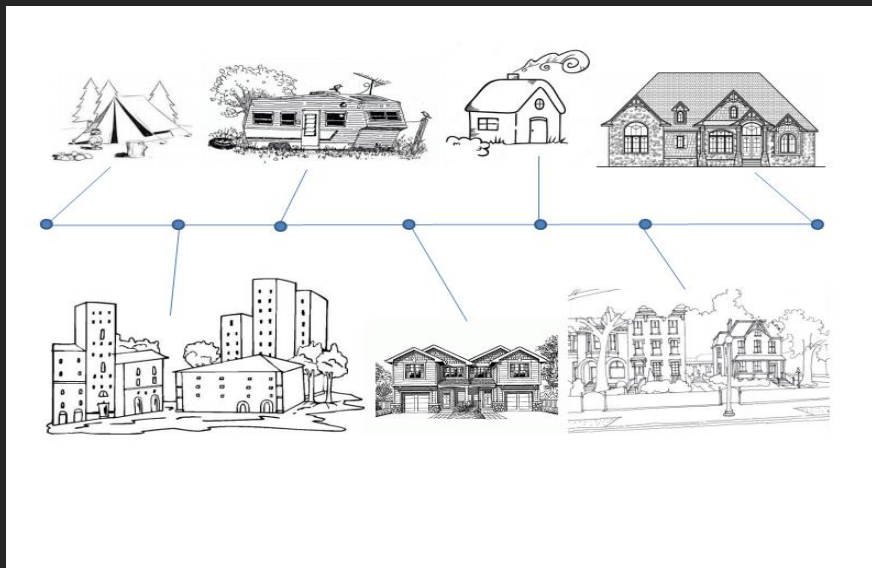


What are we amending the code for?



- **House Bill 2984:** Commercial to Residential Building Conversions, as long as the land is not zoned for industrial uses.
- **House Bill 3151:** Amending the definition of income-qualified housing to include: manufactured dwelling parks serving households with incomes of 120% AMI or less, a housing authority, a manufactured dwelling park nonprofit cooperative, or nonprofit cooperative organized as a public benefit corporation whose primary purpose is the development of affordable housing.
- **House Bill 3395:** Allows housing within commercial land use districts if it is affordable to households with incomes of 60% AMI or less, or for mixed-use structures with ground floor commercial with residential units that affordable to moderate income (80-120% AMI) households. Bill requires cities to apply the residential density level most comparable to the commercial density currently allowed in the land use district.

Overview of Proposed Amendments



- 1) Single Room Occupancy
- 2) Conversion of Commercial to Residential Use section
- 3) SDC 4.7.370 for Income-qualified housing on property owned by religious nonprofits; and
- 4) SDC 4.7.405 to implement bills related to Income-Qualified Housing
- 5) Address other changes throughout the code including significant changes to 4.7.100 for various districts; 4.7.375 through 4.7.385 for architectural design and multiple unit housing; and Minimum Development Standards (5.15.110) and Site Plan Review for multiple unit housing (5.17.110).

Reorganize and amend 4.7.405 Income-Qualified Housing

- Reorganized standards in SDC 4.7.405(A) through (D) to make the code clearer and easier to interpret and to address House Bills 2984 and 3151.
- Created subsections (E) and (F) in response to House Bill 3395.
- Sections (A) and (B) address the purpose and applicability.



City acquires property for income-qualified housing in 2024!

What was added to 4.7.405(C)?

- Include a manufactured dwelling park that serves populations with incomes of up to 120% of AMI as income-qualified housing.
- The addition of several income-qualified housing owners.
- Reorganized existing code language.



Filbert Grove Cooperative: a 55 and older resident-owned manufactured home community

What was added to 4.7.405(D)?

Created a:
Site Suitability
subsection;
Development
Standards subsection;
and
Density and Height in
Residential Districts
subsection.

Addressed the:
Lack of middle
housing standards.

What was added to 4.7.405(E)?

To comply with House Bill 3395:

- Allows income-qualified housing:
 - in commercial districts (up to 60% AMI);
and
 - in mixed-use structures (between 80-120% AMI);provided they meet the area median income thresholds shown in the code.
- Lists the land use districts that “allow only commercial uses and not industrial uses”.



**The Rivett Building on Main Street
in Springfield**

What was added to 4.7.405(F)?

- Created Site Suitability and Standards and Procedures subsections for this type of housing.
- **A requirement in House Bill 3395 is to apply the most comparable residential density to the allowed commercial uses in the subject district. After consulting and seeking feedback from the public and Planning Commission the following was chosen...**



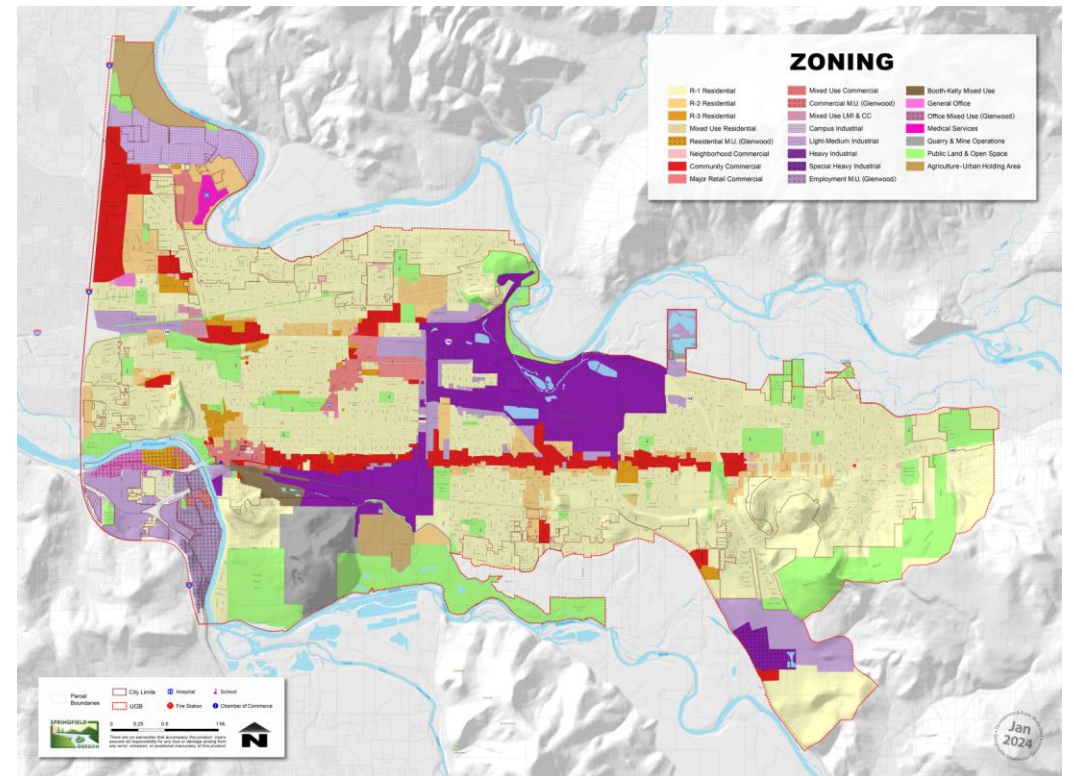
The former Jim's Landing now a Steakhouse, Salon, and the Attic Apartments in downtown Springfield

Comparable Residential Density for income-qualified housing in commercial districts/mixed-use structures – MUR density standards:

- The code contains minimum densities for commercial districts and the MUC when residential only and when part of a mixed-use development.
- There are no maximum densities in this section because neither the commercial districts nor mixed-use districts have a maximum density for residential.
- In the commercial districts and MUC district the MUC development standards apply. The development standards in the Glenwood CMU and OMU are referenced.

Address other changes throughout the code including significant changes to 4.7.100

- Moved specific development standards from 4.7.100 that referenced a certain land use district to the related SDC section for those districts to make code more user-friendly.
- What does this look like?....

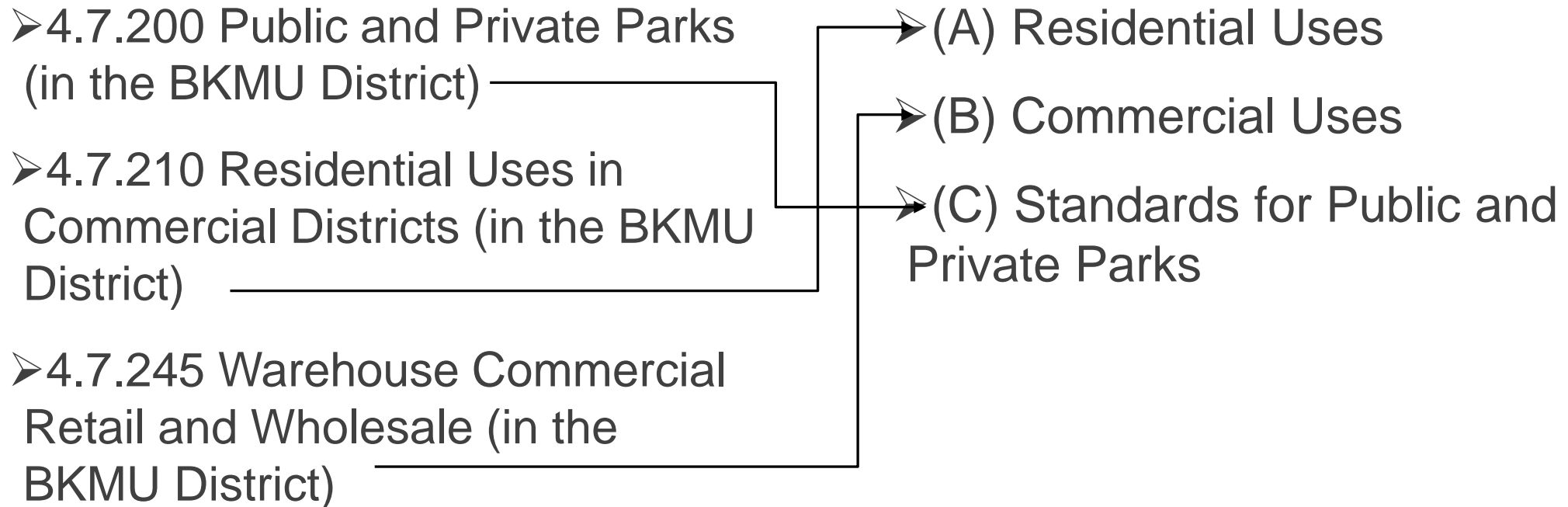


The 2024 Springfield Zoning Map showing the various districts

Example: Creation of 3.4.330 Development Standards—Specific for the Booth Kelly Mixed-Use District (BKMU)

EXISTING BKMU DISTRICT STANDARDS THROUGHOUT 4.7.100

NEW BKMU DISTRICT STANDARDS IN 3.4.330



Address other changes to 4.7.375 through 4.7.385 for multiple unit housing.

- **For 4.7.375:** Move standards in 4.7.385(B) Building Orientation and (C) Building Form to this section for the Discretionary tract to match the Clear and Objective standards section.
- **For 4.7.380:** Clarify that multiple unit housing is allowed in other districts besides R-2 and R-3.
- **For 4.7.385:** Renumbering sections following the removal of Sections.



58th and A Street Townhomes in Springfield

Approval Criteria – SDC 5.6.115

SDC 5.6.115 (Refinement Plans, Plan Districts and the Development Code—Adoption or Amendment)

(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.

Next Steps

- Code amendments will be co-adopted by Springfield City Council and Lane County Board of County Commissioners
- The joint work session and public hearing is scheduled for June 10, 2024.



Springfield City Hall