



City Council Agenda

Mayor
Christine Lundberg

City Council
Sean VanGordon, Ward 1
Hillary Wylie, Ward 2
Sheri Moore, Ward 3
Dave Ralston, Ward 4
Marilee Woodrow, Ward 5
Joe Pishioneri, Ward 6

City Manager:
Gino Grimaldi
City Recorder:
Amy Sowa 541.726.3700

City Hall
225 Fifth Street
Springfield, Oregon 97477
541.726.3700
Online at www.springfield-or.gov

The meeting location is wheelchair-accessible. For the hearing-impaired, an interpreter can be provided with 48 hours notice prior to the meeting. For meetings in the Council Meeting Room, a "Personal PA Receiver" for the hearing impaired is available. To arrange for these services, call 541.726.3700.

Meetings will end prior to 10:00 p.m. unless extended by a vote of the Council.

All proceedings before the City Council are recorded.

May 14, 2012

5:30 p.m. Work Session
Jesse Maine Room

CALL TO ORDER

ROLL CALL - Mayor Lundberg ____, Councilors VanGordon ____, Wylie ____, Moore ____, Ralston ____, Woodrow ____, and Pishioneri ____.

1. Discuss Public Involvement Procedures for the Development Community to Participate in Review of Planning and Development Regulations.
[Jim Donovan/Matt Stouder] (30 Minutes)
2. Glenwood Refinement Plan Update Project, Phase I (Springfield File Nos. TYP411-00006, TYP411-00005, TYP311-00001, TYP411-00007, Lane County File No. PA 11-5489).
[Gary Karp/Molly Markarian] (90 Minutes)

ADJOURNMENT

AGENDA ITEM SUMMARY

Meeting Date: 5/14/2012
Meeting Type: Work Session
Staff Contact/Dept.: Jim Donovan/DPW
Matt Stouder/DPW
Staff Phone No: 541-726-3660
541-736-1035
Estimated Time: 30 minutes
Council Goals: Community and
Economic Development
and Revitalization

**SPRINGFIELD
CITY COUNCIL**

ITEM TITLE: DISCUSS PUBLIC INVOLVEMENT PROCEDURES FOR THE DEVELOPMENT COMMUNITY TO PARTICIPATE IN REVIEW OF PLANNING AND DEVELOPMENT REGULATIONS.

ACTION REQUESTED: Staff requests Council direction on the formation of a Development Advisory Committee (DAC) as an efficient method of providing the development community with a structure to communicate priorities for land use, development initiatives, and public involvement in the preparation and adoption of policies and regulations.

ISSUE STATEMENT: Staff recently completed a Developer Input Process (DIP) with members of the development community, where work products were focused on customer service, efficiency improvements and changes to ministerial code provisions. Some DIP members expressed a desire to work on other larger development related issues and staff has prepared a Developer Advisory Committee (DAC) concept for Council's consideration.

ATTACHMENTS:

1. Council Briefing Memorandum
2. Developer Input Process Summary

**DISCUSSION/
FINANCIAL
IMPACT:** The recent DIP was a successful collaboration between the development community and City staff on continuous process improvement of issues prioritized by the development community. It was, however, limited in scope and lacked the broader public involvement process necessary for larger land use initiatives requested by some DIP members.

In order to provide the flexibility to accomplish those requests, the structure would best be similar to a Citizen Advisory Committee (CAC), where Council appoints a committee with specific goals and the resources necessary to provide broad public involvement. The Council would then review the committee's work and provide direction to staff if some proposals were to be implemented. Attachment 1 describes staff's proposal in more detail.

The strengths of forming a DAC lie in Council's participation in goal setting and committee selection, broader committee involvement and input, and streamlined review of work products. These features include the strengths of the former DIP process and allow for a broader range of issues to be reviewed.

If Council is amenable to forming a DAC, staff will move forward with solicitation of DAC appointments for Council's consideration prior to summer recess, and initiate committee work over the summer, before reporting back to Council in the fall on DAC priorities and issues.

MEMORANDUM

City of Springfield

Date: 5/14/2012
To: Gino Grimaldi
From: Len Goodwin, Development and Public Works Director
Matt Stouder, Managing Civil Engineer
Jim Donovan, Urban Planning Supervisor
Subject: DISCUSS PUBLIC INVOLVEMENT PROCEDURES FOR
THE DEVELOPMENT COMMUNITY TO PARTICIPATE
IN REVIEW OF PLANNING AND DEVELOPMENT
REGULATIONS.

COUNCIL BRIEFING MEMORANDUM

ISSUE: Staff recently completed a Developer Input Process (DIP) with members of the development community, where work products were focused on customer service, efficiency improvements and changes to ministerial code provisions. Some DIP members expressed a desire to work on other larger development related issues and staff has prepared a Developer Advisory Concept (DAC) for Council's consideration.

COUNCIL GOALS/

MANDATE:

Community and Economic Development and Revitalization

The City of Springfield's Development and Public Works (DPW) Department has a tradition of periodically reviewing development requirements and procedures with the development community to increase efficiency, reduce costs and meet Council's goals of providing sound community and economic development, maintaining public infrastructure and improving livability. Effective communication with a diverse cross section of the community on development issues is integral to meeting those goals.

BACKGROUND:

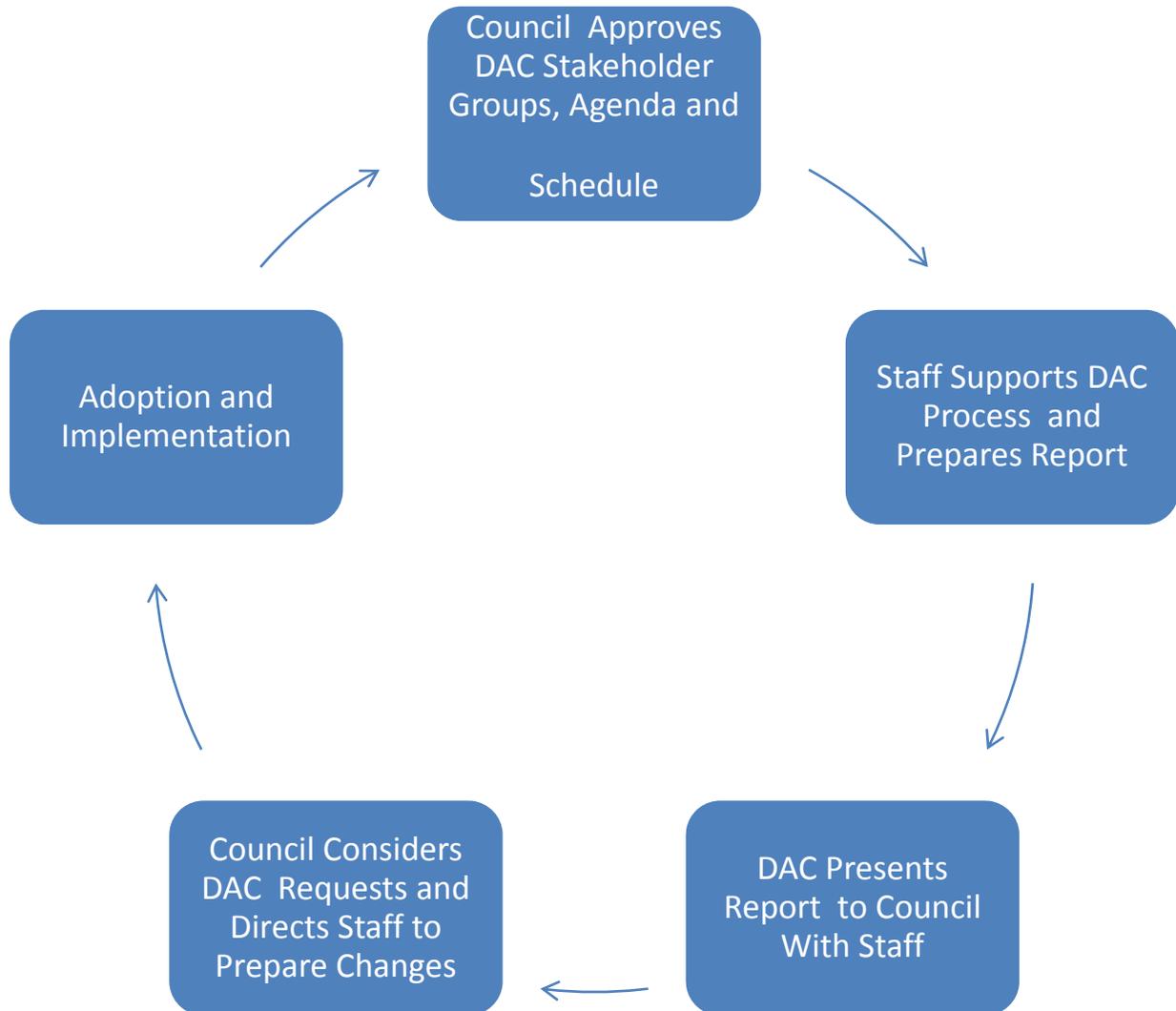
The recent Developer Input Process was a successful collaboration between the development community and City staff on continuous process improvement of issues prioritized by the development community. (Attachment 2 provides a summary of DIP accomplishments.) However, the success of the DIP process was limited in scope to customer service, efficiency improvements and changes to ministerial code provisions because it was a self-selected group and lacked the broad public involvement process necessary for larger land use initiatives. This limiting factor was not always apparent and led to occasional friction and delays during the process. At the conclusion of the DIP, some committee members expressed an interest in examining additional development regulations, policies and standards.

In the 11/28/11 Work Session with Council on DIP activities, staff committed to scheduling a work session to discuss ways for the development community to participate in a more diverse public involvement process suitable for a range of development related issues. In order to provide this level of flexibility the structure would best be similar to a Citizen Advisory Committee (CAC), where Council appoints a committee with specific goals and the necessary resources to provide broad public involvement, then reviews the committee's work prior to adoption procedures. This step is normally only taken when the scale of the planning effort has the potential for long term and significant impacts to the City warranting direct involvement by elected officials.

Staff finds that the level of involvement requested by the development community may warrant such a step and submits the following Developer Advisory Committee (DAC) concept for Council consideration.

Staff Review and Recommended DAC Concept

A Development Advisory Committee would function as an ad hoc technical advisory team to City Council, Planning Commission and staff. The process would feature the following elements and flow as graphically depicted below:



The strengths of this proposal are Council participation in goal setting and committee selection, broader committee involvement and input, and streamlined review of work products. These features include the strengths of the former DIP process and the capability to review a wider range of development related issues. To function effectively and cover a broad range of concerns, staff recommends the DAC be staffed with 10 to 12 committee members selected from an equally broad range of citizens and groups with vested interests in the development process. The following table reflects committee member categories that staff consider core to the DAC process and those that could be considered discretionary.

<u><i>Core Categories</i></u>	<u><i>Discretionary Categories</i></u>
Builder	Affordable Housing Interests
Business Owner	Business Owner (additional)
Citizen-at-Large x 2	Large Employer
Environmental Protection x 2	Planning Commission Rep
Consultant Services	Consultant Services (Additional)
Developer	Springfield Chamber of Commerce
Women and Minority Owned Business x 2	Non-Governmental Organization

Conclusion: This proposal incorporates group strengths into a process that is inclusive, efficient and flexible enough to provide a level of public involvement appropriate to the scale of any project. If the concept is satisfactory to Council, staff will move forward with the solicitation process for the DAC positions and schedule time with Council for candidate interviews prior to summer recess. Staff would then meet with the DAC members during summer recess and work on identifying priorities and issues, and report back to Council in the fall.

RECOMMENDED ACTION:

Staff recommends the DAC approach as the most efficient method of providing the development community with a structure to communicate their priorities for land use and development initiatives and public involvement in the preparation and adoption of policies and regulations. If Council agrees, staff will move forward for solicitation of DAC appointments and initiate committee work as described above.

DEVELOPER INPUT PROCESS SUMMARY CASE NUMBER TYP411-0004.

Introduction:

This document is intended to summarize the work performed by the Joint Work Team during the Developer Input Process of 2011 and inform the Staff Report and Proposed Amendments of Case Number TYP411-0004. Further information is included in the referenced appendices contained in the file record.

Background:

The City of Springfield's Development Services and Public Works Departments have a tradition of periodically reviewing development requirements and procedures with the development community for efficiency and continued compliance with applicable rules and regulations. In June of 2010, the City Manager, City Attorney and Directors of the Public Works and Development Services Departments met with representatives of the local development community to solicit feedback on the City's development review process. The City Manager and Directors of Public Works and Development Services Departments took immediate actions to address specific concerns identified in that early meeting and directed staff to work with the same representatives to refine and address additional concerns. Staff created a framework for the Developer Input Process, organized a Joint Work Team consisting of 9 members from the local development community, refined general comments to specific focus areas and commenced work in October of 2010.

Time line for the process:



Quick Facts:

- Origins of DIP Process- DSD/PW/CMO Listening Meeting on June 23, 2010
- Executive Action Response Letter-July 2, 2010
- JWT Initial Meeting- September 30, 2010
- JWT Priorities- Site Plan Review Issues, PW Role in Development and Customer Service.
- JWT Meetings- 14 Work Meetings, 3 Open Houses, 1 Meeting with Eugene Staff
- Accomplishments- Site Plan Review Submittal and Process Improvements, Expanded MDS Procedures, Revised Traffic Impact Study Requirements, Paper and Process Reductions, Customer Service Training, Increased Communication Between Departments and Development Community.
- Additional Recommendations: Review of Development Review Structure, Fee Reductions, Review of Regulations for Non-Profit Housing Providers,
- Council Goals Met-
- Next Steps: Adoption of JWT Code Amendments, Resume Cost of Services and Fee Analysis Project, Comprehensive Planning Involvement, DIP 2014

JWT Members:

Jim Donovan, City of Springfield/DSD
Matt Stouder, City of Springfield/PW
Brian Barnett, City of Springfield/PW
Dave Puent, City of Springfield/DSD (Retired prior to end of process)
Michael Liebler, City of Springfield/PW
Joe Leahy, Emerald Law/CAO

Monica Anderson, Balzhiser & Hubbard Engineers
Craig Horrell, Hayden Enterprises
Shaun Hyland, John Hyland Construction Inc.
Mike Evans, Land Planning Consultants
Eric Hall, Eric Hall Architects
Carole Knapel, KPFF Consulting Engineers
Rick Satre, SchirmerSatre Group
Kristen Karle, St. Vincent de Paul Society of Lane County, Inc.
Renee Clough, Branch Engineering
Ed McMahan, Lane County Home Builders Association

The JWT voted on and selected three main areas of focus at the Sept. 30, 2010 Open House: Site Plan Review Process Improvements, Public Works' Role In Development Review and Customer Service in Development Review.

Site Plan Review Process Improvements

The JWT's general direction for site plan improvements was premised on two common themes arising from developer feedback:

- 1) The amount of site plan application materials and the level of detail that must be provided early in the review process is a burden for smaller or less complicated projects and needs to be revised or deferred, and
- 2) The one size fits all approach to requiring Site Plan Review is overkill for smaller or less complicated reviews and warrants a discussion of where it should be required, reduced or removed.

Preliminary Work: Initial work meetings included review or discussions of the following background materials:

- Site Plan Review SDC Article, Standard Process and Statutory Framework
- Site Plan Application Submittal Requirements, Practical and Legal Necessities
- Site Plan Review In Context with Other City of Springfield Review Procedures
- Site Plan Review in Other Jurisdictions
- Comparative Analysis of Eugene's Development Review Procedures

Submittal Requirements: The JWT reviewed all submittal requirements shown on current application materials and identified specific information that could be reduced, eliminated or deferred to final submittals, including building permits. A modified Site Plan Application Checklist prepared by the JWT is ready for implementation upon adoption of enabling language in the code. The enabling language gives discretion to the Director to identify the minimum information necessary for review procedures from the list of codified submittal standards. The approach is an acknowledgement of the fact that "one size does not always fit all" for site plan reviews. The proposed code language provides the Director the flexibility to analyze submittal requirements on a case by case basis and allows the application list of submittals to be changed without need for an ordinance.

Expanded MDS/Reduced Site Plan Review: The Minimum Development Standards (MDS) of Springfield Development Code, Section 5.15, are a Site Plan Review “light” approach that was originally adopted by Council to streamline and encourage re-development and improvement of properties located along Main Street. The existing MDS process provides flexible timelines and a proportionality clause that allows required public and private improvements to be installed using simple proportionality. During the January 13, 2011 meeting of the JWT, the group considered a staff proposal to expand MDS provisions to include small to mid-range development in the City of Springfield. With input from the JWT, the proposal has evolved to the current code change proposal and includes significant expansions of the existing MDS procedures:

- Increasing the size cap on MDS review for Community Commercial, Industrial and Public Land and Open Space zoning districts from **5,000** to **25,000** square feet for new structures and paving would allow more mid-sized development proposals on property in established areas to be eligible for ministerial review ;
- Inclusion of code provisions that allows flexibility for submittal of detailed information. Deferring some submittals from initial application to final reviews, building permit or occupancy inspection will delay certain design costs until after initial land use approvals are issued and in hand; and
- Inclusion of a code provision extending timelines for construction of required improvements for mid-sized developments and allowing some significant improvements to be made under the rule of simple proportionality as described in the MDS standards. This would provide more flexibility for the financing and construction of required improvements.
- MDS Applications can be submitted concurrently with Building Permit Applications, similar to standards review procedures used in other jurisdictions.
- Target timelines for MDS Major Applications is approximately 30 days.
- Maps have been created showing the distribution of sites eligible for expanded MDS procedures.

Net Affects: Expanding MDS provisions as described above is an incremental yet significant change that will immediately reduce the number of sites required to go through full Site Plan Review procedures. Fees will remain unchanged until the off sets of reduction and deferral are reviewed and the pending fee analysis is completed.

Additional Site Plan Review Considerations: Two other legitimate questions of Site Plan Review were also raised for consideration in the course of JWT meetings: 1) Can Site Plan Review provide an exemption or pre-approval for non-profit housing and allow compliance with multi-unit design standards at the building permit level? And, 2) Can Site Plan Review be further reduced or eliminated in lieu of overlay districts similar to the Eugene method?

The ability to reduce or eliminate site plan review procedures on a City wide basis under the Developer Input Process was limited by:

- Required review for consistency with Metro Plan policies and legislative decision making procedures including significant public, Planning Commission and City Council involvement.
- The need for comprehensive review for compliance with other major planning project currently under way in the City such as the 2030 Metro Plan Update and the Downtown and Glenwood Refinement Plans.
- Inconsistency with Funding limitations, Fee Analysis Timelines and JWT priorities.

In short, elimination of Site Plan Review and implementation of individual overlay districts or the provision of City-wide exemptions for individual groups warrants an examination of the structure and ability of the Springfield Development Code to implement numerous Metro Plan policies. Consensus was that the discussion was beyond the scope of this committee and was better had in the context of larger policy initiatives. (See Eugene Process Memo, attached; Conclusion and Recommendations.)

Additional Efficiency Improvements: The following efficiency and cost saving measures were also identified and implemented administratively during JWT meetings:

- Reducing Title Reports – The revised site plan submittal checklist includes more flexible guidelines for site deed and title submittal requirements where ownership has not recently changed. Proposed changes will reduce the number and/or frequency of title reports required, thereby reducing costs to applicants and consultants.
- Reducing Paper Plan Production – Current site plan pre-submittal and review procedures require an applicant to submit approximately 25 paper copies of site plans and documents for the creation of legal records and review procedures. The number of plans currently required is a significant cost to produce. Staff has implemented a proposal that reduces the number of paper copies by approximately 80%, utilizing electronic submittal technologies. Applicant submittals are reduced to 3-5 paper copies and circulated to site plan review partners using email and Laserfiche technology. The implementation of this of this JWT idea is reducing preparation costs for the applicant and saving handling time and storage costs for the City while preserving communication and review opportunities for internal and external development review partners.
- Increasing Preparer’s List - The list of qualified professionals that are allowed to stamp and/or submit site plans for review has been increased to reflect current levels of expertise across the development community. The proposed changes would allow principal consultants more discretion to determine the number of design professionals necessary to prepare less complicated development proposals.

Public Works Role In Development Review

Public Works Department staff co-authored and designed the Developer Input Process and PW management team has embraced the results of the JWT. The findings and conclusions of this self examination and participative process review include:

- demonstrated willingness to review past procedures and regulations
- professional adherence to statutory requirements and City Council Goals
- new vision from restructured leadership in the Engineering and Transportation Division
- flexibility to defer storm water, transportation and grading submittal requirements
- flexibility to re-structure TIS submittal requirements
- increased availability of staff and supervisors involved in development review
- empowerment of engineers to make decisions and implement change

TIS: One specific example of current staff’s responsiveness is the revised Traffic Impact Study triggers outlined in proposed revisions to SDC Section 4.2-105. The JWT raised concerns about the triggers and content of required traffic studies during review of submittal information; Transportation staff responded with a proposal that clarifies PM Peak and Average Daily Trip (ADT) triggers, provides a two step process of scoping and review for analysis of specific variance requests, and allows the Director(s) the flexibility to limit and focus TIS analysis to known issues in the transportation system.

As the JWT’s work has progressed, the reciprocal education process has also improved communication and understanding of shared roles, responsibilities and expectations for efficiencies, effectiveness and customer service. Some long-held misconceptions and misunderstandings have been dispelled on both sides of the process and replaced with a greater appreciation of both the development and review processes.

Customer Service in Development Review

Development Services and Public Works Department staff have used the JWT experience to improve the following recent advancements in customer service:

- The PW Department's recent re-structuring and advancement of new leadership brings a new customer service ethic to development review procedures.
- The Public Works and Development Services Departments have physically re-structured to create a development review office environment that fosters better communication and quicker processing times.
- A revised Customer Service Training has been created by the Public Works and Development Services Departments that addresses general principles and focuses on the development review process. The training is being prepared for City-wide use.
- New city wide and development review customer service principles are in general circulation and being used by supervisory staff to improve all aspects of the development experience.
- Customer Service is a primary tenet of the current DSD/PW re-organization discussion.

The following customer service principles are visible throughout the development review offices:

City of Springfield Development Services Principles

- Encourage growth and development that improves community livability in a sensible, well planned manner.
- We work to get to "yes" within our regulatory framework.
- Risk is permitted and encouraged. The preference is to take risks in an effort to get to "yes" rather than saying "No".
- It is necessary to say "no" at times since everything will not fit into our regulatory framework. How we say "no" is a critical customer service skill.
- Employees are empowered to make decisions and be creative problem solvers at the lowest levels of the organization.
- We work as a team and speak with one voice. Internal differences are respected and considered healthy as long as they are addressed directly and resolved in a timely manner.
- Decisions are made in a timely and confident manner.

DEVELOPMENT REVIEW TEAM SERVICE PRINCIPLES

- 1. We're glad you are here!*
- 2. We appreciate your needs.*
- 3. We ask that you respect our responsibilities.*
- 4. We are your partners not your opponents.*
- 5. We will work together to accomplish our common goals!*

Conclusion and Recommendations

At the final Developer Input Process Open House Meeting, the Joint Work Team acknowledged that they had accomplished the task that was put before them by the City and Stakeholders. The group also noted other opportunities identified during the process that they or similar stakeholder groups need to be involved to create process efficiencies, not just more processes. Examples of existing or suggested projects cited by the group included:

- 2030 Plan Adoption, Phase II Implementation Actions
- Legislative Review and Update of the Springfield Development Code
- Review of Residential Multi-Unit Design Standards and Exemptions
- Code Changes For Executive or Expedited Approvals and Rapid Development
- Periodic Review of SDC Fees

The JWT recommends that the Planning Commission and City Council adopt the recommended code changes and further consider the role of the Developer Input Process and JWT in making future decisions regarding the development review process in the City of Springfield.

AGENDA ITEM SUMMARY

Meeting Date: 5/14/2012
Meeting Type: Work Session
Staff Contact/Dept.: Gary Karp & Molly Markarian/DPW
Staff Phone No: 541-726-4611
Estimated Time: 90 Minutes
Council Goals: Community and Economic Development and Revitalization

**SPRINGFIELD
CITY COUNCIL**

ITEM TITLE:	GLENWOOD REFINEMENT PLAN UPDATE PROJECT, PHASE I (Springfield File Nos. TYP411-00006, TYP411-00005, TYP311-00001, TYP411-00007, Lane County File No. PA 11-5489)
ACTION REQUESTED:	Conduct a work session to discuss proposed revisions and provide staff direction on the remaining unresolved Glenwood Refinement Plan issues in preparation for adoption of the Phase I amendment package.
ISSUE STATEMENT:	At the April 2, 2012 joint public hearing, Council affirmed their support for the broader policy implications of the proposed Glenwood Refinement Plan amendments and directed staff to prepare a work session discussion to resolve remaining details prior to adoption.
ATTACHMENTS:	Attachment 1: Council Briefing Memorandum and Exhibits: Staff Response to Issues Raised at April 2, 2012 Joint Public Hearing Attachment 2: City Council Minutes from April 2, 2012
DISCUSSION/ FINANCIAL IMPACT:	<p>The Springfield and Lane County Planning Commissions conducted a public hearing on October 18, 2011 and continued the hearing on December 20, 2011. Based on the record and the public testimony received, the Springfield and Lane County Planning Commissions voted unanimously to recommend adoption of the project proposal with 30 text modifications.</p> <p>On January 23, 2012, the Springfield City Council and Lane County Board of Commissioners conducted a work session on the proposed amendments. Issues raised by Councilors and Commissioners at that work session were addressed during the staff presentation at the April 2, 2012 joint public hearing.</p> <p>The Lane County Board of Commissioners had a first reading on the amendments on March 14, 2012.</p> <p>Following the April 2, 2012 joint public hearing and Council-Board deliberations, the Council elected to close the record and requested a work session to discuss the few remaining unresolved issues prior to their second reading, scheduled for June 4, 2012. The Commission chose to delay their decision until the Council action and moved to leave their record open until a third reading, scheduled for June 20, 2012.</p>

MEMORANDUM

City of Springfield

Date: 5/14/2012

To: Gino Grimaldi

COUNCIL

From: Len Goodwin, Gary Karp and Molly Markarian

BRIEFING

Subject: Glenwood Phase I

MEMORANDUM

ISSUE: At the April 2, 2012 joint public hearing, Council affirmed their support for the broader policy implications of the proposed Glenwood Refinement Plan amendments and directed staff to prepare a work session discussion to resolve remaining details prior to adoption.

COUNCIL GOALS/MANDATE: Community and Economic Development and Revitalization
Adoption of Glenwood Phase I will represent the attainment of two targets associated with this Council Goal: The area comprising Glenwood Phase I will be planned and zoned for redevelopment; and infrastructure needed for growth will be identified and planned.

BACKGROUND: Representing less than 0.02 percent of Springfield’s Urban Growth Boundary, the Glenwood Riverfront along the Franklin and McVay corridors is consistently recognized as the gateway entrance to the larger community of Springfield. This significance was not lost on the Citizen Advisory Committee when they considered how this expectation should be memorialized: “The unique amenities provided by the Willamette River as it flows through Glenwood are unsurpassed in the state. In addition, Franklin Boulevard and McVay Highway serve as major thoroughfares connecting Springfield and Eugene and set the stage for Glenwood as a gateway to both cities. The new I-5 Willamette River Bridge and associated riparian restoration and multi-use path enhancement projects further highlight this entryway to the region. The presence of a bus rapid transit line along Franklin Boulevard and one planned along McVay Highway enhances the possibilities for transit-oriented development in the Glenwood Riverfront. Glenwood’s proximity to the University of Oregon and Lane Community College, I-5, and two rail lines also positions it well for successful, mixed-use residential, commercial, and employment development along the Franklin and McVay corridors. Prior planning and urban design efforts, as well as visioning with the Glenwood Citizen Advisory Committee for this project, affirm that the community wants Glenwood to continue to be a unique place with a distinct identity that takes advantage of Glenwood’s existing strengths and seizes the opportunity to set the stage for the making of a place that will have a lasting legacy. Ensuring that this vision is implemented depends on the proper arrangement, appearance, and functionality of land uses, infrastructure, and open spaces” (Glenwood Refinement Plan, Community Vision, Page 17).

When Springfield adopted the original Glenwood Refinement Plan as part of the jurisdictional transfer process in 1999, the Council directed staff to undertake a riverfront development plan that would showcase the Willamette River and establish a mixed-use node in the northeast bend of the river. With the adoption of the Glenwood Riverfront Plan District in 2005, the Council established distinct, high standards for development in approximately 50 acres of the Glenwood Riverfront. In endorsing the hybrid multi-way boulevard conceptual design in 2008, the Council affirmed their support for setting a unique expectation for Glenwood. However, potential developers indicated that not enough certainty existed regarding what would be developed adjacent to the initial Glenwood node boundary; this situation was considered a barrier to

redevelopment. To provide surety that a high level of standards will be maintained throughout the entire Glenwood Riverfront on both sides of the Franklin and McVay corridors, the Phase I Glenwood Refinement Plan establishes a preferred outcome based on the successful implementation of the plan's vision, policies and standards.

Over the course of the last three and a half years, City staff has worked with partner agencies and stakeholders to update Phase I of the Glenwood Refinement Plan. Numerous issues have been resolved and modifications made to the proposed plan amendment package as it has been reviewed by citizens, the joint Planning Commissions, City Council, and County Commissioners. At the conclusion of the April 2, 2012 joint public hearing and Council-Board deliberations, the Mayor affirmed that "the broad decisions had been made" but directed staff to prepare a work session discussion prior to adoption so the Council could address the few remaining unresolved topics.

Issue 1: Prohibition of Drive-Throughs

Certain neighborhood design patterns are sometimes referred to as "nodes" in the Eugene-Springfield metropolitan area. The nodal development land use model was accepted by the Department of Land Conservation and Development as an alternative performance measure for the region to reduce vehicle miles traveled, increase transportation choice, and make more efficient use of the existing transportation system in compliance with the Oregon Transportation Planning Rule (TPR) in 2001. As described in the Metro Plan, the nodal designation prescribes development in a mixed-use, pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment along major transportation corridors with a mix of diverse and compatible land uses and public and private improvements designed to be pedestrian- and transit-oriented.

The 2002 TransPlan identified sites that were considered to have the potential for this type of transportation-efficient land use pattern, including a portion of the Glenwood Riverfront paralleling Franklin Boulevard. Implementation of the 2005 Glenwood Riverfront Specific Area Plan included putting the nodal development strategy into action by applying the Metro Plan's Nodal Designation to the approximately 50-acre Glenwood Riverfront Plan District boundary (portions of Subareas A, B, and D). Implementation Action 2.4 in the Springfield 2030 Refinement Plan Residential Land Use and Housing Element calls for Springfield to increase opportunities for nodal development, including considering expansion of the Glenwood node through the Glenwood Refinement Plan Update process. The proposed Glenwood Phase I plan amendment completes this action and includes a proposed policy to expand the current nodal designation to include all of Subareas A, B, and C and the portion of Subarea D north of the Union Pacific railroad tracks. While the portion of Subarea D south of the railroad tracks is not proposed as an 'official' node at this time, the next leg of the regional bus rapid transit system that Lane Transit District is currently planning includes McVay Highway, and the 2035 Regional Transportation Plan identifies land between the Willamette River and McVay Highway as a potential future node. Allowance of drive-throughs in the portion of Subarea D south of the railroad tracks could jeopardize the City's ability to designate this area as a node in the future.

Sites in Subarea D have generated developer interest, including the siting of a community hospital. To facilitate incremental transition of the McVay corridor to support such significant development opportunities and investments, many of the proposed Glenwood Refinement Plan policies that seek to encourage a mixed-use, pedestrian-friendly, transit-oriented development pattern are also applied to the area south of the railroad in Subarea D. The Glenwood Refinement Plan includes policies to establish efficient land use patterns and building orientation

that require a multi-modal environment to be successful. These policies do not eliminate the automobile; however, they do limit or prohibit some uses and design features such as drive-through facilities which, by their very nature, are designed to attract and serve the automobile; generate excessive auto trips; and are often associated with multiple access points and potential crash points. A number of these auto-dependent uses and design features are included on prohibited use lists in Springfield's adopted nodes (as well as in the Campus Industrial Zoning District).

The Oregon Administrative Rules - TPR specifically stipulates that in nodal development areas, "uses which rely solely on auto trips, such as gas stations, car washes, storage facilities, and motels are prohibited" (660-12-0060(6)(a)). The rule further qualifies the description of mixed-use, pedestrian-friendly centers as developments that "limit or do not allow low-intensity or land extensive uses, such as most industrial uses, automobile sales and services, and drive-through services" (660-12-0060(8)(b)(H)). The prohibited use lists in Springfield's nodal development areas are intended to comply with these provisions of the TPR and applicable regional and citywide policies to apply measures to protect designated nodes.

Since nodes are designed to reduce vehicle miles traveled, increase use of other modes, and make more efficient use of the existing transportation system, the TPR permits communities to request a reduction in the number of trips anticipated as a result of proposed plan amendments in these areas when analyzing impact on the existing transportation system. The proposed zoning and development standards support the City's request for a 20% reduction in vehicular trips over the existing zoning, which restricts auto-centric uses within a smaller area. This is important because it allows more development to proceed before meeting a restrictive trip cap or impact mitigation requirements. This 20% reduction allowance is achieved through implementation of the proposed land use restrictions, development and design standards, density, and street layout in the proposed nodal area. This reduction is only available if land uses and standards comply with the TPR. Any allowance of drive-throughs within the nodal area would negate ODOT's agreement for a 20% reduction. The City is relying on the 20% trip reduction to enable development of the Glenwood Riverfront to occur with concurrent and phased improvements of Franklin Boulevard. Without this reduction, the City would need to amend its analysis to show that the proposal would create a significant impact on state facilities (Franklin Boulevard, McVay Highway, and I-5). This would then trigger the need for substantial mitigation or the imposition of trip caps on development as it occurs, either of which would hinder large scale redevelopment projects.

Upon considering public testimony, the joint Planning Commissions unanimously directed staff to maintain the prohibited use list as proposed. At the April 2, 2012 joint public hearing, the topic of drive-throughs re-emerged, and Councilors expressed a desire for consideration of modifications to the proposed prohibition of drive-through facilities in the Glenwood Riverfront while maintaining a high level of safety and walkability.

Recommendation

Staff recommends maintaining the proposed prohibition of drive-through facilities in Subareas A, B, C, and D. Alternatively, Council could direct staff to maintain the prohibited use list as proposed within existing and proposed Nodal Development areas (Subareas A, B, C, and north of the railroad in Subarea D) and provide for an exception to the prohibition on drive-throughs in the area of Subarea D south of the railroad under the circumstances highlighted in Exhibit A.

Issue 2: Peer Review Option

The purpose and need for requiring a ‘peer review’-type process to review proposed developments that do not conform to the approved Glenwood Refinement Plan has been discussed at length through the public process. It is expected that some Glenwood development proposals will choose to vary from the adopted plan or standards of the Code. When a developer makes that choice, additional technical information may be required to supplement the public record of a decision or to assist staff and the Planning Commission in evaluating proposals that vary from the adopted plan or Code standards for their conformance with Plan objectives, standards of the Code and other applicable regulations. The peer review option is not intended to question professional technical expertise or to find flaws in a proposal. The intent is to allow flexibility in the plan’s implementation while streamlining the development review process to the maximum extent feasible.

The applicant’s team of experts has a primary obligation to serve its client’s needs. The applicant’s development objectives may require design, building, or performance characteristics not identified or contemplated in the provisions of the adopted Plan or Code. In such cases, a discretionary track (alternative design features, Planning Commission approval, and possibly peer review) is available to the applicant. The peer review component of the discretionary track option allows the City to contract for professional technical assistance if the alternative proposal submitted by the applicant includes elements that exceed the knowledge or expertise of city staff.

While a Master Plan proposal may be technically sound and internally consistent with the applicable standards, City staff are also responsible for reviewing proposals to determine that development of adjacent properties can occur as planned or are provided access that will allow their development as specified in the Code (SDC 5.12-125 D), and that capacity requirements of public and private facilities are not exceeded (SDC 5.12-125 C). Given the fragmented ownership patterns in Glenwood, this may be challenging and time consuming to accomplish if, for example several plans are submitted with different street layouts, rather than adhering to the adopted plan.

The peer review concept is not new to Springfield. Springfield staff has used peer review services during development review when a proposal involves site conditions or the application of regulations beyond the expertise of City staff. In many cases, the cost of peer review has been passed onto the developer and represents a very small percentage of the overall total project budget. Some examples include:

- Acoustical Engineering: The development review process for Wal-Mart included an acoustical analysis prepared by the applicant. The City used peer review to evaluate the findings of the acoustical analysis.
 - Flood Plain Mapping: The development review process for both the Levi Landing Subdivision and the RiverBend Master Plan included detailed flood plain analyses prepared by the developers’ consultant teams. The City hired peer review consultants to confirm that these analyses were done in conformance with Federal Emergency Management Agency (FEMA) flood plain mapping requirements.
 - Geotechnical Engineering: The City has used peer review services numerous times when reviewing different hillside grading and construction issues, from the small scale of single home construction to the larger scale such as the Mountain Gate Master Plan and subsequent subdivision applications.
 - Mixed Use Neighborhoods: During review of both the RiverBend Master Plan and the
-

Marcola Meadows Master Plan, peer review services were used to evaluate the application of nodal development principles.

In response to public testimony, the joint Planning Commissions directed staff to modify the peer review requirement so that it would be an option the City could pursue only in specific cases. At the April 2, 2012 joint public hearing, the Council heard testimony regarding the revised version, and Councilors and Commissioners further discussed the intent and implications of the peer review component.

Recommendation:

Staff recommends additional clarifying language in the Major Modifications section of the proposed Plan District, as shown in Exhibit B, to more clearly articulate the intent of Peer Review and that it is limited to circumstances where a proposal seeks a major modification. Because the decision to seek a major modification is voluntary, we recommend that the Code maintain the requirement that peer review shall be at the applicant's expense.

Issue 3: Locating Parking in Subarea D

Elsewhere in Springfield (e.g. outside of nodes), with the exception of the historic Downtown, parking is often located in the front of the lot, and between buildings and the sidewalk. The Code requires landscaped setbacks to screen/buffer the parking, adding additional separation between the development site and the public realm of the street.

The result of this type of development is a greater distance to the building entry for those arriving by foot, a lack of weather protection along the sidewalk, and a parking lot-dominated city appearance. While this arrangement has been an accepted norm in strip commercial and suburban single-use areas and can be ameliorated to some extent by walls and landscaping, successful mixed-use development requires more proximate clustering of uses and greater visual and physical accessibility to the streetscape, transit stations, and adjacent uses.

Research shows transit ridership increases significantly when people can arrive at their destinations (especially their workplaces) in close, convenient proximity to stations. Placing extensive areas of parking between the sidewalk and the building does not support walking, cycling, or transit use for users who have to traverse rows of parked cars to arrive at their destination. As discussed in the drive-through section above, while the portion of Subarea D south of the railroad tracks is not proposed to be designated Nodal Development at this time, existing transportation and land use policies position this area well for future nodal development. LTD plans to extend frequent transit service to the McVay corridor in the near future, connecting transit riders through Glenwood directly to Lane Community College. LTD's proposed service for this corridor should be reflected in the design elements of the Plan, including regulations for placement of parking that will 1) be supportive of increasing levels of transit, walking, and bicycling modes of travel as incremental redevelopment occurs along McVay; and 2) provide attractive appearances along this gateway into Springfield from I-5.

Development standards governing surface parking in Subarea D have been a topic of discussion over the course of Glenwood Phase 1, specifically the Glenwood Riverfront Mixed-Use Plan District, and as such, proposed regulations have been modified a number of times. In response to public testimony, the joint Planning Commissions directed staff to adjust the proposal before them. However, for reasons of safety and aesthetics, the Planning Commissions restricted the modifications to permitting a limited amount of parking on the side of buildings in Subarea D. At the April 2, 2012 joint public hearing, the topic of parking in Subarea D was revisited and the

Council directed staff to consider expanding the flexibility of surface parking regulations in Subarea D while maintaining a high level of walkability and appearances.

Recommendation:

Staff recommends maintaining the proposed prohibition on parking in the front of buildings while allowing parking along one side of a building with no dimensional restriction as highlighted in Exhibit C to address the perceived ambiguity in the proposed restrictions on parking on the side of buildings. Alternatively, Council could direct staff to allow parking in the front and side of buildings under the circumstances highlighted in Exhibit D.

Issue 4: Park Block Width

The Council has expressed support for the proposed policies establishing two centrally located and adequate public park blocks to:

- Help meet the park and recreation needs for adjacent high density residential mixed-use development;
- Attract visitors and offer usable recreational spaces for the general public that relieve user pressure from the more sensitive natural area along the river;
- Enable the implementation of low impact development approaches for the treatment of runoff from adjacent streets and conveyance of treated stormwater from adjacent development to management and/or water quality treatment areas;
- Provide opportunities to raise public awareness about the relationship between stormwater management and natural resource protection; and
- Establish a continuous view corridor from Franklin Boulevard toward the Willamette River.

The proposed Park Blocks have the potential to create a highly attractive, unique and dynamic destination. However, a Council concern is park block width. Design factors associated with achieving this array of functions and values drives the size of the park blocks. In addition, the size of the park blocks has an impact on safe intersection spacing, turning radii, and the viability of queuing lengths for the adjacent local streets. The size and scale of the park blocks are also proportionate with the mass and scale of the surrounding buildings that will be developed adjacent to the parks, and with the number of people who will live, work and be drawn to enjoy the Glenwood Riverfront. Further, park blocks of this size integrated into future high density residential development in the Franklin Riverfront are comparable in total acreage to the minimum open space required of high density residential development elsewhere in Springfield. The Springfield 2030 Refinement Plan, adopted by Council in June 2011, identified the need for 21 gross acres of high-density residential land and a minimum of seven gross acres of additional high-density residential designated land to provide public open space and any needed public facilities to support this level of development. It is important to note that the proposed park blocks help meet approximately half of the needed seven acres for public open space and any other required public facilities for the residential mixed-use neighborhood; the other half of the open space is provided by the Riverfront Linear Park.

The intent of the policy governing the location and configuration of the park blocks is that the City will collaborate with Willamalane, property owners, and private developers to develop and construct the park blocks based on definitive development proposals adjacent to the park blocks. The implementation strategies under this policy regarding park block size, park user safety, and balancing stormwater and recreation space and configuration needs are intended to provide more

certainty and specificity to the developers and the community about what is envisioned.

The park blocks are proposed to extend north from Franklin Boulevard's access lanes to the riverfront street between the northern extension of Henderson Avenue and the northern extension of McVay Highway. Considering this, Engineering and Willamalane staff estimated that ensuring maximum design flexibility to compatibly meet the recreation, transportation, and stormwater management functions could realistically be achieved with a minimum curb-to-curb width of 150 feet. This minimum width accounts for:

- wide sidewalks on the park side of the streets ringing the park blocks;
- sufficient area to treat stormwater runoff from the impervious street surfaces in the Franklin Riverfront and provide the opportunity for an adjacent developer to more efficiently utilize their development area by centralizing stormwater management in coordination with the street runoff; and
- adequate usable space for the type of high quality urban neighborhood park envisioned for the area.

The ultimate park block design cannot be determined until development occurs, but a minimum number (150 feet) provides certainty to the community that the park will meet targets for all applicable objectives. A clear and objective number also provides certainty to the development community regarding the expected scale of the park blocks and establishes a framework for the City to discuss design tradeoffs with future developers.

Recommendation:

To clarify that final park block width is dependent upon the definitive stormwater management needs of adjacent proposed development and final park design needs, staff recommends adding language to the Plan District text as highlighted in Exhibit E.

Issue 5: Access to the River

Improving public connections to the Willamette River has been a key goal guiding the development of the Phase I Glenwood Refinement Plan. Together, the proposed street grid, riverfront linear park, and riverfront multi-use path will:

- Help make the riverfront a destination;
- Provide continuous public access, emergency access, and maintenance access along the riverfront;
- Clarify public entrances and exits to the riverfront;
- Enable public access to the riverfront for a wide range of people of differing ages, abilities, and income levels; and
- Signal to the public that the riverfront is a public place where the public is welcome.

Policy direction in the Plan calls for establishing “a grid block pattern of streets that provides multi-modal internal circulation [including vehicular], disperses traffic, facilitates walking and biking, orients development to a public realm, and enables clear and direct physical and visual routes between Franklin Boulevard and the Riverfront.” North/south streets are proposed to be extended north of Franklin Boulevard to the riverfront at Glenwood Boulevard, Henderson Avenue, Mississippi Avenue, McVay Highway, and off Franklin Boulevard's access lanes in between Henderson Avenue and McVay Highway. An east-west riverfront through street is

proposed to link these streets at the northern edge of the local street network. Implementation strategies guiding the design of these streets include the provision of short term, on street parking bays coordinated with the pertinent adjacent land use context. While a future local street network off McVay Highway is less defined, on street parking bays along the proposed east-west streets are also included as an important design component.

RECOMMENDED ACTION: Discussion and resolution of the issues addressed in this memo in preparation for adoption of the Glenwood Refinement Plan Phase I ordinance.

EXHIBIT A—DRIVE-THROUGHS

Section 3.4-255

The following uses shall be prohibited within the Glenwood Riverfront Mixed-Use Plan District:

PROHIBITED USES
Agricultural machinery rental/sales/service
Auto parts, tires, batteries, and accessories
Auto/truck sales/rental/service
Warehouse Commercial Retail Sales (Big box stores)(1)
Car and truck washes
Drive through facilities (2)
Equipment, heavy, rental/sales/service
Exterior display and storage of merchandise (3)
Free-standing wireless communication towers
Key/card lock fuel facilities
Light manufacturing use that cannot meet the operational performance standards specified in Section 3.4-270
Manufactured dwelling sales/service/repair
Mini-warehouse storage facilities
Motels
Motor freight terminals
Moving and storage facilities
Recreational vehicle and heavy truck, sales/rental/service
Service stations and gas stations
Tires, sales/service
Transit park and ride facility
Truck and auto repair and painting facilities

(1) A “big-box store” (also supercenter, superstore, or megastore) is a physically large retail establishment, usually part of a chain, generally more than 50,000 square feet in size. The term sometimes also refers, by extension, to the company that operates the store. Examples include large department stores and specialty retailers such as Wal-Mart, Target, Best Buy and Ikea and/or home improvement centers such as Lowes or Home Depot.

(2) **EXCEPTION:** Along McVay Highway in Subarea D south of the Union Pacific railroad trestle and outside of the nodal development area, drive through facilities shall be permitted if they are in compliance with the following criteria:

- (a) At least 400 feet from proposed intersections and transit stations as described in the Glenwood Refinement Plan Transportation Chapter;
- (b) The applicant can demonstrate that the drive-through lane is not the primary method of selling or servicing;
- (c) A maximum of one drive-through lane or window is proposed;
- (d) The development meets all other requirements of Section 3.4-275.
- (e) The drive-through lane or window and the associated access drive are designed to minimize disruption of on- and off-site pedestrian and bicycle traffic.

(3) **EXCEPTION:** Outdoor seating for restaurants and pedestrian-oriented accessory uses, including flower, food, or drink stands shall be permitted. Temporary public gatherings including, but not limited to: open air

markets and festivals shall also be permitted as specified in the Springfield Municipal Code.

If Option 2 is selected, drive through facilities would be permitted outside of the nodal development area as depicted in the map below,

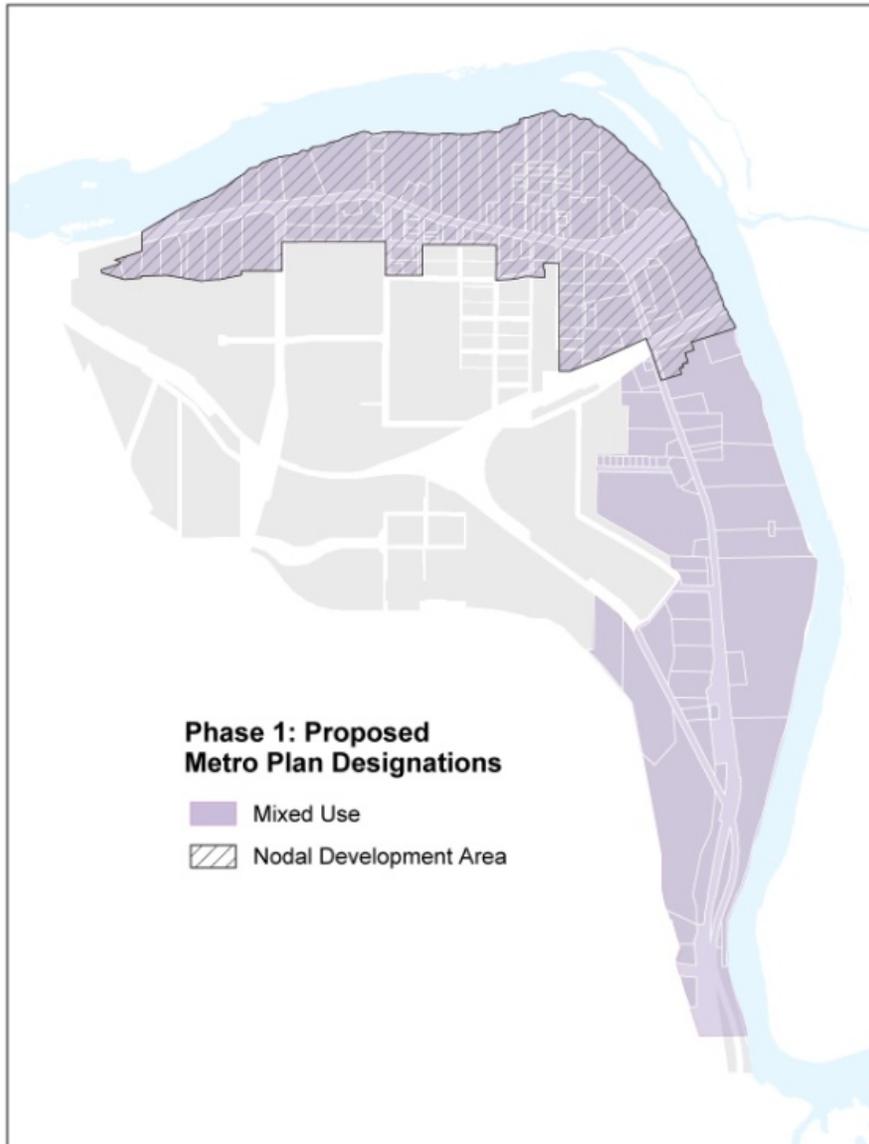


EXHIBIT B—PEER REVIEW**Section 3.4-230**

Glenwood Riverfront Mixed-Use Plan District modifications shall be categorized as Minor and Major.

B. A Major Glenwood Riverfront Mixed-Use Plan District modification shall be subject to a public hearing and decision under a Type III review procedure, which can be jointly processed with a Master Plan application. Major Modifications are those that result in any of the following:

1. A change of more than 20 percent to a quantified building design standard as specified in Section 3.4-275.
2. A change that requires a street, mid-block connector, multi-use path or other transportation facility to be shifted, provided the change maintains the connectivity requirements established by the Glenwood Refinement Plan Transportation Chapter and the provision for public utilities established by the Public Facilities Chapter policies and implementation strategies, and does not impact the integrity of a Subarea.
3. A modification not specifically listed under the minor modification categories specified in Subsection 3.4-230A. and the major modification categories specified in this Subsection.

EXCEPTION: Any modification to the street grid that necessitates a street or other transportation facility to be eliminated (unless permitted as specified in the Glenwood Refinement Plan, Transportation Chapter, Franklin Riverfront Local Street Network), a modification that proposes to eliminate or change the minimum width or length of one or both of the park blocks **unless as provided in Subsection 4.4-270J.4.b.**, or other proposal that is not consistent with applicable Glenwood Refinement Plan policies and/or implementation strategies shall require an amendment of the Glenwood Refinement Plan as well as applicable Section the Glenwood Riverfront Mixed-Use Plan District (Section 3.4-200)as specified in Section 5.6-100.

4. **An alternative to a development standard specified in Section 3.4-270 or building design standard specified in Section 3.4-275. In this case, the applicant shall include findings demonstrating compliance with the objective of the applicable development or design standard at the time of the Pre-Submittal Meeting required in Section 5.1-120C.**

C. The Director may require a peer review to assist with the evaluation of proposals that seek major modifications to the Glenwood Riverfront Mixed-Use Plan District development or a Glenwood Refinement Plan amendment when:

1. **Springfield staff does not have the expertise to evaluate a required technical report, including, but not limited to: acoustical analyses; floodplain mapping; transportation demand management and/or geotechnical engineering.**
2. **The applicant's findings do not demonstrate compliance with the objective of the applicable development or design standard as required in Subsection 3.4-230 B.4.**

D. Peer review is a process used to review work by other professionals in the same field in order to make an impartial evaluation of a required technical report or a proposed alternative development or building design standard submitted by the applicant. The intent is to allow the Planning Commission or other Approval Authority to make an informed decision on technical report methodology or whether a

proposed alternative standard can be utilized. Peer review is performed by firms employing engineers, planners and other professionals, as necessary. Peer review shall be at the applicant's expense. Any required peer review shall be submitted at the time of the Pre-Submittal Meeting required in Section 5.1-120C. The Director shall choose the peer review firm based upon the following criteria:

1. A description of the firm's history, size and professional capabilities to undertake the project in a timely manner;
2. An outline of the firm's experience with regard to the specific subject requiring peer review;
3. The professional expertise of the key personnel conducting the peer review;
4. The proposed format for the presentation of the peer review and recommendations;
5. The time schedule to perform the peer review;
6. The submittal of 3 separate professional references with persons who are familiar with the work of the firm. References will be contacted in person, by phone and/or by written correspondence as to the firm's past performance; and

EXHIBIT C—PARKING ON THE SIDE OF A BUILDING IN SUBAREA D

Section 3.4-270

- G.** Vehicle/Bicycle Parking and Loading Standards.
- 1.** Vehicle/bicycle parking standards shall be as described in the Glenwood Refinement Plan Transportation and the Housing and Economic Development Chapters.
 - 2.** Applicable Glenwood Refinement Plan Vehicle/Bicycle Parking Policies and Implementation Strategies shall be as specified in Appendix 3.
 - 3.** Vehicle/bicycle parking and loading standards shall be designed and constructed as specified in this Subsection.
 - 4.** Vehicle Parking - General. Adequate vehicle parking shall be provided to support new development and redevelopment in the Glenwood Riverfront, while minimizing adverse safety, visual, environmental, and financial impacts on the public. In line with the land use vision for compact development and a walkable, transit-oriented pedestrian-friendly environment, on-street parking, aboveground and underground off-street parking structures, and parking located within or under buildings shall be encouraged. Locating and designing all required vehicle parking to minimize the visibility of parked cars to pedestrians from street frontages, the potential for vehicle/pedestrian conflicts and light and noise impacts of parking lots strengthens the character of the Glenwood Riverfront and reinforces the emphasis on pedestrian, bike, and transit for travel.
 - 5.** Types of Vehicle Parking Facilities Permitted.
 - a.** In all Subareas, the following types of parking facilities shall be permitted:
 - i.** On-street parking.
 - ii.** Aboveground and underground parking structures.
 - iii.** Surface parking facilities located in interior courts.
 - iv.** Parking facilities incorporated within or on top of a building.
 - b.** In Subarea D, south of the Union Pacific railroad trestle and outside of the nodal development area, in addition to parking facilities permitted in Subsection 3.4-270G.5.a.i.-iv., surface parking facilities that are screened as specified in Subsection 3.4-270F.4.b. shall be permitted along McVay Highway and any other street frontage, in the following circumstances:
 - i.** The parking is not within the building setback; and
 - ii.** The parking is on one side of a building.

EXHIBIT D—PARKING IN THE FRONT AND SIDE OF A BUILDING IN SUBAREA D**Section 3.4-270****G. Vehicle/Bicycle Parking and Loading Standards.**

1. Vehicle/bicycle parking standards shall be as described in the Glenwood Refinement Plan Transportation and the Housing and Economic Development Chapters.
2. Applicable Glenwood Refinement Plan Vehicle/Bicycle Parking Policies and Implementation Strategies shall be as specified in Appendix 3.
3. Vehicle/bicycle parking and loading standards shall be designed and constructed as specified in this Subsection.
4. Vehicle Parking - General. Adequate vehicle parking shall be provided to support new development and redevelopment in the Glenwood Riverfront, while minimizing adverse safety, visual, environmental, and financial impacts on the public. In line with the land use vision for compact development and a walkable, transit-oriented pedestrian-friendly environment, on-street parking, aboveground and underground off-street parking structures, and parking located within or under buildings shall be encouraged. Locating and designing all required vehicle parking to minimize the visibility of parked cars to pedestrians from street frontages, the potential for vehicle/pedestrian conflicts and light and noise impacts of parking lots strengthens the character of the Glenwood Riverfront and reinforces the emphasis on pedestrian, bike, and transit for travel.
5. Types of Vehicle Parking Facilities Permitted.
 - a. In all Subareas, the following types of parking facilities shall be permitted:
 - i. On-street parking.
 - ii. Aboveground and underground parking structures.
 - iii. Surface parking facilities located in interior courts.
 - iv. Parking facilities incorporated within or on top of a building.
 - b. In Subarea D, south of the Union Pacific railroad trestle and outside of the nodal development area, in addition to parking facilities permitted in Subsection 3.4-270G.5.a.i.-iv., surface parking facilities that are screened as specified in Subsection 3.4-270F.4.b. shall be permitted along McVay Highway and any other street frontage, in the following circumstances:
 - i. One row of visitor parking including a travel lane that can accommodate bi-directional traffic in the front of and facing a building as specified in Subsection 3.4-275H.2.b.; and

- ii. Overflow visitor parking and other permitted vehicular parking on one side of and in the rear of a building.
- iii. **EXCEPTION:** Along McVay Highway, surface parking facilities shall not be permitted in the front of a building within 400 feet of the intersection of McVay Highway and any east west street serving Subarea D. This exception applies only to corner lots abutting these intersections.

Section 3.4-275

H. Build-to Lines and Building Setbacks.

1. **Build-to-Lines.** An urban streetscape is created by locating new buildings close to the street and close to one another wherever practical. The streetscape creates a sense of enclosure along sidewalks and provides a variety of street level façades. These standards establish a pleasant and diverse pedestrian experience by connecting activities occurring within a structure to adjacent sidewalk areas. The build-to line is a line that is parallel to the property line and contiguous with the sidewalk, interfaces with the façade of the building, and equates to a zero setback. In all Subareas, buildings shall be constructed up to the build-to line, unless the developer desires a building setback as specified below. Pedestrian amenities shall be addressed as specified in Subsection 3.4-275I.2.a.
2. **Building Setbacks.**
 - a. In Subareas A, B, C, and the portion of D north of the Union Pacific railroad trestle and within the nodal development area, buildings may be setback a maximum of 10 feet behind the build-to-line. This standard will still allow the establishment of a pleasant and diverse experience by providing additional pedestrian amenities. Pedestrian amenities shall be addressed as specified in Subsections 3.4-275I.2.a. and b.

EXCEPTION: In Subareas A, B, and C, ground floor entrances of buildings fronting Franklin Boulevard may be setback a maximum of 4 feet behind the build-to-line and windows and walls may be setback a maximum of 1 foot, 6 inches. Pedestrian amenities shall be addressed as specified in Subsection I.2.a.

- b. In Subarea D, south of the Union Pacific railroad trestle and outside of the nodal development area, the applicant shall comply with the building setback standard specified in Subsection 3.4-275H.2.a.

EXCEPTION:

- i. To accommodate on-site vehicle maneuvering and/or visitor parking that is permitted in the front of a building as specified in Subsection 3.4-270G.b.1., a building may be setback more than 10 feet from the build-to-line. In this case, in order to justify the need for the additional

setback, the applicant shall submit information including, but not limited to: types of vehicles proposed to service the proposed use; vehicular turning radii for these vehicles; and the visitor parking layout, as necessary. The additional building setback shall be the minimum required for the proposed use.

ii. Where buildings are not located directly adjacent to the sidewalk, the developer shall take into account pedestrian safety by constructing a clearly defined pedestrian walkway across the vehicle maneuvering and/or visitor parking area from the public sidewalk on McVay Highway or other street to the sidewalk serving the primary building entrance.

(1) Where transit stops occur in the public right-of-way, pedestrian walkways shall provide a clear and direct connection from the main building entrances to the transit stop.

(2) In parking lots, all internal pedestrian walkways shall be distinguished from driving surfaces through a visual, textural, and vertical separation. Examples include durable, low maintenance surface materials such as pavers, bricks, and or scored/pressed concrete placed to provide an attractive pedestrian route of travel free of abrupt changes in elevation. Special railing, bollards and/or other architectural features shall be required along the pedestrian walkway in the area between parking spaces near the building entrance.

(3) Pedestrian walkways within parking areas shall be a minimum of 5 feet in width to provide a clear, unobstructed passage.

c. In all Subareas, public park structures including, but not limited to: kiosks and restroom facilities, shall be exempt from all building setback standards.

d. In all Subareas, no parking shall be permitted within any building setback.

EXCEPTION: In Subarea D, south of the Union Pacific railroad trestle and outside of the nodal development area, parking is permitted as specified in Subsections 3.4-270G.b.1. and 3.4-275H.2.b.

EXHIBIT E—PARK BLOCKS

Section 3.4-270

A. Public streets, alleys and sidewalks.

2. Applicable Glenwood Refinement Plan Transportation Policies and Implementation Strategies shall be as specified in Appendix 3. The following is an overview of the Glenwood Riverfront street network:
 - c. Franklin Riverfront Block Length. Block length and width shall range from 250 to 350 feet.

EXCEPTION: Park block width (east-west) shall be a minimum of 150 feet. However, the City and Willamalane will seek to minimize park block width prior to the submittal of development applications as specified in Subsection 3.4270J.4.b.

J. Public Parks and Open Space

4. The Glenwood Refinement Plan establishes two public open space areas in the Glenwood Riverfront, a riverfront linear park and multi-use path and the park blocks:
 - a. The riverfront linear park and multi-use path will follow the Willamette River through Subareas A, B, C and D along the entire Glenwood Riverfront within the Willamette Greenway (WG) Overlay District Greenway Setback Line/Riparian Area boundary. The WG Overlay District is a continuous area along the Willamette River measured 150 feet from the ordinary low water mark. Within the Willamette Greenway is the Greenway Setback Line that is measured 75 feet from the top of bank and contiguous with the 75 foot-wide Water Quality Limited Watercourses riparian setback. Development and uses riverward of the Greenway Setback Line shall be water-dependent and water-related. Development and uses landward of the Greenway Setback Line to the 150-foot WG Overlay District boundary shall be as permitted in the underlying zoning district only as specified in Section 3.4-280. In addition to Site Plan Review, development within the WG Overlay District will require Type III review procedure. Riparian and wetland areas in the Glenwood Riverfront shall be protected as specified in Sections 4.7-115 and 4.7-117. Access to the riverfront linear park and the Willamette River shall be as follows:
 - i. No development shall restrict public access to the riverfront linear park.
 - ii. Required public access to the Willamette River and the riverfront linear park shall be in the vicinity of the intersections of the north-south streets and the park blocks with the riverfront street in the Franklin Riverfront and no more than one-half mile apart in the McVay Riverfront. Amenities including, but not limited to: benches and seating areas along the multi-use path, shall be required in the vicinity of public access. The

developer may opt to provide additional river access to enhance the development area.

- b.** Park Blocks in the Franklin Riverfront in Subarea A. The design of the north-south park blocks requires a minimum width of 150 feet, measured from the face of curb to face of curb in order to provide an area needed to support both passive and active park uses and stormwater management for nearby development and the public street system. The maximum length of individual park blocks from Franklin Boulevard to the Willamette River will depend upon the block length of a particular development, which may range from 250-350 feet.

EXCEPTION: The minimum park block width may be reduced without the need for a modification, as specified in Section 3.4-230, if the City Engineer and Willamalane Superintendent determine that the recreation, transportation, and stormwater management functions of the park blocks and objectives of park block policies can be met with a reduced width upon consulting the Engineering Design Standards and Procedures Manual, the Glenwood Refinement Plan, Willamalane Park and Recreation Comprehensive Plan, or other applicable technical supplement. The discussion regarding the reduction of the minimum park block width can occur at the Development Issues meeting specified in Subsection 5.1-120A.; or the Pre-Application Report specified in Subsection 5.4-120B.; and/or the Pre-Submittal Meeting specified in Subsection 5.1-120C.

Subsection 3.4-230

- B.** A Major Glenwood Riverfront Mixed-Use Plan District modification shall be subject to a public hearing and decision under a Type III review procedure, which can be jointly processed with a Master Plan application. Major Modifications are those that result in any of the following:
- 1.** A change of more than 20 percent to a quantified building design standard as specified in Section 3.4-275.
 - 2.** A change that requires a street, mid-block connector, multi-use path or other transportation facility to be shifted, provided the change maintains the connectivity requirements established by the Glenwood Refinement Plan Transportation Chapter and the provision for public utilities established by the Public Facilities Chapter policies and implementation strategies, and does not impact the integrity of a Subarea.
 - 3.** A modification not specifically listed under the minor modification categories specified in Subsection 3.4-230A. and the major modification categories specified in this Subsection.

EXCEPTION: Any modification to the street grid that necessitates a street or other transportation facility to be eliminated (unless permitted as specified in the Glenwood Refinement Plan, Transportation Chapter, Franklin Riverfront Local Street Network), a

modification that proposes to eliminate or change the minimum width or length of one or both of the park blocks unless as provided in Subsection 4.4-270J.4.b., or other proposal that is not consistent with applicable Glenwood Refinement Plan policies and/or implementation strategies shall require an amendment of the Glenwood Refinement Plan as well as applicable Section the Glenwood Riverfront Mixed-Use Plan District (Section 3.4-200) as specified in Section 5.6-100.

City of Springfield
Regular Meeting

MINUTES OF THE JOINT REGULAR MEETING OF
THE SPRINGFIELD CITY COUNCIL AND
LANE COUNTY BOARD OF COMMISSIONERS HELD
MONDAY, APRIL 2, 2012

The City of Springfield Council and Lane County Board of Commissioners met in regular session in the Council Chambers, 225 Fifth Street, Springfield, Oregon, on Monday, April 2, 2012 at 7:03 p.m., with Mayor Lundberg presiding.

ATTENDANCE

Present from Springfield were Mayor Lundberg and Councilors Pishioneri, VanGordon, Wylie, Moore, Ralston and Woodrow. Also present were City Manager Gino Grimaldi, Finance Director Bob Duey, City Attorney Matthew Cox, City Recorder Amy Sowa and members of the staff.

Present from Lane County were Board Chair Leiken and Board Members Bozievich, Sorenson and Stewart. Also present were County Administrator Liane Richardson, County Planners Kent Howe and Mark Rust, and County Counsel Steve Vorhes.

PLEDGE OF ALLEGIANCE

The Pledge of Allegiance was led by Mayor Lundberg.

BUSINESS FROM THE CITY MANAGER

1. Confirmation of the Appointment of Development Services/Public Works Director.

City Manager Gino Grimaldi presented the staff report on this item. The City of Springfield recently conducted a recruitment process for the newly created position of Development Services/Public Works Director. Len Goodwin was selected to fill the position. Len had approximately 35 years of local government experience, including 18 years with the City of Springfield. He currently served as the Assistant Public Works Director and was ideally suited to lead the newly created department and its exceptional employees.

The City Manager was requesting that the City Council confirm the appointment of Len Goodwin to the position of Development Services/Public Works Director.

IT WAS MOVED BY COUNCILOR PISHIONERI WITH A SECOND BY COUNCILOR RALSTON TO CONFIRM THE APPOINTMENT OF LEN GOODWIN TO THE POSITION OF DEVELOPMENT SERVICES/PUBLIC WORKS DIRECTOR EFFECTIVE APRIL 3, 2012. THE MOTION PASSED WITH A VOTE OF 6 FOR AND 0 AGAINST.

Councilor Moore acknowledged the work the Public Works Department had done in the cleanup since the recent storm. She thanked them for that work.

Councilor Wylie said the Council was pleased with Mr. Goodwin's appointment. He had an excellent history, background and knowledge and the City was fortunate to have him.

PUBLIC HEARINGS - Please limit comments to 3 minutes. Request to speak cards are available at both entrances. Please present cards to City Recorder. Speakers may not yield their time to others.

1. Glenwood Refinement Plan Update Project, Phase 1 (Springfield File Nos. TYP411-00006, TYP411-00005, TYP311-00001, TYP411-00007, Lane County File No. PA 11-5489).

Commission Chair Leiken read the ordinance titles for Lane County into the record.

SECOND READING AND PUBLIC HEARING OF ORDINANCE NO. PA 1288: IN THE MATTER OF AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN DIAGRAM, THE GLENWOOD REFINEMENT PLAN DIAGRAM AND TEXT, THE SPRINGFIELD ZONING MAP, AND ADOPTING A SEVERABILITY CLAUSE.

SECOND READING AND PUBLIC HEARING ON ORDINANCE NO. 3-12: IN THE MATTER OF AMENDING CHAPTER 10 OF LANE CODE TO ADOPT AMENDMENTS TO THE SPRINGFIELD DEVELOPMENT REGULATIONS FOR APPLICATION TO URBANIZABLE LANDS WITHIN THE SPRINGFIELD URBAN GROWTH AREA (LC 10.600-15) AND ADOPTING SAVINGS AND SEVERABILITY CLAUSES.

Mr. Duey read the ordinance title for the City of Springfield for the record.

ORDINANCE NO. 1 – AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN DIAGRAM, THE GLENWOOD REFINEMENT PLAN DIAGRAM AND TEXT, THE SPRINGFIELD DEVELOPMENT CODE, AND THE SPRINGFIELD ZONING MAP, AND ADOPTING A SEVERABILITY CLAUSE.

Planners Gary Karp and Molly Markarian presented the staff report on this item. Ms. Markarian noted that the proposed amendments before the elected officials were a result of a three-year collaborative effort with stakeholders to update Phase I of the Glenwood Refinement Plan (GRP). The amendments applied to only Phase I the Glenwood Riverfront, which included approximately 275 acres. The amendments involved changes to the Metro Plan Diagram, Refinement Plan Diagram and Text, Zoning Map Diagram and Development Code Text.

Included in the agenda packet were a number of items to help guide the elected officials through the presentation, public hearing, and first/second reading on the ordinance amending the documents. The proposed amendments had undergone extensive review and revision prior to tonight's presentation.

Attachment 1 of the agenda packet was the council briefing memo which summarized the modifications made to the proposed amendments as they were reviewed by staff, citizens, and the Springfield and Lane County Planning Commissions. The process culminated most recently with the joint Planning Commission public hearing. Their public hearing started on October 18, 2011 and was reconvened on December 20, 2011 at which time the joint Planning Commissions voted unanimously to recommend adoption of the proposal with thirty recommended text modifications.

Attachment 3 of the agenda packet, which was prepared by Mr. Karp, summarized the written and oral testimony submitted into the record throughout the Planning Commission process with a

corresponding staff response as to how each item had been addressed to date. Attachment 4 of the agenda packet included the minutes of the December 20, 2011 meeting where the joint Planning Commissions made their final recommendation.

Staff last met with the City Council and Lane County Board of Commissioners on January 23, 2012 and provided a high level overview of the project. During that meeting, several issues were raised by Councilors and Commissioners. Attachment 5 included the minutes from that meeting. The questions that were not answered at the work session were addressed in more detail in Attachment 1 of the agenda packet. Ms. Markarian noted that staff would spend some time further explaining the staff response on those issues.

Ms. Markarian pointed out that following the January 23, 2012 work session, staff had to make sure the Plan/Plan District were consistent. They made some minor adjustments to the Plan/Plan District text since the Plan District was revised more extensively than the Plan. These adjustments provided consistency in both documents.

Ms. Markarian reviewed the proposed subareas.

Staff was proposing a vertical and horizontal mix of uses that responded to buildable land needs, unique development opportunities, and market interests. The Subareas included were A, B, C, D (Residential Mixed-Use, Commercial Mixed-Use, Office Mixed-Use and Employment Mixed-Use). Glenwood was not intended to compete with the retail hot spot in downtown. At the same time, commercial uses that complemented and supported the proposed high density residential neighborhood and office and manufacturing areas should be allowed. The commercial uses could help make the area more vibrant and safer both day and night, and could help stimulate some of the internal capture with regards to traffic. Glenwood was not intended just for people who lived and/or worked there. The proposed Subareas also helped to create a riverfront destination with parks, restaurants and hotels.

Ms. Markarian discussed the Councilor/Commissioner topics raised at the January 23, 2012 work session. In an effort to keep the presentation brief allowing time for the public hearing and Council/Commissioner discussion, she asked the elected officials to ask questions for clarification, but reserve discussion on any of these items until after the public hearing.

Ms. Markarian referred to Attachment 1 pages 3 and 4. The memo listed how the City had used peer review in the past. While not a current requirement for plan modifications, all plan modifications currently required a post acknowledgement plan amendment (PAPA), a more onerous process than the provisions made for in the Plan. The intent of including the peer review concept in Glenwood Phase I was to enable a process by which the Planning Commission, staff and City Council could seek help in evaluating proposals that varied from what was adopted for consistency with the Plan's fundamental principles, especially with regards to design. One of the questions related to why peer review would be at the applicant's expense. Staff's response was that in the instances peer review would be employed, it would be the applicant asking for something different than the Plan proposed, the development of which was already paid for by the City, so the applicant should pay to help the City assess whether the proposed changes met the Plan vision in the event additional technical expertise was needed. There was precedence for this practice and the City had passed the cost on to developers. Staff refined the peer review wording a couple of times leading up to the Planning Commission review to clarify the intent. At the hearing on December 12, 2011, the Planning Commissions directed staff to further modify the proposed text so that it would be even clearer that peer review was an option the City could

pursue only in certain circumstances. Staff told the Planning Commissions they would make that change prior to Council/Board review of the text, therefore the text in tonight's document incorporated that change. Attachment 1 page 4 of the memo included the current proposed wording of this item.

Based on comments received from the elected officials at the January 23, 2012 work session, it seemed there were two parking issues. One was a general questioning of how the Plan addressed parking in the Glenwood Riverfront and the other dealt specifically with a proposed regulation regarding the placement and design of parking areas in Subarea D. For a staff response regarding the more general parking issue, she referred them to Attachment 1 pages 4 and 5. Parking maximums worked well where there were multiple travel options, a mix of land uses, and where transportation demand management strategies existed. The Glenwood Riverfront was one of these places. The Plan outlined how the Glenwood Riverfront development could be served by multiple modes of transportation such as biking, walking, transit and cars. It also proposed a mix of land uses. The Plan was structured so that some developers may choose to offer carpool or vanpool parking, subsidized transit passes, alternative work schedules, car sharing spaces, and/or unbundled parking, all of which were strategies that encouraged less demand for parking. Other developers may find that the minimum of five acres they developed would lend itself well to shared parking agreements that took advantage of different peak demand periods. Because developable land was a finite resource and parking was expensive, parking maximums gave developers the flexibility to identify the right mix and cost of parking for their particular development and the most appropriate incentives to encourage people to drive less. Travel behavior was influenced by the way parking was planned and managed, so using the parking maximum concept in Glenwood helped justify Springfield's request for a greater than 10% trip reduction to comply with the Transportation Planning Rule (TPR). The parking maximums addressed how much parking each developer may provide, but the parking might take on different forms in different developments and may also change over time. Parking might occur on-street, in off-street surface parking interior courts, off-street within or on top of buildings; or in off-street aboveground and underground structures. The required five acre minimum development area would likely result in phased development so interior surface parking courts or parking on the ground floor of buildings might predominate in initial phases but as land was developed and there was more pressure to develop sites densely and locate uses in close proximity, parking structures might be needed in later phases to further develop properties.

Ms. Markarian referred to Attachment 1, page 6 regarding the Subarea D issue. One of the Plan goals was to "encourage aesthetically pleasing, sustainable buildings and sites that were context-sensitive and oriented to human activity." One of the reasons the Citizen Advisory Committee (CAC) came up with this goal was that Glenwood was one of Springfield's principal entryways and what people saw upon entering Glenwood would stick in their minds when they thought of Springfield. The development and design standards in the Plan District were formulated to help achieve this goal. One of those standards had to do with the placement of parking in Subarea D, the intent of which was to limit the amount of parking directly in front of buildings. The focus of this standard was where parking was located and the way in which it was screened. In auto-oriented development, the parking was usually located in front of buildings. However, in those cases, the parking separated the building from the street, sidewalk, and transit stations. The separation sent the message that driving was preferred. Also, the placement in front created an uninviting environment for walkers and could be viewed as unattractive. If the parking was located behind buildings and/or screened by the buildings or landscaping, it created a more attractive and pedestrian-friendly streetscape. For comparison to other communities, office employment and manufacturing uses tended to be screened much like was done in Campus Industrial with deep landscaped setbacks. Where developable land was already scarce, such as along McVay Highway, they looked to find a way to still achieve an attractive and

pedestrian-friendly entrance to Springfield without constraining so much land in a setback. The joint Planning Commissions agreed that for an entryway to Springfield, the parking should not be in front of buildings, but they directed staff to allow some parking on the sides provided it was screened. Staff made the change requested by the Planning Commissions, and the current wording was detailed on Attachment 1 page 6.

One of the items that came up at the work session was questioning the need for the park blocks. This topic was addressed on Attachment 1 pages 6 through 9. The park blocks represented an essential quality of life amenity for future high density development. Research had shown that access to safe, attractive, well-maintained parks led to resident satisfaction with a dense, built environment because it provided both visual and physical relief from the built environment. It also provided residents with access to light and green space. Springfield's current multi-family design standards acknowledged that open space was needed in conjunction with higher density residential development by requiring that private open space be developed as part of all multifamily residential development. In Glenwood, more dense development was being proposed, and onsite private open space requirements like those in the current multi-family standards would be counterintuitive if trying to encourage density. In those areas, meeting the need for open space in one place off-site, such as the park blocks, seemed more efficient. Springfield's adopted Residential Lands and Housing Needs Analysis reiterated the need for open space for dense housing by showing that a minimum of 7 acres of high density residential (HDR) designated land was necessary to meet the public needs (such as parks) of 21 gross acres of residentially-developed HDR land. The park blocks met about half of that requirement and the other was met through the linear park and riparian setback. The Willamalane Comprehensive Plan showed the same thing and pointed out that more parkland was needed as density increased and also that close to home parks were considered by Springfield residents in surveys to be very important amenities.

Ms. Markarian noted that the park blocks could bring with them economic, social, health, and environmental benefits to the community. The park blocks could also provide a large, continuous physical or visual corridor from Franklin Boulevard to the river, and the park blocks could be a recognizable centerpiece leading to district identity. Another question that came up at the work session was why the park blocks were being proposed at the size noted in the Plan. The proposed size and scale of the park blocks was proportionate with the mass and scale of future surrounding buildings and the number of people who would live, work and be attracted to the Glenwood Riverfront. The multi-functionality of the park blocks was also linked to their proposed size. The park blocks had been sized to compatibly meet recreation, pedestrian connectivity, and stormwater management needs. Willamalane had depicted what it took to create usable recreation space, and Public Works had calculated what would be needed to manage stormwater runoff from the proposed right-of-ways. Willamalane had also maintained that there would be little room to do anything other than the multi-use path along sensitive natural areas next to the river. One of the items raised at the work session related to the proposed location of the multi-use path. She referred to Attachment 1 page 10 for an explanation of how the wording had continued to be clarified throughout the refinement planning process. Staff's intent all along was that the multi-use path, a community asset, would not encumber the use of individual private property any more than was already done so by riparian regulations. The current wording stated this while leaving the door open to continue the path should topographic features of the land make putting it in the setback area impossible.

Ms. Markarian said another topic raised during the work session had to do with how we would get from today's reality of privately owned land all along Glenwood's riverfront to a future public linear park. She referred to Attachment 1 pages 9 and 10. This kind of transformation would require collaborative discussions and the preparation of cooperative agreements with land owners and partner

agencies similar to what happened with the annexation and development of RiverBend. Agreements like these could spell out more clearly how to phase, fund, design, construct, access, and maintain public open space integrated with private development. One property owner was concerned about precisely when public access would need to be granted through his property to a future multi-use path. The intent of any policy that talked about enabling public access to the riverfront path through private property assumed access would not be granted until phases of the path were completed. The Refinement Plan policy included information about what was desired for the end result, and this kind of minutia and detail about the interim use on a particular property would be worked out in an annexation or development agreement.

Ms. Markarian said Willamalane was worried about having in writing what might be their responsibility and what wouldn't be their responsibility, such as riparian maintenance or maintenance of the facilities that treated stormwater from the City's right-of-way. These, too, were the types of details that could be worked out through a partner agency agreement like the one the City had been working on with the Springfield Utility Board (SUB) to provide more specific direction about electric and water facilities than the broad policy direction in the Plan.

Ms. Markarian noted that the final item raised during the work session revolved around Plan flexibility. She referred to Attachment 1 page 2 for a discussion about how this Plan responded to developer desires for both certainty and flexibility. In the development of policies in each chapter, staff tried to write them so that what was envisioned as an end product was clear, but the way to get there was left flexible. Attachment 1 pages 2 and 3 also listed the less onerous adjustment mechanisms than Plan amendments that staff had devised for possible developer-requested Plan changes: For example, the Plan outlined a process for modifications requested by developers that were consistent with Plan policies. A process was also detailed if a developer wished to address a building design standard in a manner different than what was suggested by the Plan. Staff had also outlined a process for over-the-counter interpretations of uses in the use categories that couldn't be listed. Finally, the City could amend the Plan as necessary based on evaluation of continued applicability every five years.

Ms. Markarian formally entered into the record two pieces of written testimony that were received by staff on March 22, 2012 and March 28, 2012. Staff had evaluated the concerns expressed in the letters and responded to each in the attached documents that were also entered into the record. Nearly all of the issues had been addressed deliberately by the Planning Commission and their action or direction was noted where applicable. Therefore, staff did not propose any further modifications to the proposed package of amendments based upon this written testimony.

Mayor Lundberg opened the public hearing.

1. Johnny Kirschenmann, Springfield, OR. Mr. Kirschenmann said he was testifying as Chair of the Springfield Planning Commission. The City planners and staff had worked extremely hard over the last three plus years and he thanked them for their work. The Planning Commissions had held seven work sessions and one continued public hearing (October 18, 2011, December 20, 2011) regarding the approximate 268 acres of Phase I in Glenwood. Mr. Kirschenmann was also able to sit in on two CAC sessions and was impressed how the staff and committee worked together. One of the more concerting issues the PC worked through during this time was a study from Crandall and Arambula showing 100 dwelling units per acre. After some discussion, the CAC agreed upon 50 dwelling units per acre. The Planning Commission concurred. More discussion was held with staff bringing about a modification. This

modification allowed 35 dwelling units per acre at the start up if warranted, and 65 dwelling units per acre further in the development, as long as they averaged 50 dwelling units per acre. During the Planning Commission public hearing, staff assured the Planning Commissions that they need not feel a sense of urgency to complete the work at the meeting, particularly if there were any unanswered questions. This was indicative that the staff wanted to get it right. With many Code modifications raised by property owners, the staff had been very responsive and both Planning Commissions trusted staff to come up with the final version which was before the Council and Commissioners. Mr. Kirschenmann said he also had the opportunity last fall to attend with City Council, staff and other Planning Commissioners a tour of a mixed-use commercial area in Hillsboro called Orenco Park. Although it was very nice, with the amenities in Glenwood, such as the Willamette River, there were unlimited possibilities. The final motion recommended adoption of the proposed Metro Plan Amendment to adopt the Glenwood Refinement Plan. It passed unanimously by the Springfield Planning Commission, with one member absent.

2. John Sullivan, McKenzie Highway, Vida, OR. Mr. Sullivan was testifying as Chair of the Lane County Planning Commission and with unanimous approval of that commission. He commended Springfield and Lane County staff for providing both commissions with complete staff reports. They took testimony from members of the public, both verbal and written. Generally, the testimony was favorable, but there were substantive recommendations and Springfield staff did an exemplary job of responding to those and incorporating much into the Plan. This could be found in Lane County's attachment 3-1 through 3-43. Flood related issues were of some concern to some commissioners and those were addressed in this document. The record was left open from the October 2011 public hearing so the Planning Commissions could better understand the issues. On December 20, 2011 the public hearing and completed record was addressed. Because of the complexities, the Commissions devised a system of addressing the amendments and issues brought before them. They identified with staff the items that would be considered no discussion (no concerns). By consent, those items were moved to one motion. Those issues that had concerns were put together and staff responded to those. That system might be a benefit for the Council and Commissioners if those chose. Lane County Planning Commission found there were some issues that were worthy of discussion, but they chose not to focus on those in a voting situation. Some of those issues, such as parking, were more of a City of Springfield issue. He encouraged the Council and Commissioners to review the seven motions made by the Planning Commissions on December 20, 2011. The Lane County motions were all unanimous except for one dealing with diagrams. The final motion recommended adoption to the Metro Plan. The Lane County Planning Motion passed unanimously with two members absent. The recommendations were based on the findings that the Springfield staff fulfilled City Council's request to implement a forward thinking vision based on citizen input and concurrence with the CAC by taking steps to 1) attract and facilitate appropriate land uses; 2) demonstrate commitment to high quality development; 3) protect investments in new infrastructure; and 4) provide reasonable stewardship to a Willamette River corridor. He noted that it had been a treat working with the Lane County Planning Commission and City of Springfield.
3. Randy Hledik, Eugene, OR. Mr. Hledik said he was present on behalf of the Wildish Company. Wildish owned approximately 40 acres of redevelopable property along the McVay corridor. Throughout the evolution of this process, they had attempted to evaluate their ability to achieve the plans goals within the constraints of the proposed ordinance. Staff had been responsive to most of their concerns; however, there were three provisions that remained and

in their opinion posed subjective, arbitrary and unnecessary impediments to redevelop. His letter of March 28 was entered into the record. The concerns were within three sections of the implementing code. The first section was the provision for peer review in certain plan modifications at the discretion of the Planning Director, and the cost of the review was to be borne by the applicant. The request from Wildish was that this requirement be eliminated from the Code. The second section identified several prohibited uses in the district and specifically prohibited drive through facilities including, but not limited to, banks and restaurants, service stations and gas stations. Wildish requested that those uses be allowed in the district by deleting them from the prohibited uses list. The third section stated that the Code provided for additional surface parking in the area of Subarea D south of the Union Pacific Railroad trussle; however, a subsection to that particular section of the Code limited the amount of parking allowed on the side of a building adjacent to a street to no more than 150 feet. Wildish requested that requirement be removed from the Code as well. He thanked the Council and Commissioners for their consideration and time.

4. Rick Satre, Springfield, OR. Mr. Satre said he was here speaking on behalf of himself. Mr. Satre said he was a 30-year resident of Springfield practicing land use planning and landscape architecture. He had been a fan of Springfield and of Glenwood. Centrally located, Glenwood was well connected, it had history, identity and purpose. There had been many planning efforts over the years regarding Glenwood. Staff should be commended for wonderful work over the past three plus years. The Plan before the Council and Commissioners was the best yet, but there could be some changes. He referred to the testimony provided by his firm and by himself on October 18, 2011 (Attachment 3 of the agenda packet). He supported parking maximums (in particular flexibility in parking), park blocks, mixed uses (particularly flexibility of uses), density and riverfront setback and path. There were three items he asked the elected officials to consider under the theme of flexibility and certainty. His clientele was primarily focused on the private sector including developers, investors, property owners, and business owners. In the market place, those seeking to invest in real estate sought certainty in the process and certainty in the outcome. The Glenwood Plan and proposed Code amendments went a long way in providing certainty in process and in requirements. Yet the marketplace also required flexibility; therefore, he asked that they consider flexibility with respect to parking, in particular parking in front of buildings in Subarea D. Franklin Boulevard and the McVay riverfront were different places within Glenwood. Franklin was a direct link from downtown (Springfield) to downtown (Eugene) and had great potential for office, commercial and residential uses. McVay Highway had a different feel and was an industrial area; therefore, parking being more flexible with regard to parking allowances in Subarea D helped to respond to park-n-place and to set up a situation where those seeking to invest, develop or redevelop had more flexibility with how they might choose to arrange property's indoor and outdoor spaces. The second section he wished to address was prohibited uses, which was included in the comments in his letter. He thanked the elected officials for the opportunity to speak to them.
5. Artemio Paz, Cedar Flat, Springfield, OR. Mr. Paz said he was here to comment on how Phase I of the Glenwood Refinement Plan affected one of his clients. His client had conducted his business, Cafeto Coffee Roasting, in Glenwood for over 17 years, and in the Eugene/Springfield metropolitan area for approximately 28 years. His client had 22 employees and was looking at an expansion of his facility. His facility was located in the Plan Phase II, but one piece of four acres he recently purchased was part of Phase I. The certainty that had been commented on was very important to his client because they were looking at consistency.

in land use activities with the activities that currently occurred on the property that was accessed off 22nd Street. The majority of Phase I was along the riverfront, but there was a small percentage that went up the hill and was contiguous with property that was only accessed from 22nd Street. When looking at flexibility, they needed to look at public safety and firefighting as well. He and his client were in agreement with the proposed land use designation of medium to light industrial employment. That was appropriate and the best use for the community and the land that would enhance the existing history of activities in that area. He felt, however, there were some public safety issues. When they looked at establishing a land use category, it would influence the upper shelf which hadn't been a part of the conversation. Some of those people were ready to act today and could affect the Plan. He appreciated the work. In 2007, the American Institute of Architects had the Glenwood area as part of their proposal for AIS150. It gave him great pleasure to see the transparency and dialogue the City had with the community, private sector, residents, and property owners to bring this Plan to a level that had the complexity it needed to justify that diamond in the rough that was being revealed to the community.

6. Lee Beyer, Springfield, OR. Mr. Beyer said he was speaking on behalf of Willamalane Park and Recreation District. He was pleased with the current stage of the Glenwood Refinement Plan. He commended the work of the Planning Commission staff, as well as the Planning Commissions of the City of Springfield and Lane County. From the development perspective, Glenwood was one of the best pieces of land for commercial redevelopment in the state of Oregon, but was not easy to do and they needed to take a long-term view. In his experience, looking at other developments across the country, every \$10 of private development was usually preceded by \$3 - \$4 of public development. He spoke regarding the riverfront and block parks that were in the Plan. He was looking at this section not only from a Park Board member, but also from an economic perspective. Areas across the nation that had gotten the best in redevelopment and the highest return on their public investments dollars were those that took control of the waterfronts and included public investments. He named a few examples such as Corvallis, Bend, Salem and Portland. None would have happened if the cities hadn't made a commitment to park land. Last week while at a National Parks Convention, he spoke with the former Mayor of Pittsburgh about the rebirth of their city by recovering the riverfront. It had taken a long time. High and mid level residential development such as that outlined in the Glenwood Refinement Plan needed open space for quality of life and economic return. This wouldn't be easy or quick and they couldn't expect one owner to do it on their own. He congratulated the City on where it was at this time and knew they would do a good job.
7. Jason Genck, Willamalane Parks and Recreation District, Springfield, OR. Mr. Genck said he was speaking on behalf of Willamalane Parks and Recreation District where he served as the Deputy Superintendent. He commended and complimented the Plan, especially the collaborative approach which had been implemented. Willamalane supported parks that were both highly desirable and essential amenities to urban infrastructure. Willamalane supported the types of parks outlined in the Plan, both the linear park as well as the park blocks. They were supportive of the approach of integrating natural resource protection in stormwater management into the provision of public park land and had been involved to insure policies were structured so the integrated approach would consider outlay of space, configuration, safety and functionality. They were supportive of policies of placement of the parks. From their experience, parks that were along ample street frontage and good visibility overall had more use and were less likely to be abused. The City staff collaborated with Willamalane on

the development of parts of the Refinement Plan where their areas crossed over. Willamalane was flexible and ready to partner and work with development to insure that the appropriate amount of parks and open spaces were in Glenwood. While the Plan had specific information, Willamalane remained flexible and was generally very supportive of the Plan. Willamalane was interested in continuing to serve as a partner in an exciting future.

8. Roger White, Auburn CA. Mr. White said he was a land development consultant based in Auburn, California, and represented a majority of the landowners north of Franklin Boulevard and east of the mobile home park. Collectively, they were working on a 30 acre master plan. Their team members included the Meyer Group for master planning, land use planning and architecture; Balheizer and Hubbard for engineering; and Evans, Helder and Brown for marketing and eventual sales and leasing. His observation as a developer over the last 35 years was that redevelopment work was not glamorous, but was hard. Redevelopment was difficult with many obstacles including diverse and sometimes conflicting interests. Staff had done an admirable job. They had been good listeners and willing to consider some of the thoughts and ideas presented by the team. He was pleased on behalf of his team, to endorse staff's work. It was not perfect for their property, but they saw it as a good foundation and it had high standards which was very important. His team was close to make an exciting announcement on a major anchor project within the 30 acres. Some of the comments tonight had expressed concerns. He would not be articulating any concerns this evening as he had already done that with staff. None of them were major concerns and he had found a very cooperative environment to collaborate with staff. Staff had honestly represented that they were open to ideas that could take shape in the marketplace that were slightly different than what had been envisioned by staff. In general, he found the Plan workable and he was pleased to endorse it.

Mayor Lundberg closed the public hearing.

Commissioner Chair closed the public hearing for Lane County. He noted that they would have another reading of their two ordinances at a future date.

Ms. Markarian said at this time, the Lane County Board could leave or they could stay to discuss the testimony together with the Springfield Council.

Mayor Lundberg said she would prefer having them stay to hear comments. Each jurisdiction would discuss these again separately before making any final decisions.

Councilor Ralston spoke regarding Mr. Roth's concerns about the street running through Roaring Rapids. He asked staff to provide information on how that was resolved.

Ms. Markarian said she believed that issue had been resolved. Staff met with Mr. Roth on September 15, 2011 to discuss how the Plan policies could be worded to allow for a grandfathering of current use on that site. An implementation action was cited in staff's response to Mr. Roth in response to how that would be addressed.

Board Chair Leiken asked what Ms. Markarian meant when she noted that Glenwood was an entryway. He asked if she meant to downtown or into Springfield.

Ms. Markarian said she meant an entryway into Springfield, especially along McVay Highway coming off of I-5. From that direction, it was the first thing people saw when entering Springfield and

Glenwood from the south end. Also from the west end, from the Walnut Station and Franklin Boulevard, it was the first thing people saw. It was not the only thing because people could enter Springfield from the north or east.

Board Chair Leiken asked transportation staff if the Oregon Department of Transportation (ODOT) was no longer interested in building new off ramps from the new bridge.

Transportation Manager Tom Boyatt said that was correct. The City did have in writing a letter from the ODOT director from several years ago that the bridge would be designed to be adaptive to something in the future.

Board Chair Leiken asked if there were potential plans to redevelop the current interchange into Glenwood to make it more of a full service interchange than it was now.

Mr. Boyatt said there was a project on hold that had Federal funds ready. There had been a couple of designs, but it was a challenging location. Work had been done and there was funding to continue that work. They felt it made sense to first get through Phase I of the Glenwood Refinement Plan.

Board Chair Leiken said the interchange from northbound traffic on I-5 into Eugene was no longer being used and traffic needed to go into Glenwood in order to get to the University of Oregon. He asked if ODOT was doing some traffic counts to see how many people were using that interchange, not only to enter Springfield, but also to go to the University of Oregon.

Mr. Boyatt said they were not to his knowledge. If they were not taking traffic counts, Springfield could do that.

Board Chair Leiken asked Lane County staff to work with the City of Springfield staff to get that information. He felt it would be interesting. That intersection was to be closed for two years and a traffic count would give them a good idea of who was using that interchange.

Mr. Boyatt said they would also take counts on McVay Highway.

Board Chair Leiken said he brought up the entryway at Glenwood because Springfield had a great entryway at Gateway on the north side. He appreciated Mr. White's comments coming from the private sector, and Mr. Beyer's comments regarding public funding. The problem was that there weren't public funds to do projects that were done in years past in other cities. Mr. White's comments made him understand this could be a destination opportunity. The University of Oregon had become a brand name around the country because of the football program. It was important to have a connection with the University of Oregon and Glenwood. He hoped the City would see that connection. The University of Oregon was one of the few entities getting grants and funding in our area.

Councilor Wylie applauded everyone who had worked on this and their flexibility, coordination and cooperation. She was very excited about the possibilities in Glenwood. She referred to comments made by Mr. Hledik from Wildish and Rick Satre. She said she represented an older population with limited mobility. When planning, those people and people in their cars needed to be considered. She often used drive throughs for services and enjoyed parking by the river to eat. Those types of spaces could be limited in number and duration, but should be available. She also suggested limits for drive throughs. She would like to see more flexibility regarding parking and drive throughs.

Commissioner Bozievich asked when this would be coming back to the Board for the 3rd reading. He asked if it was necessary to hold a 3rd reading, or if the Board could take action now.

Lane County Planner Mark Rust said the Board could take action tonight.

Commissioner Bozievich asked if the record would remain open or closed.

Mr. Rust said that could be discussed now if they chose. There was no request to leave the public record open so it was at their discretion. The public hearing tonight was for two ordinances for the Lane County Board of Commissioners.

Commissioner Bozievich agreed that there should be flexibility. He noted difficulties in areas where no parking was allowed in the front of buildings. When expanding street fronts in those areas, buildings were moved instead of parking spaces. He noted another example that would allow expansion with removal of parking spaces. A complete ban of on-street parking in front of buildings left no flexibility for future transportation needs. A little bit of parking in the front of a building was not a bad thing.

Commissioner Stewart asked what the normal process would be for a developer that wanted to develop in Glenwood. He asked if they would still need to go through the Planning Commission with City Council approval on some items. He was trying to understand the peer review process and whether or not it was a duplication of other requirements.

Mr. Karp said the Code would require a minimum 5 acre development area to allow for master plan approval. That process would require Planning Commission review. Land along the Willamette River would be in the greenway and would also require Planning Commission review. If someone wanted to submit modifications to the Plan to allow development to occur and the department director wanted a peer review as part of that application process, those applications would be processed at the same Planning Commission hearing so as not to delay the process.

Commissioner Stewart asked if the City Council would be involved in any decisions.

Mr. Karp said the decision would be made at the Planning Commission level for Type III applications. If the applicant or citizen disagreed with that decision, it could be appealed to the Council.

Commissioner Stewart said it sounded like instead of having peer review, the current process could be changed slightly.

Mr. Karp said the rationale for peer review was to give the Planning Commission a second opinion, if staff didn't have the expertise, for their consideration in making a better decision. Current City Code regarding hillside development discussed the peer review process because of the geotechnical work that was required for that type of development. In those cases, peer review was required and the applicant paid. This was not a new precedent, but was establishing that same standard in Glenwood in certain instances.

Commissioner Stewart asked what type of issue might arise in Glenwood to warrant peer review.

Springfield City Engineer Ken Vogeney responded to this question. In Glenwood they might be looking for peer review for flood plain mapping as conditional studies or modification along the

waterfront were needed. The City did not have the expertise or staff to conduct in depth evaluation of floodplain studies. They had used that in other developments.

Commissioner Stewart asked how the correlation between properties such as the one Mr. Paz spoke of that were affected by both Phase I and Phase II was being addressed.

Mr. Karp said the property mentioned by Mr. Paz was in Phase I. There were a number of properties that went up the hillside that were zoned public land and open space. A number of years ago one of the property owners had approached the City about rezoning properties to commercial to allow billboards. When looking at the boundary for Phase I, staff decided to include that hillside piece and designate it employment mixed-use. Mr. Paz was supportive of that use. The regulations in the existing Refinement Plan would stay in place until the Phase II Plan process was complete. If Mr. Paz wanted to come in with an application for that property today, it would be permitted. There was an issue regarding access as 22nd was a one-way dead end street. That issue needed to be resolved. It was unclear whether or not that issue could be resolved with Mr. Paz's application, but he could talk with staff about possible accommodations.

Commissioner Stewart asked if it would detrimentally affect what they wanted in Phase I if someone developed in Phase II today. He was a firm believer in flexibility. This was great plan and he hoped it would develop just as planned, but experience had shown that things didn't always work out that way. He noted some of the advantages they had in Portland that helped with their redevelopment. Redevelopment in Glenwood would take some time. He wanted to make sure the Plan was flexible and he was hearing that it was flexible. That would allow people to address drive throughs or parking. The true Glenwood redevelopment may not look like the Plan for several years.

Mr. Karp said the Glenwood Refinement Plan was a 20 year plan, with 5 year increments to re-evaluate. If someone came in with something totally different, staff would do what they needed to do to make it happen. Mr. White, in his testimony, had pointed out that there were some issues to be resolved and felt he could work it out with staff. Flexibility allowed adjustments so the Plan didn't need to be amended each time there was an adjustment.

Councilor VanGordon spoke regarding parking and maximums. He asked if there was anywhere in the Lane metro area that was under a parking maximum requirement. He asked if there was a minimum for parking.

Mr. Karp said there were no parking minimums.

Traffic Engineer Brian Barnett said the City of Eugene did have maximum standards in downtown.

Ms. Markarian said parking maximum were included in the Plan to assist with the commercial lending process. The market would often dictate parking.

Councilor VanGordon asked if developers were concerned with parking maximums.

Ms. Markarian said the developers staff had talked with endorsed the parking maximums as it provided them with flexibility dependent on the type of business.

Councilor VanGordon said the Plan provided the maximum and the market provided the minimum. He spoke regarding Subarea D and if anyone had asked for a large expanse of parking in front of the building.

Ms. Markarian said no one had made that request.

Councilor VanGordon noted where peer review was required in the Code (hillside development) and where it was an option.

Ms. Markarian said the City could invoke peer review in some cases.

Mr. Vogeney said it wasn't specifically stated in the Code that the City could use peer review. For engineering technical issues, he used his discretion as City Engineer to determine if peer review was needed.

Councilor Woodrow felt this was an opportunity to have a different entity in Glenwood that wasn't to itself, but was part of the bigger area which included the University of Oregon and Springfield downtown and a future plaza. Glenwood was an avenue opportunity between those in addition to the wonderful planning of what they wanted Glenwood to look like. There needed to be reasons for people to go back and forth among these connections. All of the areas had the opportunity to thrive if they worked off each other. There was an opportunity to use it all and that's where she saw the flexibility. They needed to remember Glenwood was part of a whole.

Councilor Moore asked for clarification of the different types of mixed-use.

Ms. Markarian said typically mixed use designations needed to identify the predominant use. She provided some examples.

Councilor Moore said there was a lot of riverfront area. She asked how flexible this Plan was for zoning changes. She provided an example of a request for a hotel near the riverfront.

Mr. Karp said hotels were allowed in Subarea B and Subarea C. Staff didn't feel it made the best planning sense to put hotels in industrial areas.

Councilor Moore said it sounded like there was not a lot of flexibility in that regard.

Mr. Karp said the Wildish property along the riverfront was vacant. He was not aware of any requests for hotels along that area, but there could be interest if hotels were built out in the other areas and there was demand.

Councilor Moore confirmed that the path would provide the access to the river.

Mr. Karp said the Commercial Industrial Building Land (CIBL) inventory required the City to focus on the larger vacant industrial sites to be reserved for those uses.

Mayor Lundberg said she was happy about the flexibility and the idea that the Plan could grow and change in regards to parking. She felt that they needed to revisit peer review carefully as it could be a deal killer. There was a unique setting in Glenwood with the riverfront, the state highway, the University of Oregon and high density residential needs. They could possibly move some of the

residential depending on development interest. Originally, there was going to be medium-density residential where PeaceHealth built RiverBend, but through flexibility they were able to change. There would be people that wanted to come to the riverfront. When they first started looking at Glenwood, they saw what was hidden. There were a variety of transportation choices and they needed to keep all transportation options available.

Board Chair Leiken spoke regarding peer review and asked if the Development Services Director would have discretion on when that was needed.

Mr. Karp said the text stated, "the director may require peer review". Before staff changed the language based on Planning Commission input, it stated "required".

Board Chair Leiken said that made sense. He provided some examples where peer review might be necessary.

Mr. Karp said it would depend on each individual case, but there was a lot of truth in what he was saying.

Board Chair Leiken complimented the Plan. He would caution them not to go overboard on flexibility. When developing a riverfront plan, they needed to develop it appropriately. He noted that several years ago a hospital was looking at the Wildish site. He asked if that could be built today based on this Plan.

Mr. Karp said that was correct. Staff had deliberately included that acceptable use in that area based on that experience.

Board Chair Leiken said it sounded like the City was going to hold a work session before coming back for their second reading. He asked the Board members how they would like to coordinate the dates.

County Planner Kent Howe said past practice had been that the City initiating the amendment acted first, followed by the County Board. That was not a requirement, however, and they did have the option to take action tonight. There was a possibility that the Springfield City Council might propose some minor changes so it may be beneficial for the Board to wait.

Mr. Markarian said the Springfield Council could not act until their second reading. It was up to the Council whether or not they would like a work session before the second reading. If Council had direction they would like to provide to staff to work on and bring to that work session, they could do that. The other option would be for the Council to hold their second reading without a work session.

Commissioner Bozievich said he was very excited about this plan. Glenwood could become a major economic driver for all of Lane County. He was licensed by the State to do development plans and he had done a number of them in Springfield. Having that license meant he was liable for the work he did. He had a real concern with peer review. Those doing the development were required to hire licensed professionals, and those professionals had a duty under State law. The developers were paying for those professionals and to require the developer to pay for that service a second time seemed redundant and somewhat punitive. There were licensed geologists and engineers that only did work within their expertise. He was concerned with the subjective nature of the peer review process in the Plan. He noted issues that could be caused with the use of 'may' in the Code. He recommended

that the City take a second look at peer review requirements. He also recommended that the Board approve the second reading and move the 3rd reading to a later date.

Councilor Ralston said he still had a concern about maximum standards for parking and that it may not be enough for a particular business that may want to build a restaurant. He asked if there was flexibility for someone wanting more parking than the maximum.

Mr. Karp said if the master plan included a restaurant that a developer wanted to build in the first phase of their four phase development, they would have a lot of open area that would be available for parking which they could use. As the property continued to develop, some of those parking areas would be removed. The Code did provide that if someone wanted more parking than the maximum, they needed to consider a parking structure. As properties developed over time, a parking structure would likely be needed.

Councilor Ralston expressed concern that a business could locate there and later find there wasn't enough parking allowed. Parking structures were very expensive. He felt that took away the certainty.

Mr. Karp said the certainty was in the master plan process. At that time, it would be explained what would occur in each phase of their development. They would know the requirements from the beginning.

Councilor Ralston asked who would pay if a parking structure was needed.

Mr. Karp said it could be private or a private/public partnership.

Mr. Barnett said the parcel minimum was 5 acres. If a developer wanted to put in a restaurant, it would not take the full 5 acres. There would be other uses on that 5 acre site that could possibly share parking with the restaurant and still have an adequate amount of parking for their use. There would also be some on-street parking which would not be counted towards anyone's maximum. When looking at initial stages of development, they would likely see the shared use and on-street parking before a parking structure.

Councilor Pishioneri thanked staff for all of their work. He said he had an issue with the way the peer review piece was worded. He would like information regarding that for an upcoming work session. In looking at the concerns, he saw a number of impediments for development. He noted the flexibility that was incorporated regarding residential densities. He appreciated that flexibility, but didn't see enough flexibility to bring in development in Glenwood. He spoke regarding drive throughs such as banks and kiosk and was concerned that there wasn't more flexibility for those uses. They needed to look at small businesses and large businesses. He spoke regarding parking and asked to see how the requirement of 150 feet that was noted in Mr. Hledik's letter was justified. This was a great plan and it was good to have standards, but they needed to remain flexible so they didn't shut out businesses.

Ms. Markarian spoke regarding drive through facilities and why the prohibition was included in the Plan. One factor was safety for pedestrians. Another factor was that the State's Transportation Planning Rule (TPR) required no drive throughs or gas stations. Drive throughs generated a lot of traffic.

Councilor Pishioneri felt the drive throughs could and needed to be designed to be safe. He understood the requirements from the TPR report, but wanted to see if there was another way to make it work.

Mayor Lundberg said this was a huge project and there were a lot of decisions to be made. The broader decisions had been made and now they needed to look closely at the details during a work session. Some of the things for discussion during that work session included parking, peer review, access to the river and drive throughs.

Board Chair Leiken said the Board of Commissioners would like the date for the second reading and action by the City Council so they could incorporate that into their motion.

Mr. Grimaldi said originally they had the second reading for May 21, but the work session needed to be scheduled first so that date would likely change. It was important for everyone to take the time needed to make a good decision.

Board Chair Leiken asked how staff would like them to proceed.

Discussion was held regarding possible dates for the next reading by the Board and whether or not to keep the record open. June 20 was a date provided for the 3rd reading.

IT WAS MOVED BY COMMISSIONER SORENSON WITH A SECOND BY COMMISSIONER STEWART TO HOLD THE THIRD READING ON JUNE 20, 2012 AND LEAVE THE RECORD OPEN UNTIL THAT DATE. THE MOTION PASSED BY A VOTE OF 4 IN FAVOR AND 0 AGAINST (1 ABSENT – HANDY).

City Attorney Matt Cox said if the County kept the record open, the City may want to consider leaving the record open until June 20.

The record would need to be closed before the Council made their decision.

Planning Manager Greg Mott said it was staff's objective for tonight's hearing to have Council hear testimony and staff hear concerns about the ordinance. In anticipation of that occurring, a date of May 21 had been discussed for a possible work session. All of the issues raised by the elected officials tonight were part of the record and there was nothing new in that respect. Staff's response would not generate anything that was not already in the record. In his opinion, there was no reason to keep the record open for staff to respond to those issues. If the Council wanted to leave the record open for the public to provide additional testimony, that would be their choice. Based on holding a work session on May 21, the Council could be ready to hold the second reading on June 4. Regarding leaving the public record open, there had been no request from the public to do so and there had been no new testimony.

Mayor Lundberg said that sounded reasonable.

Councilor Pishioneri asked if closing the record would not allow someone to address some of the comments raised tonight.

Mr. Mott said there wouldn't be anything to comment on until the Council held the work session and provided direction to staff. The concerns raised tonight had not received unanimous support either way, so until they determined how to resolve those issues during the work session, there was nothing for the public to react to. They could re-open the public hearing after any changes were made. If they did that, the Board would need to do the same thing. If the resolution Council came up with was

something that hadn't been seen or anticipated, staff would recommend advertising for a re-opened public hearing.

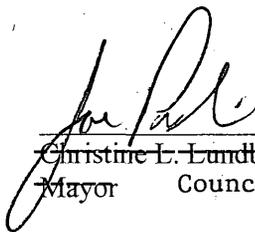
Mayor Lundberg reconfirmed that both the public record and public hearing were closed for the night.

The Springfield City Council took no action as this was a first reading of their ordinance.

ADJOURNMENT

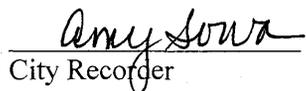
The meeting was adjourned 9:07 p.m.

Minutes Recorder Amy Sowa



Christine L. Lundberg Joe Pishioneri
Mayor Council President

Attest:



City Recorder