



JOINT ELECTED OFFICIALS MEETING

City of Eugene ● City of Springfield ● Lane County

November 4, 2013

6:00 p.m.

Work Session

~ Dinner will be available at 5:30 p.m. ~

Springfield City Hall
Library Meeting Room
225 5th Street, Springfield

The meeting location is wheelchair-accessible. For the hearing-impaired, an interpreter can be provided with 48 hours' notice prior to the meeting.

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.

CALL TO ORDER

ROLL CALL

SPRINGFIELD CITY COUNCIL: Mayor Lundberg ____, Councilors VanGordon ____, Wylie ____, Moore ____, Ralston ____, Woodrow ____, and Brew ____.

EUGENE CITY COUNCIL: Mayor Piercy ____, Councilors Brown ____, Taylor ____, Zelenka ____, Poling ____, Clark ____, Evans ____, Syrett ____, and Pryor.

LANE COUNTY COMMISSIONERS: Board Chair Leiken ____, Board Members Bozievich ____, Sorenson ____, Farr ____, and Stewart.

1. Amendments to Chapter IV of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan).
[Mark Metzger] (45 Minutes)

ADJOURNMENT

7:00 p.m. Joint Public Hearing
Library Meeting Room

CALL TO ORDER

ROLL CALL

SPRINGFIELD CITY COUNCIL: Mayor Lundberg ____, Councilors VanGordon ____, Wylie ____, Moore ____, Ralston ____, Woodrow ____, and Brew ____.

EUGENE CITY COUNCIL: Mayor Piercy ____, Councilors Brown ____, Taylor ____, Zelenka ____, Poling ____, Clark ____, Evans ____, Syrett ____, and Pryor.

LANE COUNTY COMMISSIONERS: Board Chair Leiken ____, Board Members Bozievich ____, Sorenson ____, Farr ____, and Stewart.

1. Amendments to Chapter IV of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan).
[Mark Metzger] (30 Minutes)

ORDINANCE NO. 1 – AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN TEXT, CHAPTER IV; ADOPTING A SEVERABILITY CLAUSE; AND PROVIDING AN EFFECTIVE DATE.

NO ACTION REQUESTED. FIRST READING ONLY.

ADJOURNMENT



City Manager:
Gino Grimaldi
City Recorder:
Amy Sowa 541.726.3700

City Council Agenda

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

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
Bob Brew, Ward 6

7:15 p.m. Public Hearing
Springfield City Council Only
Library Meeting Room

CALL TO ORDER

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

ORDINANCES

1. 2012 Willamalane Park and Recreation Comprehensive Plan.
[Mark Metzger]

(05 Minutes)

ORDINANCE NO. 1 – AN ORDINANCE ADOPTING THE 2012 WILLAMALANE PARK AND RECREATION COMPREHENSIVE PLAN AS A REFINEMENT PLAN OF THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN (METRO PLAN) FOR APPLICATION WITHIN THE AREA OF PLANNING JURISDICTION OF THE CITY OF SPRINGFIELD AND ADOPTING A SEVERABILITY CLAUSE

MOTION: ADOPT/NOT ADOPT ORDINANCE NO. 1.

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. Parking of Recreational Vehicles.
[Len Goodwin]

(05 Minutes)

ORDINANCE NO. 2 – AN ORDINANCE AMENDING THE SPRINGFIELD MUNICIPAL CODE CHAPTER 6, VEHICLES AND TRAFFIC, MOTOR VEHICLES, BY AMENDING SECTION 6.050(2) TO CLARIFY LIMITED TIME FOR PARKING OF VEHICLES ON CITY STREETS (FIRST READING)

NO ACTION REQUESTED. FIRST READING ONLY.

ADJOURNMENT

AGENDA ITEM SUMMARY

Meeting Date: 11/4/2013
Meeting Type: Work Session/Reg. Mtg
Staff Contact/Dept.: Mark Metzger/DPW
Staff Phone No: 541-726-3775
Estimated Time: 45 Minutes/30 Minutes
Council Goals: Mandate

**SPRINGFIELD
CITY COUNCIL**

ITEM TITLE:	AMENDMENTS TO CHAPTER IV OF THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN (<i>METRO PLAN</i>)
ACTION REQUESTED:	Hold a joint meeting with the elected officials of Eugene and Lane County to consider proposed amendments to Chapter IV of the <i>Metro Plan</i> . Conduct a first reading and public hearing concerning AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN TEXT, CHAPTER IV; ADOPTING A SEVERABILITY CLAUSE; AND PROVIDING AN EFFECTIVE DATE.
ISSUE STATEMENT:	The planning staffs and legal counsel for Eugene, Springfield and Lane County have prepared amendments to Chapter IV of the <i>Metro Plan</i> for the purpose of implementing ORS 197.304. The proposed amendments clarify each jurisdiction's role in future Metro Plan amendments and amendments to related documents.
ATTACHMENTS:	<ol style="list-style-type: none">1. Proposed <i>Metro Plan</i> Chapter IV Amendments2. Chart Comparing Current and Proposed Standards for <i>Metro Plan</i> Chapter IV3. Draft Ordinance with timelines4. Draft Ordinance without timelines5. Staff Report and Findings6. Planning Commission Recommendation
DISCUSSION:	<p>ORS 197.304 (HB 3337) established separate Urban Growth Boundaries (UGBs) for Eugene and Springfield and was the impetus for the <i>Springfield 2030 Plan</i> and the <i>Envision Eugene</i> planning initiatives. As these planning efforts are readied for adoption, amendments to Chapter IV are needed to clarify which governing bodies will participate in decision making given the establishment of separate UGBs. The most significant changes to Chapter IV of the <i>Metro Plan</i> are:</p> <ul style="list-style-type: none">• Three types of <i>Metro Plan</i> amendments are established: Type I which may be enacted by the home city alone; Type II which requires the participation of the home city and Lane County; and Type III amendments requires the participation of all three jurisdictions.• The proposed amendments remove references to <i>Metro Plan</i> amendments with "regional impact." Removal of the regional impact language does not change similar language found in Chapter VI of the Eugene-Springfield Metropolitan Area Public Facilities and Services Plan (PFSP) which provides for multi-jurisdictional review of public facility projects which have a significant impact on serving more than one jurisdiction.• When governing bodies do not reach consensus on a <i>Metro Plan</i> amendment, the proposed amendments would send unresolved decisions to the Chair of the Board of County Commissioners and one or both of the Mayors of Eugene and Springfield for resolution, depending on how many governing bodies are participating in the decision. <p>The Springfield Planning Commission conducted a joint public hearing on the Chapter IV amendments with Eugene and Lane County on October 15, 2013. Each of the Commissions voted to recommend approval of the amendments with certain recommended changes. These changes were incorporated in to the Proposed Chapter IV Amendments (Attachment 1). Staff notes, with respect to the recommendation to include timelines, that: (1) there is no statutory timeline for comprehensive plan amendments; (2) a timeframe might unnecessarily restrict the process of the decision makers; and (3) there is really no enforcement mechanism for the existing timelines. Eugene staff have not recommended the inclusion of such timelines. Council is being presented two draft ordinances for consideration: one including the timeline language and one without. It may be necessary to reconcile the two ordinances before final action.</p>

Chapter IV

Metro Plan Review, Amendments, and Refinements

The *Metro Plan* is the long-range public policy document which establishes the broad framework upon which Eugene, Springfield, and Lane County make coordinated land use decisions. While the *Metro Plan* is the basic guiding land use policy document, it may be amended from time to time require update or amendment in response to changes in the law or circumstances of importance to the community. Likewise, the *Metro Plan* may be augmented and implemented by more detailed ~~refinement~~ plans and regulatory measures.

Goal

Ensure that the *Metro Plan* is responsive to the changing conditions, needs, and attitudes of the community.

Findings, Objectives, and Policies

Findings

1. If the *Metro Plan* is to maintain its effectiveness as a policy guide, it must be adaptable to the changing laws and the needs and circumstances of the community.
2. Between *Metro Plan* updates, changes to the *Metro Plan* may occur through Periodic Review and amendments initiated by the governing bodies and citizens.
3. Refinements to the *Metro Plan* ~~are~~ may be necessary in certain geographical portions of the community where there is a great deal of development pressure or for certain special purposes.
4. Refinement plans augment and assist in the implementation of the *Metro Plan*.
5. Enactment of ORS 197.304 required each city to separately establish its own Urban Growth Boundary (UGB) and demonstrate that it has sufficient buildable lands to accommodate its estimated housing needs for twenty years.

Objectives

1. Maintain a schedule for monitoring, reviewing, and amending the ~~Metropolitan Area General Plan~~ *Metro Plan* so it will remain current and valid.
2. Maintain a current land use and parcel information base for monitoring and updating the ~~Metropolitan Area General Plan~~ *Metro Plan*.
3. Prepare refinement and functional plans that supplement the ~~Metropolitan Area General Plan~~ *Metro Plan*.

Policies

1. A special review, and if appropriate, *Metro Plan* amendment, shall be initiated if changes in the basic assumptions of the *Metro Plan* occur. An example would be a change in public demand for certain housing types that in turn may affect the overall inventory of residential land.
2. The regional land information database shall be maintained on a regular basis.

3. ~~All amendments~~ A proposed amendment to the *Metro Plan* shall be classified as a Type I, ~~or~~ Type II or Type III amendment depending upon the ~~specific changes sought by the initiator of the proposal~~ number of governing bodies required to approve the decision.

a. ~~A Type I amendment shall include any change to the urban growth boundary (UGB) or the Metro Plan Plan Boundary (Plan Boundary) of the Metro Plan; any change that requires a goal exception to be taken under Statewide Planning Goal 2 that is not related to the UGB expansion; and any amendment to the Metro Plan text that is non site specific.~~

b. ~~A Type II amendment shall include any change to the Metro Plan Diagram or Metro Plan text that is site specific and not otherwise a Type I category amendment.~~

c. ~~Adoption or amendment of some refinement plans, functional plans, or special area plans may, in some circumstances, be classified as Type I or Type II amendments. Amendments to the Metro Plan that result from state mandated Periodic Review or Metro Plan updates also shall be classified as Type I or Type II amendments depending upon the specific changes that would result from these actions.~~

4. A Type I amendment requires approval by the home city.

a. Type I Diagram Amendments include amendments to the Metro Plan Diagram for land inside the city limits.

b. Type I Text Amendments include:

i. Amendments that are non site specific and apply only to land inside the city limits of the home city;

ii. Site specific amendments that apply only to land inside the city limits of the home city;

iii. Amendments to a regional transportation system plan, or a regional public facilities plan, when only participation by the home city is required by the amendment provisions of those plans;

iv. The creation of new Metro Plan designations and the amendment of existing Metro Plan designation descriptions that apply only within the city limits of the home city.

5. A Type II Amendment requires approval by two governing bodies. The governing bodies in a Type II are the home city and Lane County. Eugene is the home city for amendments west of I-5, and Springfield is the home city for amendments east of I-5: [Derived in part from former Policy 5. b.]

a. Type II Diagram Amendments include:

i. Amendments to the Metro Plan Diagram for the area between a city limit and the Plan Boundary;

ii. A UGB or Metro Plan Boundary amendment east or west of I-5 that is not described as a Type I amendment.

b. Type II Text Amendments include:

i. Amendments that are non site specific and apply only to Lane County and one of the cities;

- ii. Amendments that have a site specific application between a city limit of the home city and the Plan Boundary;
- iii. Amendments to a jointly adopted regional transportation system plan, or a regional public facilities plan, when only participation by Lane County and one of the cities is required by the amendment provisions of those plans.

6. A Type III Amendment requires approval by all three governing bodies:

- a. Type III Diagram Amendments include: [Derived in part from former Policy 5. b.]
 - i. Amendments of the Common UGB along I-5; and
 - ii. A UGB or Metro Plan Boundary change that crosses I-5.
- b. Type III Text Amendments include:
 - i. Amendments that change a Fundamental Principle as set forth in Chapter II A. of the Metro Plan;
 - ii. Non site specific amendments that apply to all three jurisdictions;
 - iii. Amendments to a regional transportation system plan, or a regional public facilities plan, when the participation of all three governing bodies is required by the amendment provisions of those plans.

4. 7. Initiation of Metro Plan amendments shall be as follows:

- a. A Type I amendment may be initiated by the home city at any time. A property owner may initiate an amendment for property they own at any time. Owner initiated amendments are subject to the limitations for such amendments set out in the development code of the home city.
- b. A Type II amendment may be initiated at the discretion of any one of the three governing bodies or by any citizen who owns property that is subject of the proposed amendment by the home city or county at any time. A property owner may initiate an amendment for property they own at any time. Owner initiated amendments are subject to the limitations for such amendments set out in the development codes of the home city and Lane County.
- c. A Type I III amendment may be initiated at the discretion of any one of by any one of the three governing bodies (Note: this correction reflects adopted ordinance and code.) at any time.
- e. d. Only a governing body may initiate a refinement plan, a functional plan, a special area study or Periodic Review or Metro Plan update.
- e. Metro Plan updates shall be initiated no less frequently than during the state required Periodic Review of the Metro Plan, although any governing body may initiate an update of the Metro Plan at any time. [Derived from former Policy 10.]

5. ~~The approval process for Metro Plan amendments, including the number of governing bodies who participate and the timeline for final action, will vary depending upon the classification of amendment and whether a determination is made that the proposed amendment will have Regional Impact.~~

- a. ~~All three governing bodies must approve non site specific text amendments; site specific Metro Plan Diagram amendments that involve a UGB or Plan Boundary change that crosses the~~

~~Willamette or McKenzie Rivers or that crosses over a ridge into a new basin; and, amendments that involve a goal exception not related to a UGB expansion.~~

- b. ~~A site specific Type I *Metro Plan* amendment that involves a UGB expansion or Plan Boundary change and a Type II *Metro Plan* amendment between the city limits and Plan Boundary, must be approved by the home city and Lane County (Springfield is the home city for amendments east of I-5 and Eugene is the home city for amendments west of I-5). The non-home city will be sent a referral of the proposed amendment and, based upon a determination that the proposal will have Regional Impact, may choose to participate in the decision. Unless the non-home city makes affirmative findings of Regional Impact, the non-home city will not participate in the decision. [Moved in part to Policy 5.]~~
- e. ~~An amendment will be considered to have Regional Impact if:~~
- ~~(1) It will require an amendment to a jointly adopted functional plan [*Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)*, *Eugene-Springfield Public Facilities and Services Plan (Public Facilities and Services Plan)*, etc.] in order to provide the subject property with an adequate level of urban services and facilities; or~~
 - ~~(2) It has a demonstrable impact on the water, storm drainage, wastewater, or transportation facilities of the non-home city; or~~
 - ~~(3) It affects the buildable land inventory by significantly adding to Low Density Residential (LDR), Campus Industrial (CI), Light Medium Industrial (LMI), or Heavy Industrial (HI) designations or significantly reducing the Medium Density Residential (MDR), High Density Residential (HDR), or Community Commercial (CC) designations.~~
- d. ~~A jurisdiction may amend a *Metro Plan* designation without causing Regional Impact when this action is taken to: compensate for reductions in buildable land caused by protection of newly discovered natural resources within its own jurisdiction; or accommodate the contiguous expansion of an existing business with a site specific requirement.~~
- e. ~~Decisions on all Type II amendments within city limits shall be the sole responsibility of the home city.~~
6. ~~Public hearings by the governing bodies for *Metro Plan* amendments requiring participation from one or two jurisdictions shall be held within 120 days of the initiation date. *Metro Plan* amendments that require a final decision from all three governing bodies shall be concluded within 180 days of the initiation date. When more than one jurisdiction participates in the decision, the Planning Commissions of the participating jurisdictions shall conduct a joint public hearing and forward that record and their recommendations to their respective elected officials. The elected officials also shall conduct a joint public hearing prior to making a final decision. The time frames prescribed in connection with Type II *Metro Plan* amendment processes can be waived if the applicant agrees to the waiver. [Moved in part to Policy 8. a.]~~
7. ~~If all participating jurisdictions reach a consensus to approve a proposed amendment, substantively identical ordinances affecting the changes shall be adopted. Where there is a consensus to deny a proposed amendment, it may not be re-initiated, except by one of the three governing bodies, for one year. Amendments for which there is no consensus shall be referred to the Metropolitan Policy Committee (MPC) for additional study, conflict resolution, and recommendation back to the governing bodies. [Moved in part to Policy 8. b.]~~
8. ~~Adopted or denied *Metro Plan* amendments may be appealed to the Oregon Land Use Board of Appeals (LUBA) or the Department of Land Conservation and Development (DLCD) according to applicable state law. [Moved to Policy 8. e.]~~

~~9. The three metropolitan jurisdictions shall jointly develop and adopt *Metro Plan* amendment application procedures and a fee schedule. [Moved in part to Policy 8. f.]~~

~~10. *Metro Plan* updates shall be initiated no less frequently than during the state required Periodic Review of the *Metro Plan*, although the governing bodies may initiate an update of the *Metro Plan* at any time. [Moved to Policy 7. e.]~~

8. The approval process for *Metro Plan* amendments shall be as follows:

- a. The initiating governing body of any Type I, II, or III *Metro Plan* amendment shall notify all governing bodies of the intended amendment and the Type of amendment proposed. If any governing body disagrees with the Type of the proposed amendment that governing body may refer the matter to the processes provided in 8(d) or (e) as appropriate.
- b. When more than one governing body participates in the decision, the Planning Commissions of the bodies shall conduct a joint public hearing and forward that record and their recommendations to their respective elected officials. The elected officials shall also conduct a joint public hearing prior to making a final decision. [Derived in part from former Policy 6.]
- c. If all participating governing bodies reach a consensus to approve a proposed amendment, substantively identical ordinances effecting the changes shall be adopted. When an amendment is not approved, it may not be re-initiated, except by one of the three governing bodies, for one year. [Derived in part from former Policy 7.]
- d. A Type II amendment for which there is no consensus shall be referred to the Chair of the Lane County Board of Commissioners and the Mayor of the home city for further examination of the issue(s) in dispute and recommendation back to the governing bodies.
- e. A Type III amendment for which there is no consensus shall be referred to the Chair of the Lane County Board of Commissioners and the Mayors of Eugene and Springfield for further examination of the issue(s) in dispute and recommendation back to the governing bodies.
- f. Adopted or denied *Metro Plan* amendments may be appealed to the Oregon Land Use Board of Appeals (LUBA) or the Department of Land Conservation and Development (DLCDD) according to applicable state law. [Derived from former Policy 8.]
- g. The three governing bodies shall develop jointly and adopt *Metro Plan* amendment application procedures. [Derived from former Policy 9.]
- h. Quasi-judicial *Metro Plan* amendments shall be decided within 120 days of initiation. Legislative *Metro Plan* amendments will be decided within 180 days of initiation. [Derived from former Policy 6.]
- i. A different process, time line, or both, than the processes and timelines specified in 8b. through h. above may be established by the governing bodies of Eugene, Springfield and Lane County for any government initiated *Metro Plan* amendment.

~~11. 9.~~ In addition to the update of the *Metro Plan*, refinement studies may be undertaken for individual geographical areas and special purpose or functional elements, as determined appropriate by each governing body.

~~12. 10.~~ All refinement and functional plans must be consistent with the *Metro Plan* and should inconsistencies occur, the *Metro Plan* is the prevailing policy document.

~~13. Refinement plans developed by one jurisdiction shall be referred to the other two jurisdictions for their review. Either of the two referral jurisdictions may determine that an amendment to the *Metro Plan* is required.~~

~~14.~~ 11. Local implementing ordinances shall provide a process for zoning lands in conformance with the *Metro Plan*.

Metro Plan Chapter IV: Metro Plan Review, Amendments, and Refinements
 Summary of Proposed Changes

Topic		Current <i>Metro Plan</i>	Proposed Change	Rationale
Amendment Types: Process		<ul style="list-style-type: none"> Amendments are classified as Type I or Type II (See below under amendment types: decision makers) Decision making process does not follow amendment types (i.e. Some Type I amendments require participation of all three governing bodies, some only require participation of two). 	<ul style="list-style-type: none"> Expand to three Amendment Types (I, II and III) Align Amendment Types with the number of jurisdictions requires to approve the amendment. Type I amendments require participation of just the home city; Type II amendments require the participation of the home city and Lane County; and Type III amendments require the participation of three governing bodies. 	<ul style="list-style-type: none"> Makes <i>Metro Plan</i> consistent with HB 3337. Amendment types are defined by the participants required for decision making. Responds to the establishment of separate UGBs. Defines when jurisdictions may act alone as a home city and when the County and or the non-home city may participate.
Amendment Types: Decision Maker	Any change to the UGB or Metro Plan boundary; (currently Type I)	<ul style="list-style-type: none"> All three governing bodies must approve a site specific UGB or <i>Metro Plan</i> Boundary adjustments that cross the Willamette or McKenzie Rivers or that crosses over a ridge into a new basin. The home city and Lane County must approve a site specific UGB expansion or Plan boundary adjustment between city limits and plan boundary. Non-home city receives referral and may participate as decision make if determine regional impact (see below). 	<ul style="list-style-type: none"> All three governing bodies must approve amendments of the common UGB along I-5 and for UGB or <i>Metro Plan</i> Boundary changes that cross I-5. The home city and Lane County participate in a UGB or plan boundary amendment east or west I-5 that is not described above. 	<ul style="list-style-type: none"> Narrows the opportunity of the none-home city to participate in UGB decisions by the home city and the County.
	Any change that requires a goal exception to be taken under Statewide Planning Goal 2 that is not related to the UGB expansion (Currently Type I)	All three governing bodies must approve amendments that involve a goal exception not related to a UGB expansion.	This section is removed.	<p>Actions requiring an exemption to Statewide Planning Goals that are not related to a UGB expansion are very rare. The goal exception to Statewide Planning Goal 15—Willamette River Greenway to for construction of the new I-5 Bridges and adjoining bike viaduct is the only one requested in recent memory.</p> <p>Virtually all goal exceptions are sought for UGB expansions or for the development of resource lands in rural areas.</p>
	Any amendment to the <i>Metro Plan</i> text that is not site specific or any change to a Fundamental Principle in Chapter II (Currently Type I)	All three governing bodies must approve.	Add changes to the Metro Plan’s Fundamental Principles to list of Type I non site specific text amendments requiring the approval of all three jurisdictions.	The Fundamental Principles found in Chapter II of the <i>Metro Plan</i> set forth the basic concepts of the <i>Plan</i> . The Principles are not site specific. Changing one or more of them fit the definition of a Type I amendment.
	Any change to the <i>Metro Plan</i> Diagram or <i>Metro Plan</i> text that is site specific and not otherwise a Type I amendment (Currently Type II)	Home City must approve	No change	Changes to the <i>Metro Plan</i> that are not site specific would affect all jurisdictions. Participation of all jurisdictions is appropriate for such amendments.
	Amendments to a regional transportation system plan, or a regional public facilities plan,	<p>Adoption or amendment of some refinement plans, functional plans, or special area plans may, in some circumstances, be classified as Type I or Type II amendments. Amendments to the <i>Metro Plan</i> that result from state mandated Periodic Review or <i>Metro Plan</i> updates also shall be classified as Type I or Type II amendments depending upon the specific changes that would result from these actions.</p> <p>Chapter VI of the <i>Eugene Springfield Metropolitan Area Public Facilities</i></p>	<p>Either the home city, the home city and Lane County, or all three governing bodies shall approve changes to the <i>Metro Plan</i> as required by the amendment type (Type I, II, or III). Plans with their own amendment provisions shall be governed by those provisions.</p> <p>The <i>Public Facilities Plan</i>, for example, contains its own amendment provisions which are not affected by the</p>	<p>Consistent with the establishment of Type I, II, and III amendments, changes to TransPlan, functional plans or special area plans shall follow the amendment process dictated by the amendment type.</p> <p>Plans which have their own amendment provisions are not affected by these changes.</p>

		<i>and Services Plan (Public Facilities Plan)</i> contains amendment provisions which are specific to that plan. Those provisions are not changed by these amendments.	proposed changes to Chapter IV.	
	Creation of new <i>Metro Plan</i> designations and amendment of existing designation descriptions that apply only within the city limits of the home city.	All three jurisdictions must approve text amendments which are non-site specific. Creation of a new <i>Metro Plan</i> designation is a text amendment which is non-site specific.	Home city.	The proposed change amendments will allow a home city to independently approve new <i>Metro Plan</i> designations which apply only within its city limits.
Regional Impact		An amendment will be considered to have Regional Impact if: <ul style="list-style-type: none"> • It will require an amendment to a jointly adopted functional plan [<i>Eugene- Springfield Metropolitan Area Transportation Plan (TransPlan)</i>, <i>Eugene- Springfield Metropolitan Area Public Facilities and Services Plan (Public Facilities Plan)</i>, etc.] in order to provide the subject property with an adequate level of urban services and facilities; or • It has a demonstrable impact on the water, storm drainage, wastewater, or transportation facilities of the non-home city; or • It affects the buildable land inventory by significantly adding to Low Density Residential (LDR), Campus Industrial (CI), Light-Medium Industrial (LMI), or Heavy Industrial (HI) designations or significantly reducing the Medium Density Residential (MDR), High Density Residential (HDR), or Community Commercial (CC) designations. 	Language referencing “Regional Impact” is removed from Chapter IV.	Removal of the regional impact language does not change Chapter VI of the <i>Public Facilities Plan</i> which provides for multi-jurisdictional review of public facility projects which have a significant impact on water, stormwater, wastewater and electrical facilities serving more than one jurisdiction. A <i>Metro Plan</i> amendment which causes a significant impact on public facilities will be subject to the provisions of Chapter VI. Amendments to other functional plans and refinement plans will be subject to the amended Chapter IV processes unless those documents specify a different amendment process like that found in the <i>Public Facilities Plan</i> . The establishment of separate UGBs has prompted each city to establish their own inventories of residential, commercial and industrial Lands. The proposed change allows cities to act independently to add or subtract land from their inventories so long as these amendments do not significantly impact public facilities outside of their jurisdiction.
Conflict Resolution		When there is no consensus on an amendment (such as when one jurisdiction approves and the other does not), the amendment is referred to the Metropolitan Policy Committee (MPC) for additional study, conflict resolution and recommendation back to the governing bodies.	For Type II amendments, the amendments shall be referred to the Chair of the Board and the Mayor of the home city. For a Type III amendment where there is no consensus, the amendment shall be referred to the Chair of the Lane County Board of Commissioners and the Mayors of Eugene and Springfield for examination of the issue(s) in dispute and recommendation back to the governing bodies.	The MPC is comprised of two elected officials each from Eugene, Springfield, and Lane County. When the MPC is considering metropolitan transportation matters, the two members of the Lane Transit District (LTD) Board serve as voting members. The change provides more flexibility for decision makers to determine a conflict resolution method that is tailored to the specific situation.
Timelines		Public hearings by the governing bodies for <i>Metro Plan</i> amendments requiring participation from one or two jurisdictions shall be held within 120 days of the initiation date. <i>Metro Plan</i> amendments that require a final decision from all three governing bodies shall be concluded within 180 days of the initiation date.	Quasi-judicial <i>Metro Plan</i> amendments shall be decided within 120 days of initiation. Legislative <i>Metro Plan</i> amendments will be decided within 180 days of initiation.	Staff notes, with respect to the recommendation to include timelines that: (1) there is no statutory timeline for comprehensive plan amendments; (2) a timeframe might unnecessarily restrict the process of the decision makers; and (3) there is really no enforcement mechanism for the existing timelines.

AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN TEXT, CHAPTER IV; ADOPTING A SEVERABILITY CLAUSE; AND PROVIDING AN EFFECTIVE DATE.

WHEREAS, on March 18, 2013, the Springfield City Council approved a motion to initiate amendments to Chapter IV of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) to reflect the establishment of separate Urban Growth Boundaries for Eugene and Springfield stemming from the enactment of ORS 197.304, also known as HB 3337.

WHEREAS, Chapter IV of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) sets forth procedures for amendment of the Metro Plan, which for Springfield are implemented by provisions of Section 5.14-100 of the Springfield Development Code; and

WHEREAS, following an October 15, 2013 joint public hearing with the Eugene and Lane County Planning Commissions, the Springfield Planning Commission, voted to recommend amendments to Chapter IV of the Metro Plan amendments to the Springfield City Council; and

WHEREAS, the City Council conducted a joint public hearing on this amendment on November 4, 2013, with the Eugene City Council and the Lane County Board of Commissioners, and is now ready to take action based on the above recommendations and evidence and testimony already in the record as well as the evidence and testimony presented at the joint elected officials public hearing; and

WHEREAS, substantial evidence exists within the record demonstrating that the proposal meets the requirements of the Metro Plan, Springfield Development Code and applicable state and local law as described in the findings attached as Exhibit A, and which are adopted in support of this Ordinance.

NOW, THEREFORE, the Common Council of the City of Springfield does ordain as follows:

Section 1: Chapter IV of the Eugene-Springfield Metropolitan Area General Plan is now amended to read as follows:

Chapter IV
Metro Plan Review, Amendments, and Refinements

The *Metro Plan* is the long-range public policy document which establishes the broad framework upon which Eugene, Springfield, and Lane County make coordinated land use decisions. While the *Metro Plan* is the basic guiding land use policy document, it may require update or amendment in response to changes in the law or circumstances of importance to the community. Likewise, the *Metro Plan* may be augmented and implemented by more detailed plans and regulatory measures.

Goal

Ensure that the *Metro Plan* is responsive to the changing conditions, needs, and attitudes of the community.

Findings, Objectives, and Policies

Findings

1. If the *Metro Plan* is to maintain its effectiveness as a policy guide, it must be adaptable to the changing laws and the needs and circumstances of the community.
2. Between *Metro Plan* updates, changes to the *Metro Plan* may occur through Periodic Review and amendments initiated by the governing bodies and citizens.

3. Refinements to the *Metro Plan* may be necessary in certain geographical portions of the community where there is a great deal of development pressure or for certain special purposes.
4. Refinement plans augment and assist in the implementation of the *Metro Plan*.
5. Enactment of ORS 197.304 required each city to separately establish its own Urban Growth Boundary (UGB) and demonstrate that it has sufficient buildable lands to accommodate its estimated housing needs for twenty years.

Objectives

1. Maintain a schedule for monitoring, reviewing, and amending the *Metro Plan* so it will remain current and valid.
2. Maintain a current land use and parcel information base for monitoring and updating the *Metro Plan*.
3. Prepare refinement and functional plans that supplement the *Metro Plan*.

Policies

1. A special review, and if appropriate, *Metro Plan* amendment, shall be initiated if changes in the basic assumptions of the *Metro Plan* occur. An example would be a change in public demand for certain housing types that in turn may affect the overall inventory of residential land.
2. The regional land information database shall be maintained on a regular basis.
3. A proposed amendment to the *Metro Plan* shall be classified as a Type I, Type II or Type III amendment depending upon the number of governing bodies required to approve the decision.
4. A Type I amendment requires approval by the home city.
 - a. Type I Diagram Amendments include amendments to the *Metro Plan* Diagram for land inside the city limits.
 - b. Type I Text Amendments include:
 - i. Amendments that are non site specific and apply only to land inside the city limits of the home city;
 - ii. Site specific amendments that apply only to land inside the city limits of the home city;
 - iii. Amendments to a regional transportation system plan, or a regional public facilities plan, when only participation by the home city is required by the amendment provisions of those plans;
 - iv. The creation of new *Metro Plan* designations and the amendment of existing *Metro Plan* designation descriptions that apply only within the city limits of the home city.
5. A Type II Amendment requires approval by two governing bodies. The governing bodies in a Type II are the home city and Lane County. Eugene is the home city for amendments west of I-5, and Springfield is the home city for amendments east of I-5:
 - a. Type II Diagram Amendments include:

- i. Amendments to the *Metro Plan* Diagram for the area between a city limit and the Plan Boundary;
 - ii. A UGB or *Metro Plan* Boundary amendment east or west of I-5 that is not described as a Type I amendment.
 - b. Type II Text Amendments include:
 - i. Amendments that are non site specific and apply only to Lane County and one of the cities;
 - ii. Amendments that have a site specific application between a city limit of the home city and the Plan Boundary;
 - iii. Amendments to a jointly adopted regional transportation system plan, or a regional public facilities plan, when only participation by Lane County and one of the cities is required by the amendment provisions of those plans.
6. A Type III Amendment requires approval by all three governing bodies:
- a. Type III Diagram Amendments include:
 - i. Amendments of the Common UGB along I-5; and
 - ii. A UGB or *Metro Plan* Boundary change that crosses I-5.
 - b. Type III Text Amendments include:
 - i. Amendments that change a Fundamental Principle as set forth in Chapter II A. of the *Metro Plan*;
 - ii. Non site specific amendments that apply to all three jurisdictions;
 - iii. Amendments to a regional transportation system plan, or a regional public facilities plan, when the participation of all three governing bodies is required by the amendment provisions of those plans.
7. Initiation of *Metro Plan* amendments shall be as follows:
- a. A Type I amendment may be initiated by the home city at any time. A property owner may initiate an amendment for property they own at any time. Owner initiated amendments are subject to the limitations for such amendments set out in the development code of the home city.
 - b. A Type II amendment may be initiated by the home city or county at any time. A property owner may initiate an amendment for property they own at any time. Owner initiated amendments are subject to the limitations for such amendments set out in the development codes of the home city and Lane County.
 - c. A Type III amendment may be initiated by any one of the three governing bodies at any time.
 - d. Only a governing body may initiate a refinement plan, a functional plan, a special area study or Periodic Review or *Metro Plan* update.
 - e. *Metro Plan* updates shall be initiated no less frequently than during the state required Periodic Review of the *Metro Plan*, although any governing body may initiate an update of the *Metro Plan* at any time.

8. The approval process for *Metro Plan* amendments shall be as follows:
 - a. The initiating governing body of any Type I, II, or III *Metro Plan* amendment shall notify all governing bodies of the intended amendment and the Type of amendment proposed. If any governing body disagrees with the Type of the proposed amendment that governing body may refer the matter to the processes provided in 8(d) or (e) as appropriate.
 - b. When more than one governing body participates in the decision, the Planning Commissions of the bodies shall conduct a joint public hearing and forward that record and their recommendations to their respective elected officials. The elected officials shall also conduct a joint public hearing prior to making a final decision.
 - c. If all participating governing bodies reach a consensus to approve a proposed amendment, substantively identical ordinances effecting the changes shall be adopted. When an amendment is not approved, it may not be re-initiated, except by one of the three governing bodies, for one year.
 - d. A Type II amendment for which there is no consensus shall be referred to the Chair of the Lane County Board of Commissioners and the Mayor of the home city for further examination of the issue(s) in dispute and recommendation back to the governing bodies.
 - e. A Type III amendment for which there is no consensus shall be referred to the Chair of the Lane County Board of Commissioners and the Mayors of Eugene and Springfield for further examination of the issue(s) in dispute and recommendation back to the governing bodies.
 - f. Adopted or denied *Metro Plan* amendments may be appealed to the Oregon Land Use Board of Appeals (LUBA) or the Department of Land Conservation and Development (DLCD) according to applicable state law.
 - g. The three governing bodies shall develop jointly and adopt *Metro Plan* amendment application procedures.
 - h. Quasi-judicial *Metro Plan* amendments shall be decided within 120 days of initiation. Legislative *Metro Plan* amendments will be decided within 180 days of initiation.
 - i. A different process, time line, or both, than the processes and timelines specified in 8b. through 8h. above may be established by the governing bodies of Eugene, Springfield and Lane County for any government initiated *Metro Plan* amendment.
9. In addition to the update of the *Metro Plan*, refinement studies may be undertaken for individual geographical areas and special purpose or functional elements, as determined appropriate by each governing body.
10. All refinement and functional plans must be consistent with the *Metro Plan* and should inconsistencies occur, the *Metro Plan* is the prevailing policy document.
11. Local implementing ordinances shall provide a process for zoning lands in conformance with the *Metro Plan*.

Section 2: The findings set forth in attached Exhibit A are adopted as findings in support of this Ordinance.

Section 3: If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed separate, distinct and independent provision and such holding shall not affect the validity of the remaining portions thereof.

Section 4: Notwithstanding the effective date of ordinances as provided by Section 2.110 of the Springfield Municipal Code 1997, this ordinance shall become effective 30 days from the date of passage by the City Council and approval by the Mayor, or upon the date that date the Eugene City Council and the Lane County Board of Commissioners have adopted ordinances containing identical provisions to those described in Sections 1 of this Ordinance.

Adopted by the Common Council of the City of Springfield this ____ day of November, 2013 by a vote of ____ in favor and ____ against.

Approved by the Mayor of the City of Springfield this ____ day of November, 2013.

Mayor

ATTEST:

City Recorder

AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN TEXT, CHAPTER IV; ADOPTING A SEVERABILITY CLAUSE; AND PROVIDING AN EFFECTIVE DATE.

WHEREAS, on March 18, 2013, the Springfield City Council approved a motion to initiate amendments to Chapter IV of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) to reflect the establishment of separate Urban Growth Boundaries for Eugene and Springfield stemming from the enactment of ORS 197.304, also known as HB 3337.

WHEREAS, Chapter IV of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) sets forth procedures for amendment of the Metro Plan, which for Springfield are implemented by provisions of Section 5.14-100 of the Springfield Development Code; and

WHEREAS, following an October 15, 2013 joint public hearing with the Eugene and Lane County Planning Commissions, the Springfield Planning Commission, voted to recommend amendments to Chapter IV of the Metro Plan amendments to the Springfield City Council; and

WHEREAS, the City Council conducted a joint public hearing on this amendment on November 4, 2013, with the Eugene City Council and the Lane County Board of Commissioners, and is now ready to take action based on the above recommendations and evidence and testimony already in the record as well as the evidence and testimony presented at the joint elected officials public hearing; and

WHEREAS, substantial evidence exists within the record demonstrating that the proposal meets the requirements of the Metro Plan, Springfield Development Code and applicable state and local law as described in the findings attached as Exhibit A, and which are adopted in support of this Ordinance.

NOW, THEREFORE, the Common Council of the City of Springfield does ordain as follows:

Section 1: Chapter IV of the Eugene-Springfield Metropolitan Area General Plan is now amended to read as follows:

Chapter IV
Metro Plan Review, Amendments, and Refinements

The *Metro Plan* is the long-range public policy document which establishes the broad framework upon which Eugene, Springfield, and Lane County make coordinated land use decisions. While the *Metro Plan* is the basic guiding land use policy document, it may require update or amendment in response to changes in the law or circumstances of importance to the community. Likewise, the *Metro Plan* may be augmented and implemented by more detailed plans and regulatory measures.

Goal

Ensure that the *Metro Plan* is responsive to the changing conditions, needs, and attitudes of the community.

Findings, Objectives, and Policies

Findings

1. If the *Metro Plan* is to maintain its effectiveness as a policy guide, it must be adaptable to the changing laws and the needs and circumstances of the community.
2. Between *Metro Plan* updates, changes to the *Metro Plan* may occur through Periodic Review and amendments initiated by the governing bodies and citizens.

3. Refinements to the *Metro Plan* may be necessary in certain geographical portions of the community where there is a great deal of development pressure or for certain special purposes.
4. Refinement plans augment and assist in the implementation of the *Metro Plan*.
5. Enactment of ORS 197.304 required each city to separately establish its own Urban Growth Boundary (UGB) and demonstrate that it has sufficient buildable lands to accommodate its estimated housing needs for twenty years.

Objectives

1. Maintain a schedule for monitoring, reviewing, and amending the *Metro Plan* so it will remain current and valid.
2. Maintain a current land use and parcel information base for monitoring and updating the *Metro Plan*.
3. Prepare refinement and functional plans that supplement the *Metro Plan*.

Policies

1. A special review, and if appropriate, *Metro Plan* amendment, shall be initiated if changes in the basic assumptions of the *Metro Plan* occur. An example would be a change in public demand for certain housing types that in turn may affect the overall inventory of residential land.
2. The regional land information database shall be maintained on a regular basis.
3. A proposed amendment to the *Metro Plan* shall be classified as a Type I, Type II or Type III amendment depending upon the number of governing bodies required to approve the decision.
4. A Type I amendment requires approval by the home city.
 - a. Type I Diagram Amendments include amendments to the *Metro Plan* Diagram for land inside the city limits.
 - b. Type I Text Amendments include:
 - i. Amendments that are non site specific and apply only to land inside the city limits of the home city;
 - ii. Site specific amendments that apply only to land inside the city limits of the home city;
 - iii. Amendments to a regional transportation system plan, or a regional public facilities plan, when only participation by the home city is required by the amendment provisions of those plans;
 - iv. The creation of new *Metro Plan* designations and the amendment of existing *Metro Plan* designation descriptions that apply only within the city limits of the home city.
5. A Type II Amendment requires approval by two governing bodies. The governing bodies in a Type II are the home city and Lane County. Eugene is the home city for amendments west of I-5, and Springfield is the home city for amendments east of I-5:
 - a. Type II Diagram Amendments include:

- i. Amendments to the *Metro Plan* Diagram for the area between a city limit and the Plan Boundary;
 - ii. A UGB or *Metro Plan* Boundary amendment east or west of I-5 that is not described as a Type I amendment.
 - b. Type II Text Amendments include:
 - i. Amendments that are non site specific and apply only to Lane County and one of the cities;
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 - ii. A UGB or *Metro Plan* Boundary change that crosses I-5.
 - b. Type III Text Amendments include:
 - i. Amendments that change a Fundamental Principle as set forth in Chapter II A. of the *Metro Plan*;
 - ii. Non site specific amendments that apply to all three jurisdictions;
 - iii. Amendments to a regional transportation system plan, or a regional public facilities plan, when the participation of all three governing bodies is required by the amendment provisions of those plans.
7. Initiation of *Metro Plan* amendments shall be as follows:
- a. A Type I amendment may be initiated by the home city at any time. A property owner may initiate an amendment for property they own at any time. Owner initiated amendments are subject to the limitations for such amendments set out in the development code of the home city.
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 - c. A Type III amendment may be initiated by any one of the three governing bodies at any time.
 - d. Only a governing body may initiate a refinement plan, a functional plan, a special area study or Periodic Review or *Metro Plan* update.
 - e. *Metro Plan* updates shall be initiated no less frequently than during the state required Periodic Review of the *Metro Plan*, although any governing body may initiate an update of the *Metro Plan* at any time.

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 - a. The initiating governing body of any Type I, II, or III *Metro Plan* amendment shall notify all governing bodies of the intended amendment and the Type of amendment proposed. If any governing body disagrees with the Type of the proposed amendment that governing body may refer the matter to the processes provided in 8(d) or (e) as appropriate.
 - b. When more than one governing body participates in the decision, the Planning Commissions of the bodies shall conduct a joint public hearing and forward that record and their recommendations to their respective elected officials. The elected officials shall also conduct a joint public hearing prior to making a final decision.
 - c. If all participating governing bodies reach a consensus to approve a proposed amendment, substantively identical ordinances effecting the changes shall be adopted. When an amendment is not approved, it may not be re-initiated, except by one of the three governing bodies, for one year.
 - d. A Type II amendment for which there is no consensus shall be referred to the Chair of the Lane County Board of Commissioners and the Mayor of the home city for further examination of the issue(s) in dispute and recommendation back to the governing bodies.
 - e. A Type III amendment for which there is no consensus shall be referred to the Chair of the Lane County Board of Commissioners and the Mayors of Eugene and Springfield for further examination of the issue(s) in dispute and recommendation back to the governing bodies.
 - f. Adopted or denied *Metro Plan* amendments may be appealed to the Oregon Land Use Board of Appeals (LUBA) or the Department of Land Conservation and Development (DLCD) according to applicable state law.
 - g. The three governing bodies shall develop jointly and adopt *Metro Plan* amendment application procedures.
 - h. A different process, time line, or both, than the processes and timelines specified in 8b. through 8g. above may be established by the governing bodies of Eugene, Springfield and Lane County for any government initiated *Metro Plan* amendment.
9. In addition to the update of the *Metro Plan*, refinement studies may be undertaken for individual geographical areas and special purpose or functional elements, as determined appropriate by each governing body.
10. All refinement and functional plans must be consistent with the *Metro Plan* and should inconsistencies occur, the *Metro Plan* is the prevailing policy document.
11. Local implementing ordinances shall provide a process for zoning lands in conformance with the *Metro Plan*.

Section 2: The findings set forth in attached Exhibit A are adopted as findings in support of this Ordinance.

Section 3: If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed separate, distinct and independent provision and such holding shall not affect the validity of the remaining portions thereof.

Section 4: Notwithstanding the effective date of ordinances as provided by Section 2.110 of the Springfield Municipal Code 1997, this ordinance shall become effective 30 days from the date of passage by the City Council and approval by the Mayor, or upon the date that date the Eugene City Council and the Lane County Board of

Commissioners have adopted ordinances containing identical provisions to those described in Sections 1 of this Ordinance.

Adopted by the Common Council of the City of Springfield this ____ day of November, 2013 by a vote of ____ in favor and ____ against.

Approved by the Mayor of the City of Springfield this ____ day of November, 2013.

Mayor

ATTEST:

City Recorder

**Metro Plan Chapter IV Amendments
Staff Report and Findings
November 4, 2013**

Applicants: City of Springfield (initiated the amendment) City of Eugene Lane County	Local File Numbers: Springfield File No. TYP411-0001 Eugene File No. MA 13-3 Lane County File No. 509-PA13-05171
Request: To amend Chapter IV of the Eugene-Springfield Metropolitan Area General Plan (<i>Metro Plan</i>) to reflect the establishment of separate Urban Growth Boundaries as required by Oregon Revised Statute 197.304	ProcedureType: Type I <i>Metro Plan</i> Amendment
Attachments: Attachment 1: Proposed <i>Metro Plan</i> Chapter IV Amendments. Attachment 2: Chart Comparing Current and Proposed Standards for <i>Metro Plan</i> Chapter IV. Attachment 3: Recommendations of the Eugene, Springfield and Lane County Planning Commissions	

I. Executive Summary

The goal of *Metro Plan* Chapter IV (titled *Metro Plan* Review, Amendments and Refinements) is to “ensure that the *Metro Plan* is responsive to the changing conditions, needs, and attitudes of the community.” ORS 197.304 (HB 3337) required the establishment of separate Urban Growth Boundaries (UGBs) for Eugene and Springfield and was the impetus for the *Springfield 2030 Refinement Plan* and the *Envision Eugene* planning initiatives. As these planning efforts are readied for adoption, amendments to Chapter IV are necessary to make the *Metro Plan* consistent with the statute and to clarify which governing bodies will participate in decision making. The amendments to Chapter IV are intended to support a framework for needed planning collaboration among the jurisdictions while respecting the autonomy of each.

The most significant changes to Chapter IV of the *Metro Plan* are summarized below.

- Three types of *Metro Plan* amendments are established: Type I which may be enacted by the home city alone; Type II which requires the participation of the home city and Lane County; and Type III amendments requires the participation of all three jurisdictions. The current policy defines only two types of amendments. Under the amended Chapter IV, adoption of the Springfield 2030 Plan and other Springfield-specific amendments would be a Type I or Type II decision approved with the participation of the City alone or the City and Lane County.
- Currently, all three governing bodies must approve a site specific UGB or *Metro Plan* Boundary adjustments that cross the Willamette or McKenzie Rivers or that cross over a ridge into a new basin. The proposed amendments would instead require all three governing bodies approve only the amendments of the common UGB along I-5 and for UGB or *Metro Plan* Boundary amendments that cross I-5. The proposed amendments remove references to *Metro Plan* amendments with “regional impact.” Removal of the regional impact language does not impact similar language that is found in Chapter VI of the Eugene-Springfield Metropolitan Area Public

Facilities and Services Plan (*Public Facilities Plan*) which provides for multi-jurisdictional review of public facility projects which have a significant impact on water, stormwater, wastewater and electrical facilities serving more than one jurisdiction. Amendments to other functional plans and refinement plans will be subject to the amended Chapter IV processes unless those documents specify a different amendment process like that found in the *Public Facilities Plan*.

- When governing bodies do not reach consensus on a *Metro Plan* amendment, the current policy sends the matter to the Metropolitan Policy Committee (MPC). The proposed amendments would send unresolved decisions to the Chair of the Board of County Commissioners and one or both of the Mayors of Eugene and Springfield, depending on how many governing bodies are participating in the decision for further examination. The purpose of this proposed change to Ch IV is to provide a conflict resolution mechanism that is flexible enough to apply to different types of situations and specifically involves the appropriate decision makers.

The proposed amendments do not change the goal of Chapter IV, which is to ensure that the *Metro Plan* is responsive to the changing conditions, needs, and attitudes of the community. The proposed amendments refine the amendment process to reflect the existence of separate UGBs.

The Springfield Planning Commission conducted a joint public hearing on the Chapter IV amendments with Eugene and Lane County on October 15, 2013. Each of the Commissions voted to recommend approval of the amendments with certain recommended changes. These changes were incorporated in to the Proposed Chapter IV Amendments (Attachment 1). Staff notes, with respect to the recommendation to include timelines that: (1) there is no statutory timeline for comprehensive plan amendments; (2) a timeframe might unnecessarily restrict the process of the decision makers; and (3) there is really no enforcement mechanism for the existing timelines.

Eugene staff have not recommended the inclusion of such timelines and, accordingly, it will be necessary to reconcile the two ordinances before final action. The specific recommendations of each Commission are contained in the Staff Report and Findings (Attachment 4).

Conclusion and Recommendation of Staff

This report includes findings demonstrating conformance with the criteria for approving *Metro Plan* amendments found in Section 5.14-135(C) of the Springfield Development Code. Section 5.14-135 (C) states:

- “1. The amendment shall be consistent with the relevant Statewide planning goals adopted by the Land Conservation and Development Commission; and
2. Adoption of the amendment shall not make the *Metro Plan* internally inconsistent.”

The same criteria for approving a *Metro Plan* amendment are found in Eugene Code 9.7730(3) and Section 12.225(2) (a&b) of the Lane Code. Based on the findings of staff with respect to the approval criteria cited above, staff find the proposed text amendments to Chapter IV the *Metro Plan* to be consistent with these criteria and recommend approval of the amendment.

II. Procedural Requirements

Procedural requirements for *Metro Plan* amendments are described in Chapter IV. The amendment procedures are reflected in each jurisdiction's local land use codes. Sections 5.2-115, 5.4-135 and 5.4-140 of the Springfield Development Code, and sections 9.7700 through 9.7750 of the Eugene Code, and Lane Code Chapter 12.220 through 12.225 and 12.240 contain the amendment procedures and policies found in Chapter IV of the *Metro Plan*.

Findings:

Finding #1. Section 5.14-115 of the Springfield Development Code (SDC), Eugene Code (EC) 9.7700, and Lane Code 12.205 includes definitions of two types of amendments to the *Metro Plan*. Section 5.14-115 (B.) and EC 9.7700(1) describes a Type I amendment as one which includes changes to the urban growth boundary or the jurisdictional boundary of the plan, requires a goal exception not related to a UGB expansion, or is a non-site specific amendment of the Plan text. This proposal is a non-site specific text amendment to the *Metro Plan*. By the definition found in SDC Section 5.14-115, EC 9.7700(1) and Lane Code 12.205, this proposal is a Type I amendment.

Finding #2. SDC Section 5.14-120 (1) states that a Type I non-site specific text amendment to the *Metro Plan* may be initiated by any of the three governing bodies. This *Metro Plan* amendment was initiated by a motion of the Springfield City Council on March 18, 2013.

Finding #3. A Notice of Proposed Amendment was filed with the Oregon Department of Land Conservation and Development on August 30, 2013.

Finding #4. SDC 5.14-135, EC 9.7730(1) (b) and LC 12.225 (1) (a) (i) states that to become effective, "a non-site specific *Metro Plan* Type I amendment shall be approved by all three governing bodies."

Finding #5. A public hearing was scheduled before the Joint Planning Commissions of Eugene, Springfield and Lane County on October 15, 2013. The Joint Planning Commissions met on that date. No testimony was offered at the hearing. Each Commission voted to recommend that their respective elected bodies approve the Chapter IV amendments with some changes.

Finding #6. A public hearing was scheduled before the Joint Elected Officials of Eugene, Springfield and Lane County on November 4, 2013.

Finding #7. SDC Section 5.2-115 (B), EC 9.7745(3), LC 12.025(2) and LC 12.040(2) require that proposed land use actions be advertised in a newspaper of general circulation, providing information about the legislative action and the time, place and location of the hearing.

Finding #8. Notice of the public hearings concerning this matter was published on September 26, 2013 in the Register Guard, advertising hearing before the Joint Planning Commissions on October 15, 2013. A second notice was published in the Register Guard on October 17, 2013 advertising the November 4, 2013 public hearing with the Eugene and Springfield City Councils and the Lane County Board of Commissioners. The content of the notices followed the direction given in SDC Section 5.2-115 B, EC 9.7735(3), LC 12.025(2) and LC 12.040(2).

Finding #9. Information concerning the proposed amendments to the *Metro Plan* Chapter IV and the dates of the public hearings were posted on the City of Springfield and the City of Eugene websites. These web sites routinely include information about upcoming and continuing planning matters. Agenda notice and or agenda packets are routinely provided (primarily by e-mailed) to many interested parties who have asked for such notification by Eugene, Springfield and Lane County. Those notified include local media outlets and newspapers, local utilities, school districts and partner agencies, local state representatives, the Eugene and Springfield Chambers of Commerce, the Lane Homebuilders Association, as well as various neighborhood groups and leaders. In addition, staff made informal contact with 1000 Friends of Oregon and other local stakeholders who were thought to have an interest in the amendments.

Conclusion:

The procedural requirements described in SDC Sections 5.2-115, 5.4-135 and 5.4-140, EC 9.7745 and EC 9.7735(3) and LC 12.210 through LC 12.245 have been followed. Notice requirements established by DLCD for amending the Development Code have also been followed.

III. Decision Criteria and Findings

SDC Section 5.14-135 C, EC 9.7730(3) and LC 12.225 (2) describe the criteria to be used in approving an amendment to the *Metro Plan*. In reaching a decision, the Planning Commissions and the City Councils and County Commissioners must adopt findings which demonstrate that the proposal meets certain approval criteria. These criteria and findings are shown below.

Criterion #1 "The amendment must be consistent with the relevant statewide planning goals adopted by the Land Conservation and Development Commission."

Findings:

Goal 1 – Citizen Involvement. Goal 1 calls for "the opportunity for citizens to be involved in all phases of the planning process."

Finding #10. A public hearing was scheduled before the Joint Planning Commissions of Eugene, Springfield and Lane County on October 15, 2013. The Joint Planning Commissions met on that date. No testimony was offered at the hearing. Each Commission voted to recommend that their respective elected bodies approve the Chapter IV amendments with some changes. These changes were incorporated in to the Proposed Chapter IV Amendments (Attachment 1). Staff notes, with respect to the recommendation to include timelines that: (1) there is no statutory timeline for comprehensive plan amendments; (2) a timeframe might unnecessarily restrict the process of the decision makers; and (3) there is really no enforcement mechanism for the existing timelines. Eugene staff have not recommended the inclusion of such timelines and, accordingly, it will be necessary to reconcile the two ordinances before final action. The specific recommendations of each Commission are contained in the Staff Report and Findings (Attachment 4).

Finding #11. A public hearing was scheduled before the Joint Elected Officials of Eugene, Springfield and Lane County on November 4, 2013.

Finding #12. Notice of the public hearings concerning this matter was published on September 26, 2013 in the Register Guard, advertising hearing before the Joint Planning Commissions on October 15, 2013. A second notice was published in the Register Guard on October 17, 2013 advertising the November 4, 2013 public hearing with the Eugene and Springfield City Councils and the Lane County Board of Commissioners. The content of the notices followed the direction given in SDC Section 5.2-115 B, EC 9.7735(3), LC 12.025(2) and LC 12.040(2). Information concerning the proposed amendments to the *Metro Plan* Chapter IV and the dates of the public hearings were posted on the City of Springfield and the City of Eugene websites. These web sites routinely include information about upcoming and continuing planning matters. Agenda notice and or agenda packets are routinely provided (primarily by e-mailed) to many interested parties who have asked for such notification by Eugene, Springfield and Lane County. Those notified include local media outlets and newspapers, local utilities, school districts and partner agencies, local state representatives, the Eugene and Springfield Chambers of Commerce, the Lane Homebuilders Association, as well as various neighborhood groups and leaders. In addition, staff made informal contact with 1000 Friends of Oregon and other local stakeholders who were thought to have an interest in the amendments.

Goal 2 – Land Use Planning. Goal 2 outlines the basic procedures of Oregon's statewide planning program. It says that land use decisions are to be made in accordance with a comprehensive plan, and that suitable "implementation ordinances" to put the plan's policies into effect must be adopted.

Finding #13. Goal 2 requires that actions related to land use be consistent with acknowledged comprehensive plans of cities and counties. The Eugene-Springfield Metropolitan Area General Plan (*Metro Plan*) is the acknowledged comprehensive plan that guides land use planning in Springfield, Eugene and Lane County.

Finding #14. The goal of Chapter IV of the *Metro Plan* is to "Ensure that the *Metro Plan* is responsive to the changing conditions, needs, and attitudes."

Finding #15. ORS 197.304 (HB 3337) requires the establishment of separate Urban Growth Boundaries (UGBs) for Eugene and Springfield and was the impetus for the *Springfield 2030 Refinement Plan* and the *Envision Eugene* planning initiatives. As these planning efforts are readied for adoption, amendments to Chapter IV are needed to clarify which governing bodies will participate in decision making given the establishment of separate UGBs. The amendments to Chapter IV are intended to support a framework for needed planning collaboration among the jurisdictions while respecting the autonomy of each.

Finding #16. The proposed changes preserve the *Metro Plan* as the acknowledged comprehensive plan for the Eugene-Springfield area. The amendments Chapter IV implement changes stemming from ORS 197.304. The most significant changes to Chapter IV of the *Metro Plan* are summarized below.

- Three types of *Metro Plan* amendments are established: Type I which may be enacted by the home city alone; Type II which requires the participation of the home city and Lane County; and Type III amendments requires the participation of all three jurisdictions. The current policy defines only two types of amendments. Under the amended Chapter IV, adoption of the Springfield 2030 Plan and other Springfield-specific amendments would be a Type II decision approved with the participation of the City and Lane County.
- Currently, all three governing bodies must approve a site specific UGB or *Metro Plan* Boundary adjustments that cross the Willamette or McKenzie Rivers or that cross over a ridge into a new

basin. The proposed amendments would instead require all three governing bodies approve amendments of the common UGB along I-5 and for UGB or *Metro Plan* Boundary changes that cross I-5.

- The proposed amendments remove references to *Metro Plan* amendments with “regional impact.” Removal of the regional impact language does not change similar language that is found in Chapter VI of the Eugene-Springfield Metropolitan Area Public Facilities and Services Plan (PFSP) which provides for multi-jurisdictional review of public facility projects which have a significant impact on water, stormwater, wastewater and electrical facilities serving more than one jurisdiction. Amendments to other functional plans and refinement plans will be subject to the amended Chapter IV processes unless those documents specify a different amendment process like that found in the *Public Facilities Plan*.
- When governing bodies do not reach consensus on a *Metro Plan* amendment, the current policy sends the matter to the Metropolitan Policy Committee (MPC). The proposed amendments would send unresolved decisions to the Chair of the Board of County Commissioners and one or both of the Mayors of Eugene and Springfield, depending on how many governing bodies are participating in the decision.

The proposed amendments do not change the goal of Chapter IV, which is to ensure that the *Metro Plan* is responsive to the changing conditions, needs, and attitudes of the community. The proposed amendments refine the amendment process to reflect the existence of separate UGBs.

Goal 3 – Agricultural Land. Goal 3 defines "agricultural lands." It then requires counties to inventory such lands and to "preserve and maintain" them through farm zoning.

Finding #17. This goal generally does not apply within adopted, acknowledged urban growth boundaries. The *Metro Plan* Diagram describes an Agriculture designation (*Metro Plan* II-G-9). The amendments do not change *Metro Plan* policies concerning the Agriculture designation. The amendments do not change the policies or standards regulating Eugene’s Agricultural Zone (EC 9.2000) or Lane County’s Exclusive Farm Use Zone (LC 16.212) within the *Metro Plan* Boundary. The City of Springfield does not have an agricultural zoning district.

Finding #18. The Environmental Resources Element includes policies addressing the use and preservation of agricultural lands (*Metro Plan* III-C-3). The proposed Chapter IV amendments do not change these policies.

Goal 4 – Forest Land. This goal defines forest lands and requires counties to inventory them and adopt policies and ordinances that will "conserve forest lands for forest uses."

Finding #19. This goal does not generally apply within adopted, acknowledged urban growth boundaries. The *Metro Plan* Diagram describes a Forest Lands designation. The proposed amendments do not change *Metro Plan* policies concerning the Forest lands designation. Neither Springfield nor Eugene has a forest zoning district. Lane County has Impacted and Non-Impacted Forest Zones (LC 16.211, LC 16.211). The proposed Chapter IV amendments do not change the County policies or standards governing these districts.

Finding #20. The Environmental Resources Element includes policies addressing the use and preservation of forest lands (*Metro Plan* III-C-5). The proposed Chapter IV amendments do not change these policies.

Goal 5 – Open Spaces, Scenic and Historic Areas, and Natural Resources. Goal 5 covers more than a dozen natural and cultural resources such as wildlife habitats and wetlands. It establishes a process for each resource to be inventoried and evaluated.

Finding #21. The *Metro Plan* Environmental Resources and Historic Preservation Elements contain policies (*Metro Plan* pgs. III-C-3, III-I-2) addressing Goal 5 resource protection. Eugene and Springfield have policies regulating the inventory and protection of Goal 5 resources in their respective development codes. The proposed Chapter IV amendments do not change the resource policies or protections found in the *Metro Plan* or in the Eugene and Springfield development codes.

Finding #22. OAR 660-023-0250 (3) narrows the applicability of Statewide Planning Goal 5 to comprehensive plan amendments (PAPA):

(3) Local governments are not required to apply Goal 5 in consideration of a PAPA unless the PAPA affects a Goal 5 resource. For purposes of this section, a PAPA would affect a Goal 5 resource only if:

- (a) The PAPA creates or amends a resource list or a portion of an acknowledged plan or land use regulation adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5;
- (b) The PAPA allows new uses that could be conflicting uses with a particular significant Goal 5 resource site on an acknowledged resource list; or
- (c) The PAPA amends an acknowledged UGB and factual information is submitted demonstrating that a resource site, or the impact areas of such a site, is included in the amended UGB area.

Subsections (a) through (c) above are not applicable to this request as the proposed Chapter IV amendments do not create or amend a list of Goal 5 resources, do not amend a plan or code provision adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5, do not allow new uses that conflict with Goal 5 and do not amend the acknowledged Urban Growth Boundary. Based on OAR 660-023-0250, Goal 5 is not applicable to the proposed amendments.

Goal 6 – Air, Water and Land Resources Quality. This goal requires local comprehensive plans and implementing measures to be consistent with state and federal regulations on matters such as groundwater pollution.

Finding #23. The *Metro Plan* Environmental Resources Element (*Metro Plan* pg. III-C-14) contains policies addressing air, water and land resources quality. The proposed amendment to Chapter IV will not alter the metropolitan area's air, water quality or land resource policies. Eugene and Springfield have regulatory standards that protect air, water and land resources in their respective development codes. The proposed amendments do not change these standards.

Goal 7 – Areas Subject to Natural Disasters and Hazards. Goal 7 deals with development in places subject to natural hazards such as floods or landslides. It requires that jurisdictions apply "appropriate safeguards" (floodplain zoning, for example) when planning for development there.

Finding #24. The *Metro Plan* Environmental Resources Element contains policies addressing natural hazards (*Metro Plan* pg. III-C-15). The proposed Chapter IV amendments do not change these policies. All known sites within Eugene and Springfield that are subject to these hazards (floodplain, erosion, landslides, earthquakes, and weak foundation soils) are inventoried through a variety of sources. The proposed *Metro Plan* text amendment does not remove or exempt compliance with Code standards that apply to development within these hazard areas.

Goal 8 – Recreational Needs. This goal calls for each community to evaluate its areas and facilities for recreation and develop plans to deal with the projected demand for them.

Finding #25. The *Metro Plan* Park and Recreation Facilities Element contains policies addressing recreational needs (*Metro Plan* pg. III-H-4). The proposed Chapter IV amendments do not change these policies.

Finding #26. Parks and recreation facilities and programs are administered by park and recreation agencies in Eugene and Lane County and by two park and recreation districts (River Road Park and Recreation District and Willamalane Park and Recreation District). Willamalane serves the greater Springfield area. River Road serves the River Road neighborhood in the North Eugene. These amendments do not affect either city's provisions for recreation areas, facilities or recreational opportunities.

Goal 9 – Economic Development. Goal 9 calls for diversification and improvement of the economy. It asks communities to inventory commercial and industrial lands, project future needs for such lands, and plan and zone enough land to meet those needs.

Finding #27. The *Metro Plan* Economic Element contains policies (*Metro Plan* pg. III-B-4) addressing economic development. Eugene, Springfield and Lane County adopted the *Metropolitan Industrial Lands Inventory Report* and *Metropolitan Industrial Lands Policy Report* in 1993. These reports provided the jurisdictions with a database and policy recommendations needed to plan for an adequate and appropriate supply of industrial land. The proposed Chapter IV amendment does not change these policies.

Finding #28. The Administrative Rule for Statewide Planning Goal 9 (OAR 660, Division 9) requires cities to evaluate the supply and demand of commercial land relative to community economic objectives. The Eugene Commercial Land Study (October 1992) was adopted by the City of Eugene as a refinement of the *Metro Plan*, and complies with the requirements of Goal 9 and its Administrative Rule. The Springfield Commercial Lands Study was adopted in February 2000 as a policy document to guide the provision of commercial land within its planning jurisdiction. The amendments do not impact the supply of industrial or commercial lands. Therefore, the amendments are consistent with Statewide Planning Goal 9.

Goal 10 – Housing. This goal specifies that each city must plan for and accommodate needed housing types, such as multifamily and manufactured housing.

Finding #29. The *Metro Plan* Residential Land Use and Housing Element addresses the housing needs of current and future residents of the metropolitan area. The Element includes a projection of housing need based on a coordinated population projection and policies (*Metro Plan* pg. III-A-7) aimed at meeting the calculated need. The proposed Chapter IV amendments will not reduce available housing capacity and will not impact needed housing.

Lane County has adopted a coordinated population projection for the Eugene and Springfield through the year 2030. Projections of needed housing are based in part of this projection. Goal 10 requires that communities plan for and maintain an inventory of buildable residential land for needed housing units. The proposed amendments do not impact the supply or availability of residential lands included in the documented supply of “buildable land” that is available for residential development as inventoried in the acknowledged 1999 Residential Lands Study. Therefore, the amendments are consistent with Statewide Planning Goal 9.

Goal 11 – Public Facilities and Services. Goal 11 calls for efficient planning of public services such as sewers, water, law enforcement, and fire protection.

Finding #30. The Eugene-Springfield Metropolitan Public Services and Facilities Plan (PFSP) is a refinement plan of the *Metro Plan* that guides the provision of public infrastructure, including water, sewer, storm water management, and electricity. The proposed Chapter IV amendments do not affect either city’s provision of public facilities and services.

Goal 12 – Transportation. The goal aims to provide "a safe, convenient and economic transportation system."

TransPlan (2002) is Eugene-Springfield’s local Transportation System Plan and is a functional plan of the *Metro Plan*. TransPlan provides policies addressing transportation facilities and policies for the Eugene-Springfield Metropolitan Area. The Transportation Planning Rule (OAR 660-012-0060) contains the following requirement:

(1) If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:

(a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);

(b) Change standards implementing a functional classification system; or

(c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.

The proposed amendments do not change the functional classification of an existing or planned transportation facility, do not change the standards implementing a functional classification, do not allow types or levels of land uses which would result in levels of travel or access which are inconsistent with the functional classification of a transportation facility and will not reduce the performance standards of a facility below the minimal acceptable level identified in the TSP. The level of development currently permitted through existing code and zoning regulations will remain the same as a result of this amendment. Therefore, the amendments are consistent with Statewide Planning Goal 12.

Goal 13 – Energy Conservation. Goal 13 declares that "land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles."

Finding #31. The *Metro Plan* Energy Element deals with the conservation and efficient use of energy in the metropolitan area and is meant to provide a long-range guide to energy-related decisions concerning physical development and land uses. The Element contains policies (*Metro Plan* pg. III-J-3) which support Goal 13. The proposed *Metro Plan* Chapter IV text amendments do not change these policies and will not have a direct impact on efforts to conserve energy.

Goal 14 – Urbanization. This goal requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs.

Finding #32. The *Metro Plan* "Fundamental Principles and Growth Management Policy" contains growth management and urbanization sections (Sections C and E, pgs. II-C-3 and II-E-1). The proposed Chapter IV amendments do not change the policies contained in these sections.

Goal 15 – Willamette River Greenway. Goal 15 sets forth procedures for administering the 300 miles of greenway that protects the Willamette River.

Finding #33. The *Metro Plan* Willamette River Greenway, River Corridors and Waterways Element includes policies for administering the Willamette River corridor as it passes through the Eugene-Springfield area. The proposed Chapter IV amendments do not change these policies.

Goals 16 through 19 – Estuarine Resources, Coastal Shorelands, Beaches and Dunes, and Ocean Resources.

Finding #34. There are no coastal, ocean, estuarine, or beach and dune resources within the Eugene or Springfield Urban Growth Boundaries or the *Metro Plan* Boundary. These goals do not apply to this proposal.

Conclusion: The proposed amendments to Chapter IV of the *Metro Plan* are consistent with the statewide planning goals adopted by the Land Conservation and Development Commission.

Criterion #2. "Adoption of the amendment must not make the Metro Plan internally inconsistent."

Findings:

Finding #35. The Introduction to the *Metro Plan* (*Metro Plan* pg. I-3) states that “Chapter IV of the *Metro Plan* establishes the procedures for ensuring that the *Metro Plan* retains its applicability to changing circumstances in the community. It includes procedures and time schedules for reviewing and updating the *Metro Plan*, provides procedures for amending it and resolving conflicts, and recognizes that refinement will be necessary where conflicts exist.”

Finding #36. *Metro Plan* Chapter II, “Fundamental Principles and Growth Management Policy Framework, lists various Metropolitan Goals. The goal for *Metro Plan* Review, Amendments, and Refinements states: “Ensure that the *Metro Plan* is responsive to the changing conditions, needs, and attitudes of the community (*Metro Plan* pg. II-B-3).

Finding #37. The proposed amendments support the goal of Chapter IV, which is to ensure that the *Metro Plan* is responsive to change in the community. The proposed amendments to Chapter IV modify the procedures by which amendments to the *Metro Plan* are processed.

Conclusion: The proposed *Metro Plan* text amendments do not make the *Metro Plan* internally inconsistent.

V. Conclusion and Recommendation of Staff

Based on the findings of staff with respect to the criteria defined in Section 5.14-135 C of the Springfield Development Code and EC 9.7730(3) Lane Code 12.225 (2) for approving a *Metro Plan* amendment; staff find the proposed text amendment to Chapter IV of the *Metro Plan* to be consistent with these criteria and recommend approval of the amendment.

VI. Attachments

Attachment 1: Proposed *Metro Plan* Chapter IV Amendments.

(Attachment 1 to the Agenda Item Summary, November 4, 2013)

Attachment 2: Chart Comparing Current and Proposed Standards for *Metro Plan* Chapter IV.

(Attachment 2 to the Agenda Item Summary, November 4, 2013)

Attachment 3: Recommendations of the Eugene, Springfield and Lane County Planning Commissions

Attachment 1
Proposed *Metro Plan* Chapter IV Amendments
(Attachment 1 to the Agenda Item Summary, November 4, 2013)

Attachment 2

Chart Comparing Current and Proposed Standards for *Metro Plan* Chapter IV
(Attachment 2 to the Agenda Item Summary, November 4, 2013)

Recommendations of the Eugene, Springfield and Lane County Planning Commissions

The Planning Commissions for Eugene, Springfield and Lane County met jointly on October 15 in work session and then conducted a public hearing to consider the proposed Metro Plan Chapter IV amendments. The Planning Commissions deliberated separately and each voted on the proposed amendments. Eugene, Springfield and Lane County each voted to recommend that their elected officials approve the Metro Plan Chapter IV amendments with changes. Each Commission listed their recommended changes separately. While the Commissions deliberated separately, many of the recommendations overlapped in content with the other bodies. Staff has integrated the recommended changes into the Proposed Metro Plan Amendments (Attachment 1). Shown below are the specific recommendations provided by each of the Planning Commissions.

Eugene Planning Commission

The Eugene Planning Commission voted 7-0 to recommend to the Eugene City Council the adoption of the proposed Amendments to the Metro Plan Chapter IV with the following changes:

- At 7a, add "by **any one of** the three governing bodies..."
- At 7b and 7c, Staff to correct wording to clarify.
- At 7e, change wording to "Metro Plan, although ~~the~~ **any** governing ~~bodies~~ **body** may initiate..."
- At 8, add wording that timelines in Type I and Type II amendments be established, at one to two years, and all participating governing bodies must agree to any extension. *(Passed 4-3 in concept and 5-2 as worded. The 4-3 vote reflects reluctance by 3 commissioners to have any timelines.)*
- At 8 generally, add a requirement that in all proposed Metro Plan Amendments, the governing body or bodies initiating an amendment shall notify all other governing bodies of the intended amendment and Type of amendment proposed. In the event there is not consensus regarding such Type determination, the same referral process outlined in 8c through 8e shall be undertaken.
- At 11, change wording to "Refinement plans ~~developed~~ **adopted** by one..."
- **General:** recommend changing Type I to mean only requiring one governing body Type II, two governing bodies and Type III all three governing bodies.

Lane County Planning Commission

The Lane County Planning Commission recommended Approval of Ordinance No. PA 1300 with the following changes:

- Modify Policy 7 (a) "A Type I amendment may be initiated by **any of** the three governing bodies.
- Modify Policy 7 (e) "Metro Plan updates shall be initiated no less frequently than during the state required Periodic Review of the Metro Plan, although **any of** the governing bodies may initiate an update of the Metro Plan.
- Replace policy 11 with new notification language something like this: "The initiating body of any Type 1, II, or III metro plan amendment shall send notice to the other two governing bodies."
- Add more detail to the findings (10, 11, and 12) associated with Criterion #1, Goal 1 Citizen Involvement.

Springfield Planning Commission

Ms. Bean, seconded, by Ms. Sallady, moved that the Springfield Planning Commission recommend to the City Council that the City Council approve with the following specific recommendations:

- Keep some form of a timeline for the process in place
- Revisit the conflict resolution to include not only the Mayor and the Chair of the BCC, or a designee by the Mayor and Chair of the BCC; or, that they as a body, vote on who to send to resolve the conflict.

**Before the Planning Commission
Of the
City of Springfield**

METRO PLAN CHAPTER IV AMENDMENTS

**] RECOMMENDATION TO THE
] CITY COUNCIL**

NATURE OF THE APPLICATION

This proposal amends *Metro Plan* Chapter IV to make it consistent with ORS 197.304 (HB 3337) and to clarify which governing bodies will participate in decision making. The amendments to Chapter IV are intended to support a framework for needed planning collaboration among the jurisdictions while respecting the autonomy of each.

1. On March 18, 2013, the Springfield City Council initiated the proposed *Metro Plan* amendment in accordance with Section 5.14-120 (1) of the Springfield Development Code (SDC).
2. Notice of the public hearing concerning this matter was published on Thursday, September 26, 2013 in the Eugene Register Guard, advertising a joint hearing before the Eugene, Springfield and Lane County Planning Commissions on October 15, 2013. The content of the notice followed the direction given in Section 5.2-115 of the SDC for legislative actions.
3. On October 15, 2013, a public hearing concerning the proposed amendments to Chapter IV of the *Metro Plan* was held before the City of Springfield Planning Commission in conjunction with the Eugene and Lane County Commissions. The Staff Report and recommendation together with the testimony and submittals of the persons testifying at the hearing have been entered in the public record and have been considered during this proceeding.

CONCLUSION

On the basis of this record, the proposed amendments to Chapter IV of the *Metro Plan*, as submitted, are consistent with the approval criteria found in SDC Section 5.14-135 C. This general finding is supported by the specific findings of fact and conclusions in the attached Staff Report and Findings.

RECOMMENDATION

The Planning Commission hereby recommends to the City Council to approve the request as recommended herein at their October 15, 2013 meeting.

ATTEST:



Planning Commission Chairperson

AYES: 6
NOES: 0
ABSTAIN: 0

AGENDA ITEM SUMMARY

Meeting Date: 11/4/2013
Meeting Type: Regular Meeting
Staff Contact/Dept.: Mark Metzger/DPW
Staff Phone No: 541-726-3775
Estimated Time: 5 Minutes
Council Goals: Mandate

**SPRINGFIELD
CITY COUNCIL**

ITEM TITLE: 2012 WILLAMALANE PARK AND RECREATION COMPREHENSIVE PLAN

ACTION REQUESTED: Conduct a second reading and adopt AN ORDINANCE ADOPTING THE 2012 WILLAMALANE PARK AND RECREATION COMPREHENSIVE PLAN AS A REFINEMENT PLAN OF THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN (METRO PLAN) FOR APPLICATION WITHIN THE AREA OF PLANNING JURISDICTION OF THE CITY OF SPRINGFIELD AND ADOPTING A SEVERABILITY CLAUSE

ISSUE STATEMENT: The City of Springfield relies on Willamalane Park and Recreation District for park and recreation planning under Statewide Planning Goal 8—Recreational Needs. The 2004 Willamalane Comprehensive Plan is a refinement plan of the Metro Plan. The 2012 Plan is intended to update and replace the 2004 Willamalane Comprehensive Plan. This proposal is being processed as a refinement plan amendment.

ATTACHMENTS: Attachment 1: Staff Report
Attachment 2: 2012 Willamalane Park and Recreation Comprehensive Plan
Attachment 3: Comprehensive Plan Appendices (Community Needs Assessment)
Attachment 4: Planning Commission Recommendation
Attachment 5: Adopting Ordinance

DISCUSSION: The Council conducted a public hearing on October 17, 2013. No testimony was received in opposition to the proposed plan.

The Planning Commission reviewed the proposed 2012 Willamalane Comprehensive Plan on July 16, 2013, voting unanimously to recommend Council approval of the plan. The Commission recommendation is enclosed as Attachment 4.

Staff has evaluated the proposed 2012 Plan against the approval criteria for refinement plan amendments found in Section 5.6-115 of the Springfield Development Code. The attached staff report (Attachment 1) contains findings which provided the Planning Commission a substantive base for recommending Council approval of the Plan.



Staff Report

Refinement Plan Amendment- Type IV

2012 Willamalane Park and Recreation Comprehensive Plan

Project Name: 2012 Willamalane Park and Recreation Comprehensive Plan

Project Proposal: To adopt the 2012 Willamalane Park and Recreation Comprehensive Plan (2012 Plan) which amends the 2004 Comprehensive Plan. The 2012 Plan includes a new Community Needs Assessment and makes extensive changes to the “Strategies and Actions” and the “Capital Improvement Program” sections of the 2004 Plan.

Case Number: TYP413-00003

Application Submitted Date: June 4, 2013

DLCD Notification Date: June 4, 2013

Referral Notice to the City of Eugene: June 4, 2013

Joint Springfield and Lane County Planning Commission Hearing: July 16, 2013

Joint City Council and Board of County Commissioners Hearing: October 17, 2013

I. EXECUTIVE SUMMARY

In 2004 the City Council and Lane County Board of Commissioners adopted the Willamalane Park and Recreation Comprehensive Plan (2004 Plan). The 2004 Plan is a refinement plan of the Eugene-Springfield Metropolitan General Plan (Metro Plan). It details the park and recreation needs of the greater Springfield community and describes programs and facilities that Willamalane has developed or is developing to meet those needs. Like other planning documents, the 2004 Plan is intended to be periodically updated. These updates and the revisions they contain are processed as refinement plan amendments. This proposal is to update the 2004 Plan by adoption of the Willamalane 2012 Park and Recreation Comprehensive Plan (2012 Plan).

Planning for the 2012 Plan started in June 2010 with the initiation of a new Community Needs Assessment (CNA). The CNA was used as the basis for crafting the first draft of the 2012 Plan. Through the month of September 2012, Willamalane presented the draft 2012 Plan to the Springfield Planning Commission, the Springfield City Council, the Lane County Planning Commission and the Lane County Board of Commissioners for review and comment. The 2012 Plan was also presented to the Springfield School District and to the general public for comment.

After gathering input from the community, Willamalane staff finalized its revisions to the 2012 Plan and presented these to the Willamalane Park and Recreation District Board of Directors for adoption. The 2012 Plan was formally adopted on October 10, 2012 by the Willamalane Board.

The 2012 Plan includes updates to each element of the 2004 Plan, but perhaps most significant are the changes to the Strategies and Actions and Capital Improvement Program sections. These changes include:

- The removal of certain projects (mainly those that have been completed since 2004)
- The addition of projects (primarily based on the Community Needs Assessment findings, but also from city refinement plans, district site master plans and new opportunities)
- The revision of existing projects (from a variety of input)

Section 5.6-115 of the Springfield Development Code (SDC) provides the criteria for approving refinement plan amendments. The section states:

“In reaching a decision on these actions [Refinement Plan Amendments], the Planning Commission and the City Council shall adopt findings which demonstrate conformance to the following:

- A. The Metro Plan;
- B. Applicable State statutes; and
- C. Applicable Statewide Planning Goals and Administrative Rules.”

Staff has evaluated the proposed 2012 Plan and has prepared a report that contains findings which address the requisite approval criteria described above. These findings provide a basis for concluding that the adoption of the Willamalane 2012 Park and Recreation Comprehensive Plan to replace the 2004 Park and Recreation Comprehensive Plan, meets the approval criteria found in SDC Section 5.6-115.

II. BACKGROUND

In 2004 the City Council and Lane County Board of Commissioners adopted the Willamalane 2004 Park and Recreation Comprehensive Plan (2004 Plan). The 2004 Plan is a refinement plan of the Eugene-Springfield Metropolitan General Plan (Metro Plan) that details the park and recreation needs of the greater Springfield area and describes programs and facilities that the District proposed to develop to meet those needs. In the past eight years, Willamalane has worked to implement the 2004 Plan's strategies and actions. Highlights of these efforts include:

- Renovation of the EWEB bike path
- A large playground, picnic area and dog park at Lively Park
- A new community recreation center (Willamalane Center) to replace the Memorial Building
- Three new neighborhood parks (Rob Adams, Jasper Meadows and Volunteer)
- A sports park with artificial turf soccer fields
- A new playground at Willamalane Park
- A new walking and bicycle path along the Middle Fork of the Willamette River (under construction)

The 2004 Plan, like other Metro Plan documents, is intended to be periodically updated. Since its adoption, the Springfield area has experienced significant changes, and Willamalane has developed the 2012 Plan better meet the needs and desires of the community. Chapter 1 of the 2012 Plan summarizes the process steps used in its preparation and review.

The Planning Process

The planning process included three phases (Figure 1):

- Determining needs;
- Developing the plan; and
- Adopting the plan.

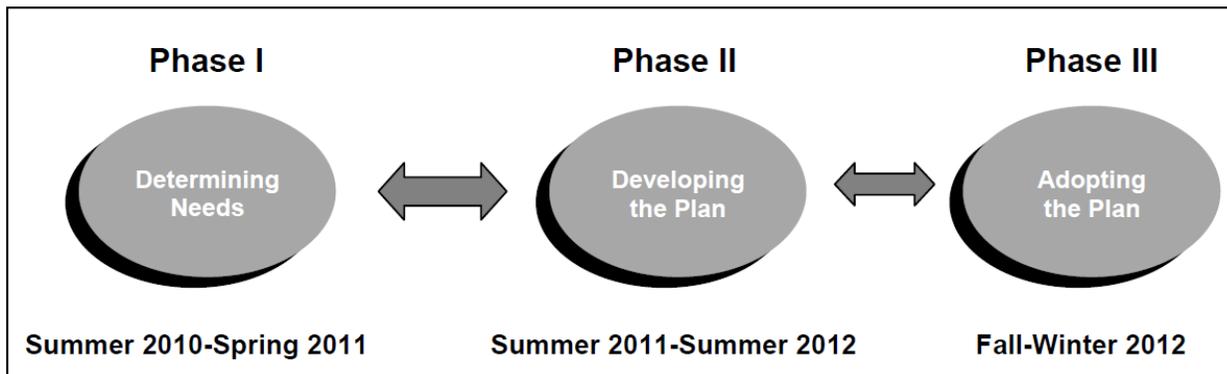


Figure 1: Comprehensive Planning Process (2012 Plan pg. 2)

Phase I: Determining the Needs

Willamalane conducted and completed the **Community Needs Assessment (CNA)** portion of the Comprehensive Plan update between June 2010 and March 2011. The CNA was presented to the Springfield Planning Commission for review and discussion on June 7, 2011. The City Council and Lane County Board of Commissioners reviewed the assessment on June 13, 2011 and June 22, 2011 respectively.

The CNA identified what the community needs and wants in terms of parks, natural areas, recreation facilities and programs. The report synthesized the results of:

- Community involvement activities
- Park and facility analysis
- Recreation services analysis
- Management and operations analysis.

The web link below opens the Community Needs Assessment document which is contained in Appendix A to the Comprehensive Plan.

▶ [Download the Comprehensive Plan Appendices](#)

Phase II: Developing the Plan

In the second phase of the planning process, strategies and actions were developed for acquiring, developing, improving and managing parks, natural areas, walking and biking trails, recreation facilities, and program opportunities in Willamalane's planning area over the next 20 years. These strategies and actions are based on Community Needs Assessment results, the 2004 Park and Recreation Comprehensive Plan implementation, and additional public input from a variety of stakeholders, including Willamalane staff and Board of Directors, City of Springfield, Lane County and Springfield Public Schools.

A Capital Improvement Plan was then developed by prioritizing the proposed capital improvement projects. Two 10-year funded phases and a third unfunded project list are proposed, as well as cost estimates and a financing strategy. Staff then analyzed the potential operational costs of implementing the capital projects identified in the Capital Improvement Plan.

After a public open house to review draft recommendations and priorities, as well as additional input opportunities at Springfield SummerFair, the Draft 2012 Plan was developed for committee, staff and community review.

Phase III: Adopting the Plan

Community Review and Comment

On June 14, 2012, Willamalane held an open house for the public to review the work to date on the Draft 2012 Plan. Approximately 100 people attended, and 64 questionnaires were completed.

The Willamalane Board of Directors reviewed the Draft 2012 Plan on July 25, 2012. Staff received additional input from project partners and the City of Springfield and Lane County in September 2012 and made final changes to the plan.

Formal Adoption

The Willamalane Board of Directors formally adopted the 2012 Park and Recreation Comprehensive Plan on Oct. 10, 2012. It is now proposed for adoption as a Refinement Plan to the Eugene-Springfield Metropolitan Area General Plan by City of Springfield and Lane County.

The web link below opens the 2012 Plan

▶ [Download the 2012 Park and Recreation Comprehensive Plan](#)

III. FINDINGS

Procedural Requirements

The *Metro Plan* describes itself as a framework plan that is intended to be supplemented by more detailed refinement plans, programs, and policies. (Metro Plan pg. I-6)

Refinements to the *Metro Plan* can include: (a) city-wide comprehensive policy documents, such as the 1984 Eugene Community Goals and Policies; (b) functional plans and policies addressing single subjects throughout the area, such as the 2001 *Eugene-Springfield Public Facilities and Services Plan (Public*

Facilities and Services Plan) and 2001 *TransPlan*; and (c) neighborhood plans or special area studies that address those issues that are unique to a specific geographical area (Metro Plan pg. I-6).

The 2012 Willamalane Park and Recreation Comprehensive Plan is a single subject plan that is a type of refinement of the Metro Plan. The procedural requirements for adopting a refinement plan are described in SDC Sections 5.6-100 and 5.1-140.

Section 5.6-105 of the Springfield Development Code (SDC) indicates that the Planning Director, Planning Commission, City Council or a resident of the City can initiate adoption proceedings. Such refinement plans are reviewed under a "Type IV" procedure (Section 5.6-110) and require public hearings before the Planning Commission and the City Council. Type IV procedures are detailed in Section 5.1-140 of the SDC. The proposed refinement plan adoption was initiated by the Director on June 4, 2013.

SDC Section 5.2-110 (B) requires that legislative land use decisions be advertised in a newspaper of general circulation, providing information about the legislative action and the time, place and location of the hearing.

The Director shall also mail notice to the Department of Land Conservation and Development as specified in OAR 660-18-0020.

Findings:

- #1. The City of Springfield initiated adoption proceedings on June 4, 2013 for the 2012 Willamalane Park and Recreation Comprehensive Plan. The Comprehensive Plan is not site-specific and falls under the definition of a legislative action.
- #2. A "DLCD Notice Proposed Amendment" was e-mailed with mailed copies following to the Oregon Department of Land Conservation and Development (DLCD) on June 4, 2013 alerting the agency to the City's intent to amend SDC Section 4.3-145. The notice was mailed more than 35 days in advance of the first evidentiary hearing as required by ORS 197.610 (1).
- #3. Notice of the public hearing concerning this matter was published on Monday, June 24, 2013 in the Eugene Register Guard, advertising a joint hearing before the Springfield and Lane County Planning Commissions on July 16, 2013. A second publication was made on September 26, 2013, announcing a hearing before the Springfield City Council and the Lane County Board of Commissioners on October 17, 2013. The content of the notices followed the direction given in Section 5.2-115 of the SDC for legislative actions.
- #4. ORS 197.047(4) requires the local government to mail a notice to every landowner whose property would be "rezoned" as a result of an amendment to planning policies that would limit or prohibit land uses previously allowed in the affected zone. No properties will be rezoned by the proposed adoption of the Comprehensive Plan.

- #5. The 2012 Willamalane Park and Recreation Comprehensive Plan does not change the allowed uses on properties within Springfield’s planning jurisdiction. Mailed notice to landowners is therefore not required under the provisions of ORS 197.047(4).
- #6. On July 16, 2013, the Planning Commissions for the City of Springfield and Lane County conducted a joint public hearing concerning the proposed 2012 Comprehensive Plan. No testimony was offered in opposition to the Plan. The Springfield Planning Commission voted unanimously to recommend Council of the Plan.

CRITERIA OF APPROVAL

The 2012 Willamalane Park and Recreation Comprehensive Plan (Comp Plan) is a refinement plan of the Metro Plan. SDC Section 5.6-115 lists the criteria to be used in reaching a decision to adopt or amend refinement plans. The Lane County Board of Commissioners and the Springfield City Council shall each adopt findings that demonstrate conformance to the following:

- (1) The *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)*
- (2) Applicable State statutes
- (3) Applicable State-wide Planning Goals and Administrative Rules.

CRITERION #1: CONFORMANCE WITH THE METRO PLAN

Relevant findings and policies from the Metro Plan are summarized in *italics*, followed by findings of fact in normal text.

The 2012 Plan meets the criteria as a Refinement Plan to the *Metro Plan* as follows:

Metro Plan Diagram/Land Use Designations

- #7. The *Metro Plan* designation “Public and Semi-Public” includes a subcategory “Parks and Open Space.” The Parks and Open Space designation is the one relevant land use designation related to the 2012 Plan:

“This designation includes existing publicly owned metropolitan and regional-scale parks and publicly and privately owned golf courses and cemeteries in recognition of their role as visual open space.”

“In addition to those not shown at a neighborhood scale but automatically included in the gross allocation of residential acres, there is a need for public facilities and open space at a non-local level, such as regional/metropolitan parks. Several are shown on the Metro Plan Diagram.” (pg. II-G-9)

- #8. Willamalane’s existing, metropolitan-scale parks appear on the *Metro Plan* Diagram with the Parks and Open Space land use designation. These include Island Park, Willamalane Park, and Lively Park¹ (classified as community parks in the Refinement Plan); Dorris Ranch (special

¹ The majority of Lively Park is designated Parks and Open Space. The northern portion is outside the urban growth boundary and designated Agriculture. The Agriculture designation is appropriate for this

use park); Eastgate Woodlands (natural area park); and three sports parks, Guy Lee Park, Bob Artz Park, and the Willamalane Sports Park at 32nd and Main Streets. Other existing, non-metropolitan-scale parks do not consistently appear on the Plan Diagram because they function at the neighborhood level, as the *Metro Plan* notes above.

- #9. The 2012 Plan's proposed new parks, facilities, and trails that are not already in public ownership (see Maps 2-2 and 2-3 on pgs. 33 and 37 of the 2012 Plan) do not appear on the *Metro Plan* Diagram, because the 2012 Plan does not intend to be specific as to their locations. (The 2012 Plan maps depict only their approximate locations). If, in the future, Willamalane develops metropolitan-scale parks or facilities on property with land use designations not consistent with park use, plan amendment applications will be submitted for land use designation changes at that time, as has been done in the past (most recently with the 32nd Street Community Sports Park).

Conclusion: The 2012 Plan is consistent with the *Metro Plan* Diagram and land use designations.

A. Residential Land Use and Housing Element

This element addresses the housing needs of current and future residents of the metropolitan area. Relevant findings from the Metro Plan listed on page III-A-2 and following include:

Metro Plan Finding 4: There is sufficient buildable residential land within the existing UGB to meet the future housing needs of the projected population ...

Metro Plan Finding 5: Undeveloped residential land is considered unbuildable and removed from the supply if it is within ... the floodway, wetlands larger than 0.25 acres in Springfield or buffers around Class A and B streams and ponds ... Development potential is reduced in Springfield on floodplain areas ...

Metro Plan Finding 8: In the aggregate, non-residential land uses consume approximately 32 percent of buildable residential land. These non-residential uses include churches, day care centers, parks, streets, schools, and neighborhood commercial.

Relevant policies include:

Policy A.3: Provide an adequate supply of buildable residential land within the UGB for the 20-year planning period at the time of Periodic Review. (III-A-5)

- #10. Springfield recently assessed its future need for residential land through the year 2030. According to the *Springfield Residential Land and Housing Needs Analysis*, prepared by ECONorthwest, Springfield has a 378 surplus of Low Density Residential land and a 76 acre

portion of the park because it is currently an unimproved area, and because any future improvements to this area would be those allowable under the Agriculture designation, subject to special use permit from Lane County.

surplus of Medium Density Residential land. The study showed that Springfield has a 28 acre shortfall of High Density Residential land².

- #11. The ECONorthwest study also calculated the anticipated need for land designated Parks and Open space through 2030 as part of its analysis. The analysis concluded that there is a 300 acre deficit of land designated Parks and Open Space. This need does not imply that the City should expand the UGB for parks and open space. Statewide Planning Goal 8 allows cities and park districts to acquire land for park uses outside of urban growth boundaries and portions of the parkland need can be met on existing residential lands within the UGB without creating an additional deficit (with the exception of the HDR plan designation which already shows a land deficit)³.

Table S-5 from the ECONorthwest analysis summarizes its land needs analysis.

Table S-5. Reconciliation of land need and supply, Springfield UGB, 2010

Plan Designation	Residential Land Surplus/Deficit (From Table 6-4)	Public/Semi- Public Land Need	Total Surplus/ Deficit
Low Density Residential	455	77	378
Medium Density Residential	93	17	76
High Density Residential	-21	7	-28
Parks and Open Space		300	-300
Government/Employment		62	Met through land need in EOA
Total	527	463	126

Source: ECONorthwest

- #12. Appendix A to the 2012 Plan includes an estimate of the needed acreage for park and recreation through the year 2030. One of the key findings in the Community Needs Assessment states:

“The proposed overall level of service standard for parkland is 14 acres per 1,000 residents. This is the same standard that was used in the 2002 Community Needs Assessment. Based on this standard, 160 additional acres of parkland are currently needed. By 2030, 364 additional acres will be needed.”⁴

Conclusion: The projected deficit of 300 acres (ECONorthwest) or 364 acres (Appendix A, pg. 86 of the 2012 Plan) falls within the estimated surplus of buildable land remaining for residential use in Springfield by 2030. Therefore, the 2012 Plan is consistent with the Residential Land Use and Housing element of the Metro Plan.

² Springfield Residential Land and Housing Needs Analysis, ECONorthwest, January 2011, pg.iv.

³ Springfield Residential Land and Housing Needs Analysis, ECONorthwest, January 2011, pg.iv.

⁴ Willamalane Park and Recreation Comprehensive Plan, October 2012, Appendix A, page 86.

B. Economic Element

The focus of this Metro Plan element is on broadening, improving, and diversifying the metropolitan economy while maintaining or enhancing the environment (III-B-3). A relevant policy includes:

Policy 3: Encourage local residents to develop job skills and other educational attributes that will enable them to fill existing job opportunities. (III-B-4)

- #13. One of the goals of the 2012 Plan is to “support community economic development.” The 2012 Plan describes this goal by stating:

“Community health and vitality are essential to attract and retain employees and businesses and to fuel the local economy. Diverse cultural and recreational opportunities appeal to employers and employees. Willamalane Park and Recreation District will provide attractive parks, facilities and programs to enhance quality of life in Springfield⁵.”

- #14. The 2012 Plan as a whole embodies Willamalane’s strategies for building cultural and recreational opportunities and the facilities needed to implement its stated goal of supporting community economic development. These strategies for community and focus on collaboration with the City and other partner agencies.

The Planning and Development Strategies listed on pg. 73 of the 2012 Plan illustrate this collaboration. Strategy F8 in particular summarizes Willamalane’s commitment to community development:

“F8. Continue collaboration with the city and other agencies in implementing community-wide objectives, such as downtown and Glenwood redevelopment, planning for new development, neighborhood refinement planning, and citywide planning for tourism, open space, wetlands, stormwater, trails and bikeways, and other efforts focused on improving quality of life.”⁶

Conclusion: The 2012 Plan is consistent with the Economic Element of the Metro Plan.

C. Environmental Resources Element

The Environmental Resources Element addresses the natural assets and hazards in the metropolitan area. There is significant correlation between the first two goals of this Metro Plan element and the Comp Plan:

Goals

⁵ Willamalane Park and Recreation Comprehensive Plan, October 2012, pg. 11

⁶ Willamalane Park and Recreation Comprehensive Plan, October 2012, pg. 73

1. *Protect valuable natural resources and encourage their wise management, use, and proper reuse.*
2. *Maintain a variety of open spaces within and on the fringe of the developing area. (III-C-2)*

The following *Metro Plan* policies relate to 2012 Plan goals, objectives, and strategies:

Policy C.5: Metropolitan goals relating to scenic quality ... open space, and recreational potential shall be given a higher priority than timber harvest within the urban growth boundary. (III-C-5)

Policy C.21: When planning for and regulating development, local governments shall consider the need for protection of open spaces, including those characterized by significant vegetation and wildlife. (III-C-12)

- #15. Willamalane presently manages approximately 783 acres of land in 37 parks and three undeveloped properties, including two parks classified as Natural Area Parks. “Environment” and “Stewardship” are two of Willamalane’s Core Values (2012 Plan p. 8); the environment core value is elaborated on in the text:

“Preserve the natural environment

Our community looks to us to be the stewards of our present and future natural resources. Willamalane will provide leadership in conserving these resources, and look for new and better ways to be environmentally responsible. Willamalane will provide parks and natural areas that offer close-to-home access to recreational opportunities, while preserving and enhancing important natural resources.” (2012 Plan pg. 11)

- #16. Four of the strategies in the General Parks and Natural-Area Parks Strategies section of the 2012 Plan support the goals and policies found in the Environmental Resources Element of the Metro Plan:

“A7. Work with interested parties to acquire and preserve natural areas for future generations.” (2012 Plan pg. 27)

“A39. Acquire and develop a system of natural-area parks that protects, conserves and enhances elements of the natural and historic landscape that give the region its unique sense of place.” (2012 Plan pg. 39)

“A40. Develop comprehensive natural resource management plans for natural areas as a basis for making acquisition, development and restoration decisions.” (2012 Plan pg. 39)

“A41. Provide opportunities for nature-based recreation, such as wildlife viewing, fishing, hiking, bicycling, nature play, etc.” (2012 Plan pg. 39)

A42. Protect and enhance a variety of habitat types within Willamalane’s park and open space system, including upland and wildlife communities such as oak savanna, wetlands, upland prairie and riparian forest.” (2012 Plan pg. 39)

Conclusion: The 2012 Plan is consistent with the Environmental Resources Element of the Metro Plan. (For further substantiation please see the section in this report on Goal 5 -- Open Spaces, Scenic and Historic Areas, and Natural Resources)

D. Willamette River Greenway, River Corridors, and Waterway Element

The goal of this element is to *protect, conserve, and enhance the natural, scenic, environmental and economic qualities of river and waterway corridors (III-D-3).*

Relevant policies from this element include:

Policy D.2: Land use regulations and acquisition programs along river corridors and waterways shall take into account all the concerns and needs of the community, including recreation ... (III-D-4)

Policy D.3: Eugene, Springfield, and Lane County shall continue to cooperate in expanding water-related parks and other facilities, where appropriate, that allow access to and enjoyment of river and waterway corridors. (III-D-4)

Policy D.4: ...Springfield's efforts to improve the scenic quality of its Millrace should be encouraged. (III-D-4)

Policy D.8: Within the framework of mandatory statewide planning goals, local Willamette River Greenway plans shall allow a variety of means for public enjoyment of the river, including public acquisition areas ... (III-D-5)

Policy D.9: Local and state governments shall continue to provide adequate public access to the Willamette River Greenway. (III-D-5)

#17. The Community Needs Assessment revealed the Springfield residents love their rivers. When asked what types of outdoor recreation features are most needed in Willamalane's parks, *riverfront access points* tied for first. Many of Willamalane's riverfront park facilities and access points are along the Willamette River or include tributaries to the Willamette.

#18. The following projects and actions contained in the 2012 Plan support the goals and policies found in the Metro Plan for the Willamette Greenway. These actions include:

"Action 5.4, Clearwater Park Master Plan Implementation: Over the planning period, Willamalane will implement the improvements identified in the Draft Clearwater Park Master Plan. Clearwater Park is located on the Middle Fork of the Willamette River, and has been undergoing significant changes in the last few years, including development of the new inlet for the Springfield Mill Race, and a new boat landing. Additional improvements identified in the master plan include an accessible fishing pier, archery range, disc golf course, nature play area, additional waterfront trails, and native plant demonstration garden. While most of the improvements are not directly water-related, they will improve the value and use of this large riverfront park." (2012 Plan pg. 17)

“Action 4.11, McKenzie River Connector: Willamalane will work with the city on development of a multiuse path from the existing McKenzie Levee Path to 52nd Street, between Hwy 126 and the McKenzie River. This project was previously identified in TransPlan and Willamalane’s 2004 Comprehensive Plan. It is a critical east-west connection north of Main Street for bicyclists, and would open up access to the McKenzie River—much of which is hidden behind fences, or only visible from speeding vehicles.” (2012 Plan pg. 17)

“Actions 4.16, 4.17, 4.18, Mill Race Path: These three actions combined would build the Mill Race Path from the future Booth-Kelly Mill Pond Park in downtown Springfield, to its connection with the Middle Fork Path in Georgia-Pacific Park. Together with the Middle Fork Path and the on-street bikes lanes on South Second Street, Mill Race Path development would make an 8-mile loop, the majority along a waterway. The Mill Race Ecosystem Restoration Project has improved the habitat in and along the Mill Race, and the Mill Race Path will open up this resource to Springfield residents and regional visitors alike, who until then will only have minimal access to this historic waterway.” (2012 Plan pg. 17)

#19. In addition, the following actions have relevance to Metro Plan policies related to the Willamette Greenway:

“A45. Protect riparian areas and floodplains along creeks and rivers within Willamalane’s park and open space system.” (2012 Plan pg. 39)

“A48. Orient riverfront parks to the rivers and their natural resource values; support water-related recreation activities where appropriate.” (2012 Plan pg. 39)

Conclusion: The 2012 Plan is consistent with the Willamette River Greenway, River Corridors, and Waterway Element of the Metro Plan.

E. Environmental Design Element

The Goals of the Environmental Design Element are to:

- 1. Secure a safe, clean, and comfortable environment which is satisfying to the mind and senses.*
- 2. Encourage the development of the natural, social, and economic environment in a manner that is harmonious with our natural setting and maintains and enhances our quality of life.*
- 3. Create and preserve desirable and distinctive qualities in local and neighborhood areas. (III-E-1)*

Relevant Metro Plan policies include:

Policy 1: In order to promote the greatest possible degree of diversity, a broad variety of commercial, residential, and recreational land uses shall be encouraged when consistent with other planning policies.

Policy 4: Public and private facilities shall be designed and located in a manner that preserves and enhances desirable features of local and neighborhood areas and promotes their sense of identity.

Policy 5: Carefully develop sites that provide visual diversity to the urban area and optimize their visual and personal accessibility to residents. (III-E-3)

#20. The Environmental Design Element of the Metro Plan sets broad goals and policies for the desired quality of life in the Metro area. Many of these goals and strategies hinge on the collaboration and planning of private and public entities. In the context of the parks and recreation, the following strategies from the 2012 Plan's Planning and Development Strategies section have relevance:

"F7. Emphasize coordination with TEAM Springfield and other agency partners when developing new public resources, such as parks, schools and public spaces." (2012 Plan pg. 73)

"F8. Continue collaboration with the city and other agencies in implementing communitywide objectives, such as downtown and Glenwood redevelopment, planning for new development, neighborhood refinement planning, and citywide planning for tourism, open space, wetlands, stormwater, trails and bikeways, and other efforts focused on improving quality of life." (2012 Plan pg. 73)

"F10. Work with the city to assure Willamalane's compliance with applicable statewide planning goals." (2012 Plan pg. 73)

"F14. Design future parks and community facilities to minimize their impacts on adjacent development, including impacts of noise, traffic and lights." (2012 Plan pg. 73)

"F15. Coordinate location and site design of parks and recreation facilities with schools, fire stations, libraries and other public facilities where possible to effectively and efficiently provide service." (2012 Plan pg. 74)

"F16. Balance long-term, communitywide interest with the interests of neighborhoods and individuals when planning the district's park, recreation and open space system." (2012 Plan pg. 74)

"F20. Continue to involve the public in planning and design of parks and facilities." (2012 Plan pg. 74)

Conclusion: The 2012 Plan is consistent with the Environmental Design Element of the *Metro Plan*.

F. Transportation Element

The Transportation Element addresses surface and air transportation in the metropolitan area. "*TransPlan, the Eugene-Springfield Metropolitan Area Transportation Plan, provides the basis for the surface transportation portions of this element ...*" (III-F-1). The first goal of the Transportation Element is to:

Provide an integrated transportation and land use system that supports choices in modes of travel and development patterns that will reduce reliance on the automobile and enhance livability, economic opportunity, and the quality of life. (III-F-1)

The components of the Transportation Element that are most relevant to the 2012 Plan are the sections on bicycle and pedestrian system improvements, such as:

Policy F.4: Require improvements that encourage transit, bicycles, and pedestrians in new commercial, public, mixed use, and multi-unit residential development. (III-F-5)

Policy F.26: Provide for a pedestrian environment that is well integrated with adjacent land uses and is designed to enhance the safety, comfort, and convenience of walking. (III-F-11)

#21. Significant effort was made in the 2012 Plan to be consistent with the bicycle and pedestrian projects in *TransPlan*. On Map 7 of the 2012 Plan Appendix A, pg. 60 (Existing and Planned Multiuse Paths and Bikeways), *planned* projects are those that appear in *TransPlan*. All *TransPlan* off-street bicycle and pedestrian projects within the Willamalane planning area appear as actions in the 2012 Plan in Table 4 (2012 Plan pg. 45-48).

Relevant strategies in the 2012 Plan include:

“A9. Look for opportunities to improve bicycle/pedestrian, vehicular and visual access at existing parks in order to improve park safety, recreation utility and connectivity to the surrounding neighborhood.” (2012 Plan pg. 27)

“A60. Work with partner agencies to improve bicycle and pedestrian safety, especially on streets that connect to paths, parks and recreation facilities.” (2012 Plan pg. 45)

“F12. Work with Lane Transit District to provide convenient transit access to existing and future district parks and recreation facilities.” (2012 Plan pg.73)

“F11. Work with appropriate agencies to integrate Willamalane’s pedestrian and bicycle network with other city, metropolitan, and regional plans.” (2012 Plan pg. 73)

#22. Shown below are actions from Table 4 (page 48) of the 2012 Plan that are relevant to the Transportation Element (numbers in brackets refer to the *TransPlan* project number):

Action 4.3a	EWEB Bike Path Extension [731]
Action 4.5	Lyle Hatfield Path [759]
Action 4.16	Lower Millrace Path [840]
Action 4.17	Mill Race Connector Path [859]
Action 4.19	Middle Fork Willamette Path [21]

Conclusion: The 2012 is consistent with the Transportation Element of the *Metro Plan*.

G. Public Facilities and Services Element

This element provides direction for the future provision of urban facilities and services to planned land uses within the *Metro Plan* boundary. Parks and recreation facilities and services are among those discussed in the Element's introductory section, but they are addressed more directly in the Parks and Recreation Facilities Element. The one area of correlation in the Public Facilities and Services Element relates to joint school/park use:

Metro Plan Finding 33: Combining educational facilities with local park and recreation facilities provides financial benefits to the schools while enhancing benefits to the community. (III-G-10)

Metro Plan Policy G.22 d: The use of school facilities for non-school activities and appropriate reimbursement for this use. (III-G-11)

- #23. School District/Willamalane coordination is a key element in the 2012 Plan. The "Highlights of Improvements—Collaboration" section of the 2012 Plan (pg. 14) expresses the importance of Willamalane's collaboration with other Springfield agencies. The following quotation from that section describes the relationship between the park District and the School District:

"Willamalane proposes to expand and strengthen this partnership through a number of strategies and actions. One strategy is to expand the number of school/park projects in order to help meet Springfield's neighborhood park needs. This collaboration may vary widely, depending on mutual benefit and individual site constraints and opportunities. Possibilities range from joint use to shared maintenance and coordinated master planning, such as at Douglas Gardens school/park, Page school/park, and Maple Elementary.

In addition to existing school sites, this plan proposes jointly developing and co-locating a school and neighborhood park to meet the educational needs of students and maximize recreational opportunities in the growing Jasper-Natron area (*Action 1.18, Jasper-Natron School/Park*). By working collaboratively, SPS and Willamalane will expand the quality and quantity of recreation opportunities available, while minimizing costly land acquisition." (2012 Plan pg. 14)

- #24. The following actions specified in the 2012 Plan further reinforce Willamalane's commitment to collaboration with the School District.

"A.15: Work with School District 19 when siting and developing future parks and schools to create school/park facilities best suited to meet the community's needs, where consistent with the goals and standards of this Plan." (2012 Plan pg.27)

"A23. Work with Springfield Public Schools to create school/park complexes where parks abut schools and to optimize the use of other school sites, or former school sites, for public recreation, especially in areas that are underserved by neighborhood parks." (2012 Plan pg.28)

- #25. Table 1: Neighborhood Park Actions (2012 Plan pgs. 29-32) lists 11 current or proposed school/park programs.

Conclusion: The 2012 Plan is consistent with the Public Facilities and Services Element of the Metro Plan.

H. Parks and Recreation Facilities Element

The goal of the Parks and Recreation Facilities Element is to *provide a variety of parks and recreation facilities to serve the diverse needs of the community's citizens. (III-H-2)*

Relevant *Metro Plan* policies include:

Metro Plan Policy H.2: Local parks and recreation plans and analyses shall be prepared by each jurisdiction and coordinated on a metropolitan level... (III-H-4)

Metro Plan Policy H.6: All metropolitan area parks and recreation programs and districts shall cooperate to the greatest possible extent in the acquisition of public and private funds to support their operations. (III-H-4)

- #26. Willamalane Park and Recreation District is a special district whose boundaries include all of Springfield's planning jurisdiction. The district boundary includes some land outside of the Springfield Urban Growth Boundary. The City of Springfield has no park department. Willamalane provides a variety of parks and recreational services to the citizens of Springfield. The 2012 Plan is being adopted as Springfield's comprehensive plan for park and recreational services in conformance with both the Metro Plan and the Statewide Planning Goal 8.

- #27. The Willamalane 2012 Park and Recreation Comprehensive Plan (2012 Plan) is the product of extensive public participation and interagency collaboration. Interagency coordination and collaboration in is at the center of the 2012 Plan's strategy for implementation. "Collaboration" is highlighted as one of Willamalane's highest priorities. The 2012 Plan states:

"One of the Comprehensive Plan's goals is to strengthen and develop community partnerships. Willamalane recognizes the importance of collaboration in maximizing resources and delivering the greatest benefit to the community. In this plan, Willamalane will continue to rely on collaboration to meet community needs. Willamalane is an important partner in TEAM Springfield, a cooperative effort between City of Springfield, Springfield Public Schools (SPS), Willamalane, and Springfield Utility Board (SUB).

Willamalane relies on all TEAM Springfield partners to meet community park and recreation needs, but particularly with SPS. Elementary schools play a critical role in meeting day-to-day park needs in Springfield, especially in those areas underserved by neighborhood parks. Willamalane and SPS also have a history of collaborating to ensure that all Springfield

children have safe, supervised settings for play and learning after school and on no-school days.”(2012 Plan pg. 14)

- #28. The 2012 Plan section, “Planning and Development Strategies” (pg. 73-74) lists several strategies that are relevant to the Park and Recreation policies discussed here. These strategies are cited in Finding #19 as part of the Environmental Design Element.

Conclusion: The 2012 Plan is consistent with the Parks and Recreation Facilities Element of the Metro Plan.

I. Historic Preservation Element

The goal of the Historic Preservation Element of the Metro Plan is to *preserve and restore reminders of our origin and historic development as links between past, present, and future generations (III-I-1)*. Relevant Metro Plan policies include:

Metro Plan Policy 2: Institute and support projects and programs that increase citizen and visitor awareness of the area’s history and encourage citizen participation in and support of programs designed to recognize and memorialize the area’s history (III-I-2)

Willamalane owns and operates Dorris Ranch, a 258-acre living history park on the National Register of Historic Places. Relevant strategies in the 2012 Plan include:

“ A60: Provide special-use parks that support specific recreation activities, and/or that have unique features, such as viewpoints, boating and fishing facilities, scenic areas, and historic sites.” (2012 Plan pg. 51)

“A61: Work with partner agencies, such as the City of Springfield and Lane County, to protect and enhance important scenic and historic sites.” (2012 Plan pg. 51)

“A63: Develop and manage Dorris Ranch as a unique, historic natural area and recreational resource.” (2012 Plan pg. 51)

Conclusion: The 2012 Plan is consistent with the Historic Preservation Element of the Metro Plan.

J. Energy Element

The first goal of the Energy Element of the Metro Plan is to *maximize the conservation and efficient utilization of all types of energy (III-J-3)*. There is one policy relevant to the 2012 Plan:

Metro Plan Policy 8: Commercial, residential, and recreational land uses shall be integrated to the greatest extent possible, balanced with all planning policies to reduce travel distances, optimize reuse of waste heat, and optimize potential on-site energy generation. (III-J-5)

The 2012 Plan has one action that is most relevant to the Energy Element:

Table 9, Action 9.3 (Energy Efficiency Program): Develop energy-efficiency programs at District facilities to minimize consumption and utility costs. (2012 Plan pg. 69)

Conclusion: The 2012 Plan is consistent with the Energy Element of the Metro Plan.

K. Citizen Involvement Element

The goal of the Citizen Involvement Element of the Metro Plan is to *continue to develop, maintain, and refine programs and procedures that maximize the opportunity for meaningful, ongoing citizen involvement in the community's planning and planning implementation processes consistent with mandatory statewide planning standards.* (III-K-2, 3)

The following *Citizen Involvement Element* policy is relevant to the 2012 Plan:

Metro Plan Policy 3: Improve and maintain local mechanisms that provide the opportunity for residents and property owners in existing residential areas to participate in the implementation of policies in the Plan that may affect the character of those areas. (III-K-3)

#29. With regard to Citizen Involvement, the 2012 Plan (pg. 3) states: "Community involvement was a critical part of the Community Needs Assessment. Feedback was solicited from district stakeholders and residents regarding their needs and preferences related to parks, natural areas, recreation facilities and programs over the next 20 years. Activities were planned to ensure the participation of a diverse cross-section of the population. Community involvement activities included the following:

- July 2010: A Comprehensive Plan booth at *Springfield SummerFair* (316 participants completed a questionnaire, and over 600 children voted for their favorite park activity);
- September-October 2010: An on-line and print *Community Survey* (completed by approximately 1,060 people);
- October 2010: A *Spanish-language version of the Community Survey* (completed by approximately 31 people); and
- January 2011: Three *Teen Workshops* (with approximately 77 participants).

Over 2,000 participants were included in the planning process, including children and youth. In addition, the Spring 2010 *Recreation Survey* included input from 728 residents." (2012 Plan pg. 3)

#30. The 2012 plan lists several strategies that are the most relevant to the Citizen Involvement Element:

"F20. Continue to involve the public in planning and design of parks and facilities...

F23. Continue to promote volunteerism to involve individuals, groups, and businesses in the planning, design, operation, and programming of parks and recreation facilities...

F26. Increase efforts to inform residents about the benefits of parks and recreation and the value of district natural, historic and recreation resources.

F27. Emphasize inclusivity and ethnic diversity in district communications, programs, and policies.

F28. Increase efforts to inform Spanish-speaking residents of district programs and services.” (2012 Plan pg. 74)

Conclusion: The 2012 Plan is consistent with the Citizen Involvement Element of the *Metro Plan*.

CRITERION #2: APPLICABLE STATE STATUTES

Applicable state statutes are those authorizing and implementing the state and local park planning administrative rule, and those allowing park uses in exclusive farm use zones.

Authorizing statutes for Oregon Administrative Rule (OAR) Chapter 660, Division 034, State and Local Park Planning, are Oregon Revised Statute (ORS) Chapter 183, ORS Chapter 195, and ORS Chapter 197

Statutes implemented by OAR Chapter 660, Division 034, State and Local Park Planning, are the following:

ORS Chapter 195 (Local Government Planning Coordination) section 120 (Rules and planning goal amendments for parks required; allowable uses; application of certain land use laws) through section 125 (Existing uses in state parks; approval by local governments);

ORS Chapter 197 (Comprehensive Land Use Planning Coordination), Section 040 (Land Conservation and Development Commission -- Duties of Commission; rules); and section 225 (Goals Compliance – Preparation; adoption) through section 245 (Commission amendment of initial goals; adoption of new goals); and

ORS Chapter 215 (County Planning; Zoning; Housing Codes), section 213 (Uses permitted in exclusive farm use zones in counties that adopted marginal lands system prior to 1993)

The discussion and findings in the preceding section of this report demonstrate that the 2012 Plan conforms with the *Metro Plan*. The following section includes discussion and findings demonstrating conformance with applicable Statewide Planning Goals and administrative rules. Since the *Metro Plan*, the Goals and the administrative rules all specifically implement the authorizing statutes; therefore, these findings also demonstrate that the 2012 Plan conforms to applicable state statutes.

CRITERION #3: APPLICABLE STATE-WIDE PLANNING GOALS AND ADMINISTRATIVE RULES

STATEWIDE PLANNING GOALS

Statewide planning goals are written in **bold**, and relevant approval criteria is summarized in *italics*, followed by findings of fact in normal text.

Goal 1 – Citizen Involvement

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

#31. Requirements under Goal 1 are met by adherence to the citizen involvement processes required by the *Metro Plan* and implemented by the Springfield Development Code Sections 5.14-100 and 5.2-100 and by noticed public hearings prior to final adoption by the Lane County Board of County Commissioners and Springfield City Council. The finding under the *Metro Plan* Citizen Involvement Element provides additional details on the Citizen Involvement efforts for the 2012 Plan that ensures compliance with Statewide Planning Goal 1.

#32. With regard to Citizen Involvement, the 2012 Plan states: “Community involvement was a critical part of the Community Needs Assessment. Feedback was solicited from district stakeholders and residents regarding their needs and preferences related to parks, natural areas, recreation facilities and programs over the next 20 years. Activities were planned to ensure the participation of a diverse cross-section of the population. Community involvement activities included the following:

- July 2010: A Comprehensive Plan booth at *Springfield SummerFair* (316 participants completed a questionnaire, and over 600 children voted for their favorite park activity);
- September-October 2010: An on-line and print *Community Survey* (completed by approximately 1,060 people);
- October 2010: A *Spanish-language version of the Community Survey* (completed by approximately 31 people); and
- January 2011: Three *Teen Workshops* (with approximately 77 participants).

Over 2,000 participants were included in the planning process, including children and youth. In addition, the Spring 2010 *Recreation Survey* included input from 728 residents.” (2012 Plan pg. 3)

#33. The 2012 Plan lists several strategies that are the most relevant to the Citizen Involvement Element:

“F20. Continue to involve the public in planning and design of parks and facilities...

F23. Continue to promote volunteerism to involve individuals, groups, and businesses in the planning, design, operation, and programming of parks and recreation facilities...

F26. Increase efforts to inform residents about the benefits of parks and recreation and the value of district natural, historic and recreation resources.

F27. Emphasize inclusivity and ethnic diversity in district communications, programs, and policies.

F28. Increase efforts to inform Spanish-speaking residents of district programs and services.” (2012 Plan pg. 74)

Conclusion: The 2012 Plan meets and exceeds the requirements of Statewide Planning Goal 2

Goal 2 – Land Use Planning

To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Goal 2 focuses on the requirements for developing and adopting local land use plans. Willamalane underwent a deliberate and thorough process of updating the 2012 Plan in accordance with the *IGA Regarding Coordinated Planning and Urban Services with the City of Springfield* and its approved Citizen Involvement Program, in order to ensure compliance with the *Metro Plan* and Goal 2.

#34. The first element of Willamalane’s comprehensive planning process was the development of the Community Needs Assessment (CNA). The CNA process included a wide-range of community involvement opportunities as well as technical analysis of facilities, programs, and finances. Part of the technical analysis included a detailed inventory of parks and facilities, a demographic analysis, community profile, and summary of related planning efforts.

The findings of the CNA were the foundation of the 2012 Plan’s Strategies and Actions section (Chapter 4). The Capital Improvement Plan (CIP) in Chapter 5 details a three-phase implementation strategy, with cost estimates and funding projections developed for phases one and two of the Comprehensive Plan. The projects included in the CIP are derived from the Action Tables in Chapter 4. The 2012 Plan includes an identified action (11.17 on page 76) which commits to “assess community needs and update the district’s Park and Recreation Comprehensive Plan every 5-10 years to respond to changing needs.”

#35. The Draft 2012 Plan was completed in early September 2012. On June 14, Willamalane held an Open House for the public to review the work to date on the 2012 Plan. Approximately 100 people attended, and 64 questionnaires were completed. The Willamalane Board of Directors reviewed the Draft Park and Recreation Comprehensive Plan on July 25. Staff received additional input from project partners the city of Springfield and Lane County in September and made final changes to the plan.

- #36. The general public was able to review copies of the Draft Plan at the Willamalane Administration Center and on the Willamalane Web Site (www.willamalane.org).

In response to the input received from the public and community officials, changes were made to the Draft Plan in early October 2012. The Willamalane Web Site was updated with the final draft of the 2012 Plan. On October 10, 2004 the Willamalane Board of Directors held a public hearing and approved the 2012 Willamalane Park and Recreation Comprehensive Plan.

Notice of the intent to adopt the 2012 Plan was sent to Department of Land Conservation and Development on June 4, 2013. A joint public hearing with the Springfield and Lane County Planning Commissions was held on July 16, 2013. The Springfield City Council and the Board of County Commissioners are tentatively scheduled to conduct a joint public hearing on October 17, 2013 to adopt the 2012 Plan.

Conclusion: The 2012 Plan meets and exceeds the requirements of Statewide Planning Goal 2.

Goal 3 – Agricultural Lands

To preserve and maintain agricultural lands.

- #37. This goal does not apply within adopted, acknowledged urban growth boundaries. The City of Springfield does not have any agricultural zoning districts. Outside of the urban growth boundary, within the Metro Plan boundary, there are four existing Willamalane properties that are partially designated as agriculture in the Metro Plan. OAR 660-034-0040 addresses local park use on agricultural land. By reference, this administrative rule lists a number of uses that may occur on parks located on agricultural land, including but not limited to picnic shelters, play structures, recreational trails and interpretive facilities (OAR 660-034-0035). The rule provides that *a local government is not required to adopt an exception to Statewide Planning Goals 3 or 4 for [these uses] on agricultural or forest land within a local park provided such uses, alone or in combination, meet all other statewide goals and [are] described and authorized in a local park master plan* that has been adopted as part of the local comprehensive plan (OAR 660-034-0040(4) (a)).

Proposed uses for these sites are described in the 2012 Plan in Chapter 4, Strategies and Actions:

- Project 2.5 Lively Park Development (2012 Plan, pg. 36)
- Project 2.6 Lively Park/ Springfield School District Coordination (2012 Plan, pg. 36)
- Project 3.3 Georgia-Pacific Natural Area Park (2012 Plan, pg. 40)
- Project 5.7 Wallace M. Ruff Jr. Memorial Park (2012 Plan, pg. 52)
- Project 3.1 Harvest Landing (2012 Plan, pg. 36)

Conclusion: These uses are consistent with those allowed on agricultural land; therefore no goal exception is necessary. The 2012 Plan meets the requirements for Statewide Planning Goal 3, Agricultural Lands.

Goal 4 – Forest Lands

To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

- #38. This goal does not apply within adopted, acknowledged urban growth boundaries. The City of Springfield does not have any forest zoning districts. Willamalane does not have any current or proposed parks or facilities with a Forest Land designation in the Metro Plan; therefore Statewide Planning Goal 4 does not apply.

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

To conserve open space and protect natural and scenic resources.

This goal focuses on the resources that need to be inventoried by local governments in order to ***“adopt programs that will protect natural resources and conserve scenic, historic, and open space resources for present and future generations.”***

- #39. The Intergovernmental Agreement (IGA) between Willamalane and City of Springfield states, the “District shall be responsible for preparing, maintaining and updating a comprehensive parks, recreation and open space refinement plan for the area within its boundaries, including the City of Springfield and adjacent urbanizable area, for the purposes of meeting statewide Planning Goal 8 requirements and ensuring long-range public parks, recreation, and open space facilities/services.”
- #40. As the IGA directs, Willamalane’s responsibility is in meeting Goal 8 requirements. The City of Springfield is responsible for meeting Goal 5 requirements. However, *recreation-related* open spaces are addressed in the Park and Recreation Comprehensive Plan, per the direction of the *Metro Plan*.
- #41. The *Metro Plan* notes in the Environmental Resources Element (III-C-1), “open space can also be a park ... examples of regional Parks (sic) that provide significant public open space areas for metropolitan residents include ... Willamalane Park and Recreation District’s Clearwater Park, Eastgate Woodlands, and Dorris Ranch.” The Metro Plan goes on to acknowledge later in the Environmental Resources Element (III-C-5) “open space provides many benefits in an urban area, including ...provision of recreation opportunities.”
- #42. Springfield Natural Resources Special Study, adopted in 2005, includes an inventory locally significant upland, riparian and wetland resource sites. A number of Willamalane’s existing park sites are included on that inventory, including Dorris Ranch, Willamette Heights, and the Eastgate Woodlands. The development of natural area park facilities is subject to the Goal 5 program of protection. These protection measures allow for limited recreational use including, but not limited to multi-use paths and low impact passive recreation.

#43. Two of Willamalane’s core values are “Environment” and “Stewardship” (2012 Plan pg. 9) listed in Chapter Two of the 2012 Plan. Willamalane elaborated on these relevant core values in the two supporting Plan Goals shown below:

- **Provide opportunities to enjoy nature**--Willamalane's parks, programs and facilities offer unique opportunities to enjoy nature, view wildlife and develop a sense of well-being that grows from a deep relationship with nature and a connection to the natural world. (2012 Plan pg. 10)

- **Preserve the natural environment**--Our community looks to Willamalane to be stewards of our natural resources. Willamalane will provide leadership in conserving these resources, and look for new and better ways to be environmentally responsible. Willamalane will provide parks and natural areas that offer close-to-home access to recreational opportunities, while preserving and enhancing important natural resources. (2012 Plan pg. 11)

#44. The 2012 Plan distinguishes “General Parks” from “Natural Area Parks.” Natural Area Parks include natural areas, linear parks and trails that are intended to enhance the livability and character of a community by preserving habitat and open space. Natural areas also provide opportunities for passive outdoor recreation, such as hiking and wildlife viewing. Chapter 4 of the Plan (2012 Plan pgs. 39-40) includes a list of “Natural Area Parks Strategies.” These strategies are relevant to Goal 5:

“A39. Acquire and develop a system of natural-area parks that protects, conserves and enhances elements of the natural and historic landscape that give the region its unique sense of place.

A40. Develop comprehensive natural resource management plans for natural areas as a basis for making acquisition, development and restoration decisions.

A41. Provide opportunities for nature-based recreation, such as wildlife viewing, fishing, hiking, bicycling, nature play, etc.

A42. Protect and enhance a variety of habitat types within Willamalane’s park and open space system, including upland and wildlife communities such as oak savanna, wetlands, upland prairie and riparian forest.

A43. Work with others, as appropriate, to acquire significant natural areas. Priorities include sites that: are large; provide uninterrupted corridors that link parks, schools, habitats and natural-resource areas; have high outdoor recreation potential; serve as greenbelts or urban buffers; protect water resources; and provide significant views.

A44. Work with other agencies and providers to support conservation and acquisition of nearby key regional natural-resource areas, consistent with the Rivers to Ridges Metropolitan Regional Parks and Open Space Study.

A45. Protect riparian areas and floodplains along creeks and rivers within Willamalane's park and open space system.

A46. Explore the feasibility of a wetland mitigation banking program at district park sites.

A47. Work with other agencies and providers to encourage the development of appropriate recreation amenities in nearby natural areas where appropriate.

A48. Orient riverfront parks to the rivers and their natural resource values; support water related recreation activities where appropriate.

A49. Acquire, develop and manage parks and facilities to protect and enhance wetlands, waterways and water quality, and to take advantage of their natural amenities and recreation values.

A50. Incorporate natural resource enhancement into plans for park and facility development where appropriate.

A51. Work with the city and developers to coordinate park and open space planning with planning for stormwater, wetlands mitigation/protection, multipurpose trails and natural resource conservation, as appropriate.

A52. Continue to participate in the TEAM Springfield-sponsored Mill Race Ecosystem Restoration Project, representing public recreation and education interests."

Conclusion: The connection between the purpose of Goal 5 and the core values and the Natural Area Parks Strategies expressed in the 2012 Plan are mutually supportive and in many instances overlap. The section in this report concerning the *Metro Plan* Environmental Resources Element describes in detail how the 2012 Plan meets and exceeds the requirements for that element and Statewide Planning Goal 5.

Goal 6 – Air, Water and Land Resources Quality

To maintain and improve the quality of the air, water and land resources of the state.

This goal is primarily concerned with compliance with federal and state environmental quality statutes, and how this compliance is achieved as development proceeds in relationship to air sheds, river basins and land resources.

#45. The 2012 Plan lists strategies for protecting air, water and land resources in the context of General Park and Natural Area Park management. Three of these strategies are most relevant to Goal 6:

A16. Coordinate with the city on implementing stormwater Best Management Practices to assist in meeting state and federal water-quality standards and Endangered Species Act requirements. (2012 Plan Pg. 27)

A51. Work with the city and developers to coordinate park and open space planning with planning for stormwater, wetlands mitigation/protection, multipurpose trails and natural resource conservation, as appropriate. (2012 Plan Pg. 39)

F9. Continue collaboration with the city and other agencies in implementing communitywide objectives, such as downtown and Glenwood redevelopment, planning for new development, neighborhood refinement planning, and citywide planning for tourism, open space, wetlands, stormwater, trails and bikeways, and other efforts focused on improving quality of life. (2012 Plan Pg. 73)

Conclusion: The 2012 Plan meets the requirements for Statewide Planning Goal 6.

Goal 7 – Areas Subject to Natural Disasters and Hazards

To protect life and property from natural disasters and hazards.

The focus of this goal is on natural hazard comprehensive planning, implementation, and coordination.

Conclusion: This goal does not apply to the 2012 Plan.

Goal 8 – Recreational Needs

To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Goal 8 states that recreational needs, “now and in the future, shall be planned for by governmental agencies having responsibility for recreation areas, facilities and opportunities: (1) in coordination with private enterprise; (2) in appropriate proportions; and (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements.”

“(1) in coordination with private enterprise;”

#46. Chapter 3 of the 2012 Plan discusses the importance of collaboration with public agencies and with the private sector “to promote community economic development and leverage public funds with private dollars (2012 Plan pg. 14).” The following projects are identified actions listed in the 2012 Plan that illustrate the importance of collaboration with the private sector to provide needed park and recreation services and facilities:

“Action 1.3, Pacific Park Subdivision Neighborhood Park is cited as an example of how Willamalane proposes to work with the city and property owners of the Pacific Park subdivision to acquire and develop a neighborhood park for area residents. The existing privately owned park is run-down and beyond repair. Willamalane pledges to continue partnerships with both public and private sectors to maximize the benefits delivered to residents for each dollar of public investment.” (2012 Plan pg. 14)

“Actions 4.13 and 4.14, Glenwood Riverfront Linear Park A and B: As the Glenwood area of Springfield is redeveloped, Willamalane has an opportunity to work with public and private

partners to develop a riverfront linear park and multiuse path, and expand the popular Willamette River path system.” (2012 Plan pg. 15)

“*Action 1.26, Glenwood Neighborhood Park Blocks:* Willamalane intends to work in collaboration with the city and private partners to pursue development of neighborhood park blocks in Glenwood.” (2012 Plan pg. 15)

“(2) in appropriate proportions; and (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements.”

- #47. The Community Needs Assessment (CNA), found in Appendix A of the 2012 Plan, includes a park and facility analysis to document the type, number, and condition of parks and recreation facilities available to District residents today and the analyzed the ratio of facilities to population (current level of service), assess current and future needs. This analysis provided a basis for the development of Chapter 4 Strategies and Actions sections of the plan. (2012 Plan pg. 22)
- #48. The CNA used a variety of methods to assess current and future park and recreation facility needs:
- *Public Involvement Activities:* A comprehensive public involvement program involved over 2,000 people, including children and youth, in assessing needs (*Appendix A pgs. 17-21*).
 - *Park and Facility Analysis:* District parks, community recreation facilities, and indoor and outdoor recreation facilities were inventoried and analyzed (2012 Plan *Appendix A pgs. 23-89, Table 8, pg. 69*). All District parks and facilities were visited, and input from key staff was gathered to assess their current condition and develop an understanding of the system of parks and facilities available to residents. The Park and Facility Assessment is included in (2012 Plan *Appendix A pgs. 83-87*).
 - *Geographic Distribution Analysis:* Maps were created to illustrate current park, recreation and open space resources and their distribution throughout the planning area (*Appendix A, Map 3, pg. 27*).
 - *Standards Analysis:* Standards are minimum - not maximum - goals for service. To establish standards for Willamalane, the current level of service provided was compared to standards of other agencies and historic NRPA standards. Community demand was considered and standards for Willamalane were proposed for both parkland (*Appendix A Table 5, pg. 31*) and recreational facilities (*Appendix A Table 10, 79*).

Conclusion: A thorough and deliberate process was used to develop and adopt the 2012 Plan, which meets and exceeds the requirements of Statewide Planning Goal 8. (For further substantiation please see Findings #25-#27 in the section in this report concerning the Metro Plan Parks and Recreation Facilities Element, (pg. 15 of this report).

Goal 9 – Economic Development

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

This goal is intended to address the land use needs (inventory) for employment opportunities in commercial and industrial sites, and correlates with one of the goals in the 2012 Plan, which is to "Support community economic development" (2012 Plan pg. 11).

#49. ***"Support community economic development" is one of the listed goals of the 2012 Plan.*** The Plan states: Community health and vitality are essential to attract and retain employees and businesses and to fuel the local economy. Diverse cultural and recreational opportunities appeal to employers and employees. Willamalane Park and Recreation District will provide attractive parks, facilities and programs to enhance quality of life in Springfield.

Conclusion: The 2012 Plan does not affect commercial or industrial lands inventories, nor does it limit access or other services to such sites. It recognizes the role of recreational services and facilities as a support for community efforts to retain businesses and employees and attract new businesses to the area. The 2012 Plan is consistent with Statewide Planning Goal 9.

Goal 10 – Housing

To provide for the housing needs of citizens of the state.

Similar to Goal 9, this goal is intended to protect residential lands inventories and require implementation measures that promote housing opportunities in a variety of economic ranges and densities. Please see the section in this report concerning the *Metro Plan* Residential Land Use and Housing Element for the detailed explanation of why the 2012 Plan (pgs.6-8) will not negatively affect the residential land inventory.

Conclusion: The 2012 Plan is consistent with the purpose of Statewide Planning Goal 10.

Goal 11 – Public Facilities and Services

To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Conclusion: The emphasis of this goal is on key urban services *other* than parks and recreation, and the focus is on the need for a 20-year public facilities and services plan (PFSP). Please see the section in this report concerning the *Metro Plan* Public Utilities, Services, and Facilities Element (pgs. 13-14) for the detailed explanation of why the 2012 Plan is consistent with that Element and, therefore, Statewide Goal 11.

Goal 12 - Transportation

To provide and encourage a safe, convenient and economic transportation system.

Conclusion: The focus of this goal is on the development of a transportation plan. *TransPlan* is the adopted metropolitan-area transportation plan. Please see the section of this report on the *Metro*

Plan Transportation Element (pg.13-14) for the detailed explanation of why the 2012 Plan is consistent with *TransPlan*, and therefore consistent with Statewide Planning Goal 12.

Goal 13 – Energy Conservation

To conserve energy.

Conclusion: This goal is intended to require local jurisdictions to include energy consequences during decision-making. The 2012 Plan calls for “Develop[ing] energy-efficiency programs at District facilities to minimize consumption and utilities costs (Table 9, p. 69, Project/Action 9.3). The *Metro Plan* Energy Element provides a detailed explanation of why the 2012 Plan is consistent with that Element, and therefore consistent with Statewide Planning Goal 13.

Goal 14 – Urbanization

To provide for an orderly and efficient transition from rural to urban land use.

The focus of this goal is on urban growth boundaries, their establishment and change, and to a lesser degree, the treatment of land within and outside of urban growth boundaries.

The Willamalane Park and Recreation District is designated in the *Metro Plan* as the park and recreation service provider for Springfield and its urbanizable area, including Glenwood. The current District boundary includes the area within Springfield’s city limits, as well as areas outside of the city limits and within the urban growth boundary (UGB). Any newly developed areas annexed by the City of Springfield are automatically annexed to the District.

The planning area for the proposed 2012 Plan includes the area of potential development over the next 20 years, and therefore, it is broader than the current District boundary. The planning area generally covers the entire area within the Springfield UGB or the District Boundary, whichever is greater, and properties owned by Willamalane Park and Recreation District within the Metro Plan Boundary.

Conclusion: The 2012 Plan will not hasten, slow down or otherwise influence the transition of rural land to urban land use, therefore it is consistent with Statewide Planning Goal 14.

Goal 15 – Willamette River Greenway

To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

Conclusion: Willamalane Park and Recreation District has a number of current and proposed parks and properties within the Willamette River Greenway. Please see the section in this report concerning the *Metro Plan* Willamette River Greenway, River Corridors and Waterways (pgs. 10-12 of this report) for the detailed explanation of why the 2012 Plan is consistent with that element, and therefore consistent with Statewide Planning Goal 15.

Goal 16 Estuarine Resources, Goal 17 Coastal Shorelands, Goal 18 Beaches and Dunes, and Goal 19 Ocean Resources

These statewide planning goals do not apply to the Eugene-Springfield Metropolitan Area.

COMPLIANCE WITH APPLICABLE ADMINISTRATIVE RULES

Applicable administrative rules are those establishing policies and procedures for the planning and zoning of state and local parks in order to address the recreational needs of the citizens of the state (OAR Chapter 660, Division 034, Section 0000), and secondarily, those implementing the requirements for agricultural land as defined by Goal 3 (OAR Chapter 660, Division 33, Section 0010), and those implementing the requirements for open space as defined by Goal 5 (OAR Chapter 660, Division 023, Section 0220).

OAR 660-034-0040(1) refers to requirements for implementing “local park master plans” as part of the local comprehensive plan. There is no definition for “local park master plans” in Division 34. In preparing the 2004 Plan, staff spoke with Bob Rindy at DLCD for clarification. According to Mr. Rindy, language referring to “local park master plans” and “local park plans” pertain to site-specific park master plans (i.e., a master plan for a new or existing park), not for community-wide park and recreation comprehensive plans, such as the 2012 Plan. Sections (1)(a) and (1)(b) of 660-034-0040 only apply if one is adopting a site-specific park master plan.

Conclusion: Since the 2012 Plan is a comprehensive, system-wide plan for parks and recreation, and not a site-specific park master plan, the rule does not apply.

If one assumes that the 2012 Plan is synonymous with the definition of a “local park master plan” in Division 34, the 2012 Plan is consistent with the intent of the Rule. The relevant text is below:

(1) ... If a local government decides to adopt a local park plan as part of the local comprehensive plan, the adoption shall include:

*(a) A plan map designation, as necessary, to indicate the location and boundaries of the local park;
and*

A plan map designation is not necessary for proposed parks, as they are not site-specific and are not necessarily metropolitan-scale. As discussed in the section in this report concerning the *Metro Plan* Diagram/Land Use Designations (pg. 6), it is consistent that the 2012 Plan’s proposed parks, facilities, and trails that are not already in public ownership do not appear on the *Metro Plan* Diagram, because those proposed parks, facilities and trails are not site-specific. If, in the future, Willamalane develops metropolitan-scale parks or facilities on property with land use designations not consistent with park use, plan amendment applications will be submitted for land use designation changes at that time, as we have done in the past (most recently with the 32nd Street Sports Park). Existing land use designations are consistent with the *Metro Plan*. Division 34 continues:

(b) Appropriate zoning categories and map designations (a “local park” zone or overlay zone is recommended), including objective land use and siting review criteria, in order to authorize the existing and planned park uses described in the local park master plan. (OAR 660-034-0040(1)(a)(b))

Existing City of Springfield zoning categories and *Metro Plan* map designations are sufficient, as they relate to existing parks and facilities, not proposed projects. Community Needs Assessment Appendix A-1 “Park and Facility Classifications and Definitions” in the 2012 Plan provides information that may be used as objective siting review criteria when developing proposed parks and facilities in the future. The rule also provides that *“a local government is not required to adopt an exception to Statewide Planning Goals 3 or 4 for [these uses] on agricultural or forest land within a local park provided such uses, alone or in combination, meet all other statewide goals and are each use must be described and authorized in a local park master plan”* that has been adopted as part of the local comprehensive plan (OAR 660-034-0040(4) (a)).

Conclusion: The 2012 Plan is consistent with this rule. Please see the discussion in the section of this report on Statewide Planning Goal 3 – Agricultural Lands (pg. 21).

Lastly, OAR 660-023-0220 defines “open space” to include parks. It allows local governments to

“adopt a list of significant open space resource sites as an open space acquisition program. Local governments are not required to apply the requirements of OAR 660-023-0030 through 660-023-0050 [Inventory Process] to such sites unless land use regulations are adopted to protect such sites prior to acquisition.” (OAR 660-023-0220(3))

Conclusion: Map 2-3 (2012 Plan pg. 43) Proposed Natural Area Park Projects in the 2012 Plan shows the general location of future natural area park facilities. Some of those sites are not yet in public ownership and their location is general in nature. There are no land use regulations being proposed to protect such sites prior to acquisition. Therefore, the 2012 Plan is consistent with this rule.

CONCLUSION

Willamalane Park and Recreation District is designated in the *Metro Plan* as the park and recreation service provider for Springfield and its urbanizable area. A 1995 Intergovernmental Agreement (IGA) between the City and Willamalane requires the two agencies to collaborate in planning for parks, recreation and open space. The IGA designates Willamalane as the agency responsible for preparing and updating a park and recreation comprehensive plan, and it specifies that the comprehensive plan shall be adopted as a refinement plan to the *Metro Plan*.

Willamalane initiated the 2012 Park and Recreation Comprehensive Plan planning process with the Community Needs Assessment in June of 2010. The CNA identifies future needs for parks, open space, recreation facilities, programs, and services within the Springfield area. The 2012 Plan responds to identified community needs and provides an action plan to ensure the most effective use of community resources. Strategies and actions were developed with input from a broad spectrum of community members, through such means as an online and printed community survey in English and Spanish that was completed by more than 1000 citizens, a Springfield SummerFest booth visited by more than 900 citizens, Teen workshops, and public meetings. Input was also received throughout the planning process from elected and appointed officials, including members of the Springfield School District,

Springfield City Council and Planning Commission, Lane County Board of Commissioners and Planning Commission, and the Willamalane Board of Directors.

Staff has compared the 2012 Willamalane Park and Recreation Comprehensive Plan and the process used to develop it against the approval criteria for making refinement plan amendments found in Section 5.6-115 of the Springfield Development Code. It is the opinion of staff that the 2012 Plan meets or exceeds the applicable criteria with respect to consistency with the *Metro Plan*, applicable state statutes, and applicable Statewide Planning goals and administrative rules.

The findings contained in this report provide a substantive basis for Springfield City Council to approve the proposed 2012 Willamalane Park and Recreation Comprehensive Plan.

Park and Recreation Comprehensive Plan

OCTOBER
2012

"THE FULL PLAN WAS PROVIDED IN THE OCTOBER 17, 2013 AGENDA PACKET AND CAN BE VIEWED IN THE CITY MANAGER'S OFFICE"



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Appendix A

Community Needs Assessment



**Before the Planning Commission
Of the
City of Springfield**

**2012 WILLAMALANE PARK AND RECREATION
COMPREHENSIVE PLAN**

**] RECOMMENDATION TO THE
] CITY COUNCIL**

NATURE OF THE APPLICATION

The City of Springfield relies on Willamalane Park and Recreation District for park and recreation planning under Statewide Planning Goal 8—Recreational Needs. The 2004 Willamalane Comprehensive Plan (2004 Plan) is a refinement plan of the Metro Plan. The proposed 2012 Willamalane Park and Recreation Comprehensive Plan (2012 Plan) is intended to update and replace the 2004 Plan. This proposal is being processed as a refinement plan amendment.

1. On June 4, 2013, the Director in conjunction with the Willamalane Park and Recreation District initiated a proposal to update and replace the 2004 Plan with the 2012 Plan in accordance with Section 5.6-105 of the Springfield Development Code (SDC).
2. Notice of the public hearing concerning this matter was published on Monday, June 24, 2013 in the Eugene Register Guard, advertising a joint hearing before the Springfield and Lane County Planning Commissions on July 16, 2013. The content of the notice followed the direction given in Section 5.2-115 of the SDC for legislative actions.
3. On July 16, 2013, a public hearing on the 2012 Plan was held before the City of Springfield Planning Commission. The Staff Report and recommendation together with the testimony and submittals of the persons testifying at the hearing have been entered in the public record and have been considered during this proceeding.

CONCLUSION

On the basis of this record, the proposed 2012 Willamalane Park and Recreation Comprehensive Plan, as submitted, is consistent with the approval criteria found in SDC Section 5.6-115. This general finding is supported by the specific findings of fact and conclusions in the attached Staff Report and Findings.

RECOMMENDATION

The Planning Commission hereby recommends to the City Council to approve the request as recommended herein at their July 16, 2013 meeting.

ATTEST:



Planning Commission Chairperson

AYES:

NOES:

ABSTAIN:

ORDINANCE NO. _____

AN ORDINANCE ADOPTING THE 2012 WILLAMALANE PARK AND RECREATION COMPREHENSIVE PLAN AS A REFINEMENT PLAN OF THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN (METRO PLAN) FOR APPLICATION WITHIN THE AREA OF PLANNING JURISDICTION OF THE CITY OF SPRINGFIELD AND ADOPTING A SEVERABILITY CLAUSE.

WHEREAS, the City of Springfield relies on the Willamalane Park and Recreation District (Willamalane) for the provision of park and recreation services, sites, maintenance, acquisition, development, programs, administration and Board of Directors oversight; and

WHEREAS, Chapter III-H of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) recognizes this affiliation between Willamalane and the City of Springfield, as well as the role of Willamalane in park and recreation planning in the metropolitan area; and

WHEREAS, in 2004, Willamalane prepared and the governing bodies of Lane County and Springfield adopted the Willamalane Park and Recreation Comprehensive Plan as a Refinement Plan of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan); and

WHEREAS, in 2011, Willamalane conducted a Community Needs Assessment (CNA) to assess the changing needs and desires of the community since the adoption of the 2004 Comprehensive Plan; and

WHEREAS, The completed CNA and the findings therein were presented to the City Council and Lane County Board of Commissioners on June 13, 2011 and June 22, 2011 respectively; and

WHEREAS, In response to the CNA, Willamalane has prepared the 2012 Willamalane Park and Recreation Comprehensive Plan which updates the goals, strategies and actions of the 2004 Plan to meet better meet the needs and priorities of the greater Springfield community; and

WHEREAS, the Willamalane Board of Directors adopted the 2012 Willamalane Park and Recreation Comprehensive Plan on October 10, 2012 at a public hearing and has now submitted the Plan to the City of Springfield for review and adoption; and

WHEREAS, the goals, strategies and actions contained in the 2012 Willamalane Park and Recreation Comprehensive Plan are consistent with the policies of Chapter III-H of the Metro Plan, with Chapter 660 Division 34 of the Oregon Administrative Rules, and with Statewide Planning Goal 8; and

WHEREAS, the City of Eugene received a referral of the proposed Willamalane Park and Recreation Comprehensive Plan on June 4, 2013 and returned a response of no regional impact, opting out of the adoption process; and

WHEREAS, the Planning Commissions of Springfield and Lane County conducted a joint public hearing on the proposed 2012 Willamalane Park and Recreation Comprehensive Plan on July 16, 2013, and forwarded recommendations to the Springfield City Council and the Lane County Board of Commissioners to adopt the Plan for application inside the city limits of Springfield and outside of the Springfield city limits but within the Metro Plan Boundary, respectively, which includes properties owned by Willamalane Park and Recreation District; and

WHEREAS, the City Council conducted a joint public hearing on this proposal on October 17, 2013 with the Lane County Board of Commissioners, and is now ready to take action based upon the above recommendations and evidence and testimony already in the record as well as the evidence and testimony presented at the joint elected officials public hearing; and

WHEREAS, Section 5.14-100 of the Springfield Development Code addresses the requirements of adoption or amendment of refinement plans of the Metro Plan and Policy 12, Chapter IV of the Metro Plan requires a demonstration that all refinement and functional plans are consistent with the Metro Plan, but does not require an amendment to the Metro Plan to adopt functional plans found to be consistent with the Metro Plan; and

WHEREAS, substantial evidence exists within the record demonstrating that the proposal meets the requirements of the Metro Plan, Springfield Development Code Section 5.14-100, and applicable state and local law as described in the findings attached as Exhibit A, incorporated here by this reference and adopted in support of this Ordinance.

NOW, THEREFORE, the Common Council of the City of Springfield does ordain as follows:

Section 1: The Willamalane Park and Recreation District Park and Recreation Comprehensive Plan (October 10, 2012), as more particularly described and set forth in Exhibit "B" attached and incorporated here by this reference, is hereby adopted as a refinement plan to the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) for land within the land use planning jurisdiction of the City of Springfield, and within the Metro Plan boundary, including all properties owned by the Willamalane Park and Recreation District as shown in the adopted refinement plan.

Section 2: The findings set forth in attached Exhibit A are adopted as findings in support of this Ordinance

Section 3: If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision and such holding shall not affect the validity of the remaining portions thereof.

Section 4: Notwithstanding the effective date of ordinances as provided by Section 2.110 of the Springfield Municipal Code 1997, this Ordinance shall become effective upon the date that all of the following have occurred; (a) at least 30 days have passed since the date the ordinance was approved; and (b) the Lane County Board of Commissioners adopts an ordinance containing substantively identical provisions to those described in Sections 1 and 2 of this Ordinance.

Adopted by the Common Council of the City of Springfield this ____ day of _____, 2013 by a vote of ____ in favor and ____ against.

Approved by the Mayor of the City of Springfield this ____ day of _____, 2013.

Mayor

ATTEST:

City Recorder

AGENDA ITEM SUMMARY**SPRINGFIELD
CITY COUNCIL****Meeting Date:** 11/4/2013
Meeting Type: Regular Meeting
Staff Contact/Dept.: Len Goodwin/DPW
Staff Phone No: 541.726.3685
Estimated Time: 5 minutes
Council Goals: Promote and Enhance our Hometown Feel while Focusing on Livability and Environmental Quality

ITEM TITLE: PARKING OF RECREATIONAL VEHICLES

ACTION REQUESTED: Conduct a first reading and Public Hearing on AN ORDINANCE AMENDING THE SPRINGFIELD MUNICIPAL CODE CHAPTER 6, VEHICLES AND TRAFFIC, MOTOR VEHICLES, BY AMENDING SECTION 6.050(2) TO CLARIFY LIMITED TIME FOR PARKING OF VEHICLES ON CITY STREETS

ISSUE STATEMENT: The Springfield Municipal Code limits on the parking of recreational vehicles in residential areas contain limits that impede residents in planning for reasonable travel.

ATTACHMENTS: 1. Proposed Ordinance

**DISCUSSION/
FINANCIAL
IMPACT:** Currently, Municipal Codes Section 6.050(2) limits parking of an RV to no more than 2 hours between midnight and 7 a.m. This limitation prevents residents from moving their RV out of storage the night before a trip so that they may prepare for a trip to begin the next morning (unless they have sufficient space on their property for off-street parking). There are safety reasons to restrict RV on-street parking, including reduced visibility. However, as Springfield attempts to increase urban residential density this limit will increasingly present challenges to RV owners. Staff recommends that the limit be changed to a maximum of 12 hours within any 72 hour period. This will permit RV owners whose lot size does not permit off-street parking to park the vehicles on-street once before a trip and once at the end of a trip without violating the code. Both Transportation staff and the Police Department believe this is a more reasonable limit and recommend that the Council adopt this ordinance following the second reading.

ORDINANCE NO. _____ (GENERAL)

**AN ORDINANCE AMENDING THE SPRINGFIELD MUNICIPAL CODE
CHAPTER 6, VEHICLES AND TRAFFIC MOTOR VEHICLES, BY AMENDING SECTION
6.050(2) TO CLARIFY LIMITED TIME FOR PARKING OF VEHICLES ON CITY STREETS**

The City Council of the City of Springfield finds that:

WHEREAS, it is in the public interest for the City of Springfield to add clarification to the Springfield Municipal Code to the requirements for parking any truck, bus, camper, motor home, trailer or boat upon the streets of the city.

NOW, THEREFORE, THE CITY OF SPRINGFIELD DOES ORDAIN, AS FOLLOWS:

Section 1: Section 6.050(2) of the Springfield Municipal Code is hereby amended to read as follows:

* * *

“(2) No person shall park any truck, bus, camper, motor home, trailer or boat, as defined in subsection (3) of this section, upon the streets of the city for more than twelve consecutive hours in any 96 hour period.”

Section 2: **Severability Clause.** If any section, subsection, sentence, clause, phrase or portion of this Ordinance is, for any reason, held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct and individual provision and such holding shall not affect the validity of the remaining portion hereof.

Section 3: **Effective Date of Ordinance.** This Ordinance shall take effect 30 days after its adoption by the Council and approval by the Mayor.

ADOPTED by the Common Council of the City of Springfield this ____ day of _____, 2013, by a vote of ____ for and ____ against.

APPROVED by the Mayor of the City of Springfield this _____ day of _____, 2013.

Mayor

ATTEST:

City Recorder

REVIEWED & APPROVED
AS TO FORM
[Signature]
DATE: 10/22/17
OFFICE OF CITY ATTORNEY