



Planning Commission Agenda

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Planning Commissioners:

Greg James, Chair
Nick Nelson, Vice Chair
Johnny Kirschenmann
Steve Moe
Stacy Salladay
Tim Vohs
Joe Pishioneri

The meeting location is wheelchair-accessible. For the hearing-impaired, an interpreter can be provided with 48 hours notice prior to the meeting. For meetings in the Council Meeting Room, a "Personal PA Receiver" for the hearing impaired is available. To arrange for these services, call 541.726.3610.

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

All proceedings before the Planning Commission are recorded.

September 2, 2014

**6:00 p.m. Work Session
Jesse Maine Room**

(Planning Commission work sessions are reserved for discussion between Planning Commission, staff and consultants; therefore, the Planning Commission will not receive public input during work sessions. Opportunities for public input are given during all regular Planning Commission meetings.)

CONVENE AND CALL TO ORDER THE WORK SESSION OF THE SPRINGFIELD PLANNING COMMISSION

ATTENDANCE: Chair James ____, Vice Chair Nelson ____, Kirschenmann ____, Moe ____, Salladay ____,
Vohs ____, and Pishioneri ____.

WORK SESSION ITEM(S)

1. Administrative Updates- New Emails, Updating iPads, and Volunteers and Tracking Time

**Staff: Brenda Jones
60 Minutes**

ADJOURN WORK SESSION OF THE SPRINGFIELD PLANNING COMMISSION

September 2, 2014

**7:00 p.m. Regular Session
Council Chambers**

CONVENE AND CALL TO ORDER THE REGULAR SESSION OF THE SPRINGFIELD PLANNING COMMISSION

ROLL CALL – Chair James _____, Vice Chair Nelson _____, Kirschenmann ____, Moe____, Salladay____, Vohs _____, and Pishioneri _____.

PLEDGE OF ALLEGIANCE

ADJUSTMENTS TO THE REGULAR SESSION AGENDA

In response to a request by a member of the Planning Commission, staff or applicant; by consensus

BUSINESS FROM THE AUDIENCE

Testimony is limited to 3 minutes; testimony may not discuss or otherwise address public hearings appearing on this Regular Session Agenda

PUBLIC HEARING(S)

LEGISLATIVE PUBLIC HEARING –

1. Glenwood Refinement Plan Phase I Amendments

**Staff: Molly Markarian
45 Minutes**

CONDUCT OF LEGISLATIVE PUBLIC HEARING BEFORE THE PLANNING COMMISSION

- Chair opens the public hearing
- Staff report
- Testimony in support of the proposal
- Testimony opposed to the proposal
- Testimony neither in support of nor opposed to the proposal
- Questions from the Commission
- Summation by staff
- Consideration of request for continuation of public hearing, extension of written record, or both
- Close or continue public hearing; close or extend written record (continuance or extension by motion)
- Discussion of the proposal including testimony and evidence addressing the applicable approval criteria or other criteria cited in the record as applicable to the proposal; possible questions to staff or public
- Motion to recommend approval, approval with modification or conditions, or recommendation not to adopt the proposal based on the information contained in the staff report, oral and written testimony, and all other evidence submitted into the record
- Chair signs recommendation to the City Council

REPORT OF COUNCIL ACTION

BUSINESS FROM THE PLANNING COMMISSION

- Upcoming Planning Commission meetings, committee assignments, appointments or other business

BUSINESS FROM THE DEVELOPMENT AND PUBLIC WORKS DIRECTOR

ADJOURN REGULAR SESSION OF THE SPRINGFIELD PLANNING COMMISSION

AGENDA ITEM SUMMARY

Meeting Date: 9/2/2014
Meeting Type: Regular Meeting
Staff Contact/Dept.: Molly Markarian/DPW
Staff Phone No: 541-726-4611
Estimated Time: 45 Minutes
Council Goals: Encourage Economic Development and Revitalization through Community Partnerships

**SPRINGFIELD
PLANNING COMMISSION**

ITEM TITLE:	Glenwood Refinement Plan Phase I Amendment (Springfield File Nos. TYP414-00002 & TYP414-00004, Lane County File No. 509-PA14-05471)
ACTION REQUESTED:	Conduct a public hearing to receive testimony on the proposed Glenwood Refinement Plan and Springfield Development Code amendments. The Planning Commission is asked to forward recommendations to the Springfield City Council and Lane County Board of Commissioners regarding co-adoption of a land use policy package that includes these amendments.
ISSUE STATEMENT:	The City of Springfield and Lane County propose to amend: 1) The figures and text of the Transportation Chapter of the Glenwood Refinement Plan, Phase 1 Update to: adjust the Franklin Boulevard Project concept currently in the Plan to match the proposed Project draft design; align the proposed Project draft design so that its generally centered along the existing Franklin Boulevard centerline; amend the Project envelope to extend five feet to the north and five feet to the south of the proposed draft design; and 2) Springfield Development Code, Appendix 3, Glenwood Refinement Plan Policies and Implementation Strategies – Phase 1.
ATTACHMENTS:	Attachment 1: Staff Report Attachment 2: Final Order
DISCUSSION:	<p>At the time Council reviewed and adopted the 2012 Glenwood Refinement Plan amendments to implement the Glenwood Riverfront District, the Franklin Boulevard project concept had not been refined through the NEPA process. Since that time, staff and the consultant team have been through several design iterations to avoid impacts as practical, while maintaining the integrity and purpose of the planned improvements. At the February 24, 2014 work session, Council reviewed the final proposed Franklin Boulevard design and directed staff to develop and deliver a Franklin Boulevard improvement project based on that refined design.</p> <p>As a normal and necessary part of developing and delivering the Franklin Boulevard Project, on June 16, 2014, the Springfield City Council initiated an amendment to the Glenwood Refinement Plan to reflect more accurately the Project that the City plans to deliver. These amendments will provide transparency to citizens, businesses and agency partners regarding planned improvements, while assisting all parties in the coordinated development of the Glenwood Riverfront District.</p>

STAFF REPORT and FINDINGS
CITY OF SPRINGFIELD, DEVELOPMENT AND PUBLIC WORKS DEPARTMENT

<p>City of Springfield and Lane County</p> <p>Proposed Glenwood Refinement Plan Amendment</p> <p>Nature of Request: Staff is requesting that the Springfield Planning Commission forward a recommendation of approval to the Springfield City Council and the Lane County Board of Commissioners regarding proposed amendments to:</p> <p>1) The figures and text of the Transportation Chapter of the Glenwood Refinement Plan, Phase 1 Update (See Attachment 1) to: adjust the Franklin Boulevard Project concept currently in the Plan to match the proposed Project draft design; align the proposed Project draft design so that it's generally centered along the existing Franklin Boulevard centerline; amend the Project envelope to extend five feet to the north and five feet to the south of the proposed draft design; and</p> <p>2) Springfield Development Code, Appendix 3, Glenwood Refinement Plan Policies and Implementation Strategies – Phase 1 (See Attachment 3). Both applications address the same policies and implementation strategies and have the same criteria of approval under Section 5.6-100; therefore, these applications will be reviewed concurrently.</p>	<p>Springfield File Number: TYP414-00002 TYP414-00004</p> <p>Lane County File Number: 509-PA14-05471</p>
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BRIEF HISTORY OF THE GLENWOOD REFINEMENT PLAN (PHASE 1 UPDATE)

- On February 25, 2008, the Springfield City Council directed staff to proceed with updating the Glenwood Refinement Plan in phases.
- The Phase 1 Update involved amendment of: the Eugene Springfield Metropolitan Area General Plan (Metro Plan) diagram: the Glenwood Refinement Plan diagram and text; the Springfield Development Code (SDC); and the Springfield Zoning Map.
- Ballot Measure 56 notice of the public hearings regarding the Phase 1 Update was provided.
- The public record contained complete documentation of the Phase 1 Update: Springfield file numbers - LRP 2008-0017, TYP411-00006, TYP411-00005, TYP411-00007 and TYP311-00001 and Lane County file number PA 11-5489.
- On June 18, 2012, the Phase 1 Update was adopted by the Springfield City Council, Ordinance 6279.
- On September 5, 2012, the Phase 1 Update was co-adopted by the Lane County Board of Commissioners, Ordinances PA 1288 and No. 3-12.
- On September 28, 2012, Shamrock Homes, LLC filed a Notice of Intent to Appeal Springfield Ordinance 6279 and Lane County Ordinances PA 12888 and 3-12 to the Land Use Board of Appeals (LUBA).
- On July 12, 2013, LUBA rendered its decision (LUBA 2012/077/078/079). LUBA required Springfield and Lane County to take additional action with regards to Goal 9 (Economic Development); Goal 10 (Housing); Goal 12 (Transportation); and Goal 15 (Willamette River Greenway).
- Notice of the public hearings regarding the LUBA Remand for the Phase 1 Update was provided.
- Springfield File Numbers TYP411-0005, TYP411 00007, and TYP311-00001 and Lane County File Number PA 11 -5489 contained supplemental findings and studies regarding Goals 9, 10, 12 and 15 that addressed the LUBA Remand, as well as additional findings in order to change the land use designation and zoning of 14.29 acres of land from Employment Mixed-Use to Commercial Mixed-

Use on Assessor's Maps and Tax Lots 18-03-03-11 01401, 17-03-34-440 3300, and 17-03-34-44 00301.

- The public record contained complete documentation of the LUBA Remand.
- On April 7, 2014, the response to the LUBA Remand by Springfield was adopted by the Springfield City Council, Ordinance 6316.
- On April 14, 2014, the response to the LUBA Remand by Lane County was adopted by the Lane County Board of Commissioners, Ordinances PA 1306 and No. 13-07.
- On May 9, 2014, the Phase 1 Update, including all adopted Ordinances, was acknowledged by the Oregon Department of Land Conservation and Development (DLCD).

FRANKLIN BOULEVARD PROJECT DESCRIPTION/DESIGN HISTORY

Franklin Boulevard is the main arterial street connecting downtown Eugene, the University of Oregon, and downtown Springfield. The EmX bus rapid transit (BRT), which connects downtown Eugene and downtown Springfield, travels along Franklin Boulevard, serving the Glenwood area. As stated above, the Phase 1 Update has been acknowledged by DLCD and includes a discussion of future improvements to Franklin Boulevard and existing and proposed connecting local streets. Specifically, the Transportation Chapter of the Glenwood Refinement Plan discusses modernization of Franklin Boulevard by converting the existing roadway into a multi-modal boulevard with provisions for both local and through traffic, pedestrians, bicycles and transit. The Franklin Boulevard Project will include wide sidewalks well separated from through traffic; improved spacing for pedestrian crossings; pedestrian refuges; calmed and slowed traffic; improved access to transit; and buffered bike lanes. These Project features will improve the safety and attractiveness of the corridor for all users and improve mobility for the population that lives and works in the corridor.

- 2002 – A “square about” or “double couplet” intersection for Franklin/McVay Hwy is approved as proposed in the Glenwood Specific Area Plan. Four traffic lights and separation between each direction both north/south and east/west. Long-term Franklin cross section identified at over twice existing right of way.
- 2005 – STP-U Funding secured to further explore Franklin Boulevard improvement options.
- 2007/2008 – Conducted Franklin Boulevard Study with stakeholder involvement.
- 2009 – Council endorsement of Franklin Boulevard Study recommendation, directs staff to pursue funding and Project development.
- 2010 – Franklin jurisdictional transfer dialogue begins.
- 2010 – Joint City of Springfield, City of Eugene, LTD and ODOT Franklin TIGER II grant submitted (not awarded).
- 2010/2011 – \$1.2 million NEPA funding package secured: STP-U, SEDA, Transportation SDCs, LTD.
- 2012 – ODOT IGA for Project NEPA documentation approved, consultant selected.
- 2012 – Council direction to pursue Categorical Exclusion (CE) with design refinements.
- 2012 – Glenwood Refinement Plan Phase 1 update approved, contains the Franklin Project concept from the 2008 Study, and a larger Project ‘envelope’.
- 2013 – Franklin Boulevard right of way annexed to the city limits, facility remains ODOT.
- April 2013 – NEPA Phase 1 Scan complete, issues reported in white paper. Decision to move into Phase 2 and work to reduce impacts with further design refinements, complete draft environmental baseline reports, prepare for meeting with FHWA on NEPA classification as a Categorical Exclusion or Environmental Assessment.

- September 2013 – ODOT Region 2 ‘SuperACT’ agrees to fund phase 1 construction with \$6 million in STIP Enhance dollars, City agrees to match with \$3.6 million local dollars. Project construction now in draft STIP.
- October 2013 – NEPA Phase 2 issues reported to Council: alignment on existing centerline, intersection design and EmX, how to reduce Project impacts. Initiated Project outreach to businesses and property owners along corridor and within Project area of influence per NEPA.
- February 2014 – NEPA Phase 2 sketch design and draft environmental baseline reports complete. Council check-in on Project footprint and designs prior to meeting with FHWA and ODOT in March for direction on possible Categorical Exclusion (CE).
- March 2014 – Staff began a focused public outreach with NEPA design concept. The City is in the process of procuring a contract for design, right-of-way and construction engineering services.
- June 2014 – the Springfield City Council approved Resolution 2014-21 for the jurisdictional transfer of Franklin Boulevard from ODOT to the City. The document has been signed by ODOT and will be recorded at Lane County in early August.

PROCEDURAL REQUIREMENTS

SDC Section 5.6-100 Refinement Plans, Plan Districts and the Development Code-Adoption or Amendment.

This Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendment applications were initiated as specified in SDC Section 5.6-105B. by the Springfield City Council on June 16, 2014.

These applications are a Type IV procedure as defined in Section 5.1-140 of the Springfield Development Code and will require:

- 1) Review and a recommendation by the Springfield Planning Commission (also acting on behalf of the Lane County Planning Commission); and
- 2) Adoption of Ordinances by the Springfield City Council and the Lane County Board of Commissioners.

SDC Section 5.2-115 Notice.

These Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendment applications are legislative land use decisions that require:

- 1) Mailed notice as specified in SDC Section 5.2-115A (a Ballot Measure 56 mailed notice has been prepared similar to the notice utilized for the Phase 1 Update – see Goal 1 findings); and
- 2) Newspaper notice as specified in SDC Section 5.2-115B (see Goal 1 findings).

REFINEMENT PLAN AND SDC AMENDMENT REVIEW CRITERIA (Section 5.6-115)

“A. In reaching a decision on the adoption or amendment of refinement plans and this Code’s text, the City Council shall adopt findings that demonstrate conformance to the following:”

Note: This Glenwood Refinement Plan (GRP) Transportation Chapter amendment application involves only the realignment of the Franklin Boulevard Project envelope as described in the Revised Conceptual Design 2014 discussed above and the revised description of the envelope. The concurrent SDC Appendix 3 amendment application also involves only those GRP Transportation Chapter policies and implementation strategies regarding the realignment of the Franklin Boulevard envelope.

“1. The Metro Plan;”

Findings

The Metro Plan:

- Is the official long-range comprehensive policy document for metropolitan Lane County and the cities of Eugene and Springfield;
- Establishes general planning policies and land use allocations and serves as the basis of the coordination of programs concerning the use and conservation of physical resources, furtherance of assets, and development and redevelopment of the metropolitan area; and
- Addresses all applicable Statewide Planning Goals either in the Plan itself, or through supporting facility plans such as TransPlan, local TSPs, etc.

However, the Metro Plan diagram was amended as part of the adoption of the Phase 1 Update (Springfield Ordinance 6279 and Lane County Ordinances PA 1288 and No. 3-12) to depict the changes in the land use designations resulting from the update process. Metro Plan Transportation Policies F. 1, 3, 4, 7, 8, 10, 11, 13, 14, 17, 18, 19, 20, 22, 23, 24, 26, 27, 28, 29 and 37 were addressed as part of the Phase 1 Update; the diagram designation changes are consistent with, and serve to implement these policies.

While no amendment of the Metro Plan diagram or Glenwood Refinement Plan diagram is proposed as part of these applications, the staff report for the Phase 1 Update Ordinance 6279, (EXHIBIT A-126-132) specifically addressed (**Metro Plan Transportation Policy F. 10 “Protect and manage existing and future transportation infrastructure” Page III –F -7**) as follows: *“The proposed Glenwood Refinement Plan Transportation Chapter discusses “Franklin Boulevard: From 2007-2008, Springfield worked with its transportation partners, stakeholders, and consultants on the Franklin Boulevard Study. The Project team analyzed an array of possible improvements to Franklin Boulevard to support redevelopment and new investment in the Glenwood Riverfront. In early 2008, staff reviewed the preferred alternative, a hybrid multi –way boulevard, with the Springfield Economic Development Agency, the Planning Commission, and the City Council. On March 17, 2008, the City Council endorsed the hybrid multi –way boulevard conceptual design and directed staff to refine the concept and integrate it into this Plan. A hybrid multi –way boulevard is a street design that incorporates a blend of multi –way boulevard concepts. A multi –way boulevard is a street design that accomplishes the fundamental goal of vehicular movement and also creates a pedestrian friendly environment through on- street parking, slower traffic, transit opportunities, multi –modal applications, and enabling buildings closer to or at the right –of –way line. Since the Council’s endorsement in 2008, Springfield has sought Project funding through several grants and other local and Federal funding sources. At the time this Plan was written, Springfield had successfully secured funding for National Environmental Policy Act (NEPA) analysis and was in the process of procuring contract services for the NEPA process. A full NEPA documentation process and preliminary and final design are needed before the conceptual design is further refined and construction can begin on the upgraded boulevard. Once the NEPA documentation is complete, a phased construction*

schedule may be possible given the scope, size, and potential impacts along Franklin Boulevard. Potential construction phases and access to existing businesses may be outlined during the NEPA analysis to help mitigate potential impacts to adjacent businesses and property owners.” See also the Franklin Boulevard Design Project history cited above.

However, because the Metro Plan itself and the referenced Metro Plan Transportation Policies contain “general policies” they are not intended to be used to determine the specific location of the Franklin Boulevard Project envelope that was included in the Glenwood Refinement Transportation Chapter. That determination was based upon the Franklin Boulevard Conceptual Design (2012) that was developed from the first phase of the NEPA process and which was based on Project #839 in TransPlan – Franklin Boulevard, Jenkins Drive to Mill Street, Upgrade to urban facility – see also the discussion under the Franklin Boulevard Design Project history cited above.

The adopted and acknowledged Glenwood Refinement Plan Transportation Chapter (pp. 59-61) is where the specific Franklin Boulevard Project envelope language is stated:

“Objective:

Re- design and re- construct Franklin Boulevard as a multi -modal transportation facility to support the redevelopment of Glenwood as envisioned in the Land Use Chapter and to provide an improved arterial connection between Springfield and Eugene.

Policies & Implementation Strategies:

- *Partner with ODOT, Lane Transit District (LTD), property owners, and private developers to fund, dedicate right -of -way, design, and construct the upgraded Franklin Boulevard.*
 - *During the land use review and approval process for properties fronting Franklin Boulevard, establish design and exact right -of -way obligations, and require dedication of right -of -way necessary to construct the hybrid multi -way boulevard.*
- *Use a blend of hybrid multi -way boulevard designs as conceptually depicted in Figures 1 and 2 to allow for flexibility in phasing design and construction as funding becomes available.*
 - *Locate the right -of -way for the Franklin Boulevard improvements within the Corridor Envelope described below to maximize the developable area between the upgraded facility and the Willamette River, while also working to minimize impacts on existing buildings on the south side of the upgraded facility.*
 - *For the purpose of determining maximum necessary width, design the upgraded Franklin Boulevard such that the maximum necessary width does not exceed: two eastbound and two westbound through lanes; dedicated bus rapid transit facilities between Glenwood Boulevard and McVay Highway; left turn lanes; a continuous and safe bicycle facility along both sides of the boulevard; access lanes in specified locations separated by a landscaped median adjacent to the through lanes; continuous, wide setback sidewalks buffered from traffic flow; on- street parking on the north and south access lanes; and potential alternative bicycle /pedestrian amenities or on- street parking on both the north and south side of the arterial sections.*
- *Establish a Corridor Envelope, the approximate maximum width of which is 197 feet, and the northern boundary of which is generally 20 feet. north of the northern right - of -way of Franklin Boulevard (McKenzie Highway) as documented by ODOT right -of -way files as of October 18, 2011. Within this Corridor Envelope, the maximum width of the hybrid multi -way boulevard is approximately 172 feet, except where bump - outs may be required for transit stations or proposed intersections. The corridor design envelope for the hybrid multi -way boulevard provides for alignment flexibility during final design to address any geometric roadway design issues, and also*

to provide design flexibility to minimize right-of-way impacts. The corridor design envelope and planned upgraded Franklin Boulevard are described in more detail below and are graphically approximated in Figure 3.

- *Franklin Boulevard / Glenwood Boulevard Intersection and Franklin Boulevard/McVay Highway Intersection: Preserve the area shown on Figure 3 for future intersection improvements to provide corridor mobility and roadway access to the Glenwood Riverfront at both intersection locations.*
- *Jenkins Drive to Glenwood Boulevard: The Corridor Envelope will narrow to approximately 110 feet west of the Glenwood Boulevard intersection, tapering to meet the facility cross-section within the 1-5 right-of-way. This section of the facility is planned as a modern urban arterial.*
- *Glenwood Boulevard to Henderson Avenue: The Corridor Envelope will narrow to approximately 151 feet between the intersections, flaring to accommodate the intersection geometry at Glenwood Boulevard and matching the width of the facility at the Henderson Avenue intersection. This section of the facility is planned as a modern urban arterial.*
- *Henderson Avenue to Mississippi Avenue: The Corridor Envelope is 197 feet wide. This section of the facility is expected to include multi-way boulevard treatments on both the north and south sides.*
- *Mississippi Avenue to McVay Highway: The Corridor Envelope Flares to match the facility at Henderson and intersection geometry at McVay Highway. Between these two match lines the Corridor Envelope is approximately .184 feet wide. This section of the facility is expected to include multi-way treatments on the north side and modern urban arterial design on the south side”....*

Neither the Metro Plan diagram, the Metro Plan text, nor the Glenwood Refinement Plan diagram need to be amended in order to adopt these proposals into the GRP.

Conclusion

All applicable sections of the Metro Plan were addressed in the applications comprising the Phase 1 Update that were acknowledged by DLCD on May 9, 2014. This proposal and its outcome do not require Metro Plan amendments as the classification, description and purpose of the road project is unchanged; the alignment of this project appears on the Metro Plan diagram as a general location in response to the Plan's 1"=7,000' scale; therefore a five foot adjustment north and south is inconsequential and impracticable to show at this scale; and no changes to Metro Plan land use designations are proposed. No further discussion of Metro Plan policies is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter amendment, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Criterion 5.6-115A.1. has been met.

“2. Applicable State statutes; and”

Findings and Conclusion

All applicable Phase 1 Update State statutes were addressed in the applications comprising the approved and acknowledged Phase 1 Update. There are no additional State statutes that apply to these applications. No further discussion of applicable State statutes is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter amendment, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Criterion 5.6-115A.2. has been met.

“3. Applicable State-wide Planning Goals and Administrative Rules”.

STATEWIDE PLANNING 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.”

Findings

The adopted and acknowledged Phase 1 Update had an extensive citizen involvement process over the course of the 6½-year work task that included the formation of a Citizen Advisory Committee, mailed (Ballot Measure 56) and newspaper notice; and numerous public hearings at the Planning Commission and Elected Official (Springfield City Council and Lane County Board of Commissioners) level. During the public hearing process, there was no testimony specifically regarding the location of the Franklin Boulevard Project envelope.

For these applications:

- 1) DLCD was notified on July 30, 2014.
- 2) Mailed notice as specified in SDC Section 5.2-115A (Ballot Measure 56) was sent on August 22, 2014.
- 3) Newspaper notice as specified in SDC Section 5.2-115B. was published on August 22, 2014.

As discussed under the Franklin Boulevard Project history at the beginning of this staff report, design options for this project have been proposed since 2002, within the context of the Phase 1 Update and through the other public processes (See also Attachment 2).

Specifically, since 2008, several iterations of the Franklin Boulevard improvement design have been reviewed and refined through the National Environmental Policy Act (NEPA) process to minimize Project impacts.

The development of the Project’s design spanned three consecutive phases and resulted in three conceptual designs for the proposed Project:

- 1) Glenwood Refinement Plan Phase 1 (Initial Conceptual Design): **This is the design that was developed as part of the approved and acknowledged Phase 1 Update.**

The Initial Conceptual Design for Franklin Boulevard would have resulted in the following:

- Two through traffic lanes on Franklin Boulevard in each direction (same as existing).
- Intermittent local access roadways with parking paralleling Franklin Boulevard on both sides.
- Landscaped medians separating the local access roadways from the through traffic lanes.
- Widened sidewalks throughout the corridor.
- Bike lanes in segments on Franklin Boulevard that would not include the local access roadways.
- One exclusive BRT lane on Franklin Boulevard in each direction, located in the median.
- Roundabouts at Glenwood Boulevard and McVay Highway.
- Signalized intersections at Henderson Avenue and Mississippi Avenue.

The following summarizes the key right of way-related impacts that would have occurred under the Initial Conceptual Design:

- 28 business relocations or displacements
- 5 residential relocations or displacements

- Would require city acquisition of a portion of a parcel on which 1 eligible historic resource is located.

2) Workshop Conceptual Design Phase: A workshop held in November 2012 resulted in a modified design that was developed during 2013.

The Workshop Conceptual Design 2013 included the following general changes to the Initial Conceptual Design:

- Widening equally to the north and south sides of the existing Franklin Boulevard;
- Reductions in the widths of various cross-sections to their minimum acceptable widths;
- Inclusion of buffered bicycle lanes throughout the Project corridor;
- Elimination of the median exclusive transit lanes;
- Inclusion of a landscaped central median;
- Inclusion of landscaped medians between the local access roadways and the through traffic lanes; and
- Roundabouts located at the following four intersections:
 - Glenwood Boulevard;
 - Henderson Avenue;
 - Mississippi Avenue; and
 - McVay Highway.

Environmental baseline work was used to identify potential impacts that would result from the Workshop Conceptual Design 2013. The following summarizes the right of way-related impacts that would occur under the Workshop Conceptual Design 2013:

- 31 business relocations or displacements
- 0 residential relocations or displacements
- Would require city acquisition of a portion of a parcel on which 1 eligible historic resource is located

3) Revised Conceptual Design Phase: In 2014, the revised Conceptual Design Phase focused on avoiding or minimizing adverse impacts remaining within the Workshop Conceptual Design 2013. Once baseline environmental impacts that would result from the Workshop Conceptual Design 2013 were identified, each potentially impacted parcel was evaluated to determine possible refinements that could avoid, minimize, or mitigate those impacts. Following are the key changes in the Revised Conceptual Design 2014, compared to the Workshop Conceptual Design 2013:

- shifting to the south in the vicinity of the Myrmo and Sons property to avoid use of any of the parcel;
- further reduction of business displacements due to shifting to the south in the vicinity of the Myrmo and Sons property; and
- parking and access changes.

The following summarizes the right of way-related impacts that would occur under the Revised Conceptual Design 2014:

- 20 business relocations or displacements
- 0 residential relocations or displacements
- 0 impacts to eligible historic resources

These design changes have resulted in a Project footprint and Project envelope that differ from those contained in the approved and acknowledged Phase 1 Update; will cause less right-of-way related impacts to abutting properties; and form the basis for this proposed Glenwood Refinement Plan Transportation Chapter amendment. The revised Conceptual Design (2014) is the Franklin Boulevard

final approved design and is the basis for this Glenwood Refinement Plan Transportation Chapter amendment application. See Attachment 1.

The Franklin Boulevard Redevelopment Project, based upon the Revised Conceptual Design 2014 is currently underway. City and consultant staff has met with affected property owners and tenants in October 2013 and again in March 2014. Staff reviewed the draft Project Boundary with affected property owners and tenants, spoke about overall Project details, and offered to add each individual to the Project's Interested Parties List. See Attachment 2 for the public involvement process for this Project.

Conclusion

All applicable sections of Goal 1 were addressed in the applications comprising the Phase 1 Update that were acknowledged by DLCD on May 9, 2014. Staff has also demonstrated how Goal 1 has/will be addressed as part of this proposed Glenwood Refinement Plan Transportation Chapter amendment and the Franklin Boulevard Redevelopment Project. Therefore, the proposed amendments of the Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 are consistent with Goal 1.

STATEWIDE PLANNING GOAL 2 LAND USE PLANNING

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

Findings

Goal 2 requires that local comprehensive plans be consistent with Statewide Planning Goals and that implementing ordinances be consistent with acknowledged comprehensive plans. The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the policy document (local comprehensive plan) that provides a basis for all decisions and actions related to land use in the Eugene-Springfield metropolitan area, and for Springfield in particular. The Metro Plan was acknowledged by the State on August 23, 1982 to be in compliance with Statewide Planning Goals pursuant to ORS 197.245 and 197.250. The Metro Plan underwent Periodic Review and subsequent State acknowledgement in 1986 and again in 1994-2007. In all cases, the Metro Plan is the guiding comprehensive planning and land use policy document, and refinement plans must be consistent with the Metro Plan. The SDC also implements the policies and direction of the Metro Plan and adopted refinement plans and specifies the procedures and criteria that are necessary for development approval.

The Phase 1 Update required a Type II Metro Plan diagram amendment that was ultimately acknowledged by DLCD on May 9, 2014. In the present case, only the Franklin Boulevard Project envelope is proposed to be realigned and the accompanying text descriptions of the Project envelope revised. These applications will not affect any acknowledged Metro Plan or Glenwood Refinement Plan designation. Because portions of Glenwood are still outside of Springfield's city limits, but within its UGB, Lane County co-adopted the Phase 1 Update and must co-adopt this Glenwood Refinement Plan Transportation Chapter amendment application.

Goal 2 also requires that land use decisions be coordinated with affected jurisdictions and that they be supported by an adequate factual base.

ORS 197.610 requires the City to forward notice of proposed refinement plan amendments to the Department of Land Conservation and Development (DLCD) a minimum of 35 days prior to the first

evidentiary hearing on adoption. Notice was provided to DLCD on July 30, 2014; the first evidentiary hearing is scheduled for September 2, 2014. ODOT and LTD are considered affected agencies.

Goal 2 provides procedures for Statewide Goal exceptions. An exception is a decision to exclude certain land from the requirements of one or more applicable Statewide Planning Goals. No Statewide Planning Goal exceptions are proposed or are necessary for the proposed amendments to be adopted.

Conclusion

The Goal 2 coordination requirement is met when Springfield engages in an exchange, or invites such an exchange, between the City and any affected governmental unit. To comply with the Goal 2 coordination requirement, the City engaged in inviting an exchange of information about the proposed amendment with all of the affected governmental units. Specifically, the City provided notice of the proposed action and opportunity to comment to DLCD, ODOT, LTD. There are no Goal 2 exceptions required for the proposed amendments. Therefore, the proposed amendments of the Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 are consistent with Goal 2.

STATEWIDE PLANNING GOAL 3 AGRICULTURAL LAND

“To preserve and maintain agricultural lands.”

Findings

Goal 3 defines "agricultural lands" by stating, in part, that they: "...do not include land within acknowledged urban growth boundaries...."

The Phase 1 Update and the proposed amendments apply to property located completely within Springfield's acknowledged Urban Growth Boundary (UGB), both in and outside of the city limits. All land in Springfield's UGB has City zoning. Springfield has the authority to apply City zoning between the city limits and UGB through an Intergovernmental Agreement signed with Lane County in 1986. Land in Glenwood is currently planned and zoned for urban use and will continue to be upon adoption of the proposed amendments. No UGB expansion is proposed as part of the proposed amendments. The proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments do not affect land designated for agricultural use outside of Springfield's UGB.

Conclusion

Goal 3 is not applicable to the proposed amendments because no agricultural plan designation or use is affected and Goal 3 excludes lands inside an acknowledged urban growth boundary from the definition of agricultural lands.

STATEWIDE PLANNING GOAL 4 FOREST LAND

“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.”

Findings

OAR 660-006-0020 states: “Goal 4 does not apply within urban growth boundaries and therefore, the designation of forest lands is not required.”

The Phase 1 Update and the proposed amendments apply to property located completely within Springfield's acknowledged Urban Growth Boundary (UGB), both in and outside of the city limits. All land in Springfield's UGB has City zoning. Springfield has the authority to apply City zoning between the city limits and UGB through an Intergovernmental Agreement signed with Lane County in 1986. Land in Glenwood is currently planned and zoned for urban use and will continue to be upon adoption of the proposed amendments. No UGB expansion is proposed as part of the proposed amendment. The proposed Glenwood Refinement Plan Transportation Chapter amendment does not affect land designated for forest use outside of Springfield's UGB.

Conclusion

All land comprising the Phase 1 Update area is within Springfield's UGB; therefore, as specified in OAR 660-006-20, Goal 4 does not apply.

STATEWIDE PLANNING GOAL 5 NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACE

"To protect natural resources and conserve scenic and historic areas and open spaces."

Findings

Goal 5 requires communities to inventory the following natural resources: Riparian corridors, including Water and Riparian Areas and Fish Habitat; Wetlands; Wildlife Habitat; Federal Wild and Scenic Rivers; State Scenic Waterways; Groundwater Resources; Approved Oregon Recreation Trails; Natural Areas; Wilderness Areas; Mineral and Aggregate Resources; Energy Sources; and Cultural Areas. Goal 5 encourages communities to maintain existing inventories of the following resources: Historic Resources; Open Space; and Scenic Views and Sites.

The Phase 1 Update was found to be consistent with Goal 5 because all applicable OARs implementing the Goal were addressed and riparian and wetland inventories within the Phase 1 Update boundaries were updated. The NEPA review and Categorical Exclusion discussed above and as part of Goal 12 have determined that the proposed realignment of the Franklin Boulevard Project envelope does not have an impact on any Goal 5 resource.

Conclusion

All applicable sections of Goal 5 were addressed in the applications comprising the Phase 1 Update that was acknowledged by DLCD on May 9, 2014. No further discussion of Goal 5 resources is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Therefore, compliance with Goal 5 is maintained by these applications.

STATEWIDE PLANNING GOAL 6 AIR, WATER AND LAND RESOURCES QUALITY

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

Findings

Goal 6 addresses waste and process discharges from development and is aimed at protecting air, water and land from impacts from those discharges. All land comprising the Phase 1 Update area is located within Springfield's Urban Growth Boundary. Any development in Glenwood must also comply with applicable state and federal air and water quality standards. Future development and redevelopment in

the Phase 1 Update will be reviewed under Springfield's land use standards contained in the Springfield Development Code to ensure that the integrity of the air, water, and land resources are preserved.

The Phase 1 Update was found to be consistent with Goal 6 because all applicable state and federal air and water quality standards were addressed. The proposed realignment of the Franklin Boulevard Project envelope does not have an impact on any air, water or land resources described in Goal 6.

Conclusion

All applicable sections of Goal 6 were addressed in the applications comprising the Phase 1 Update that was acknowledged by DLCDC on May 9, 2014. No further discussion of the resources described in Goal 6 is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and revise the applicable text descriptions of the Project envelope. Therefore, compliance with Goal 6 is maintained by these applications.

STATEWIDE PLANNING GOAL 7 AREAS SUBJECT TO NATURAL HAZARDS

"To protect life and property from natural disasters and hazards."

Findings

Goal 7 requires comprehensive plans to include provisions to protect life and property based on an inventory of known areas of natural hazards including, but not limited to, floods, landslides and earthquakes. Goal 7 prohibits development in natural hazard areas without appropriate safeguards.

The Phase 1 Update was found to be consistent with Goal 7 because all applicable state and federal natural hazard regulations were addressed. The proposed realignment of the Franklin Boulevard Project envelope does not have an impact on any Goal 7 area subject to natural hazards.

Conclusion

All applicable sections of Goal 7 were addressed in the applications comprising the Phase 1 Update that was acknowledged by DLCDC on May 9, 2014. No further discussion of Goal 7 resources is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Therefore, compliance with Goal 7 is maintained by these applications.

STATEWIDE PLANNING GOAL 8 RECREATIONAL NEEDS

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

Findings

Goal 8 requires local governments to plan and provide for the siting of necessary recreational facilities to ***"satisfy the recreational needs of the citizens of the state and visitors."***

The Phase 1 Update was found to be consistent with Goal 8 because all applicable state and local park regulations were addressed. The proposed realignment of the Franklin Boulevard Project envelope does not have an impact on any Goal 8 recreational park siting regulations or future park sites shown in the Willamalane Park and Open Space Plan, a refinement plan adopted by the City of Springfield and Lane County.

Conclusion

All applicable sections of Goal 8 were addressed in the applications comprising the Phase 1 Update that was acknowledged by DLCDC on May 9, 2014. No further discussion of Goal 8 recreational needs is necessary as part of the Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Therefore, compliance with Goal 8 is maintained by these applications.

STATEWIDE PLANNING GOAL 9 ECONOMIC DEVELOPMENT

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

Findings

Economic Development requires cities to maintain adequate supplies of buildable lands for projected commercial and industrial use.

The Phase 1 Update, as amended, was found to be consistent with Goal 9 because all applicable economic development regulations were addressed. The proposed realignment of the Franklin Boulevard Project envelope does not have an impact on any Goal 9 economic development regulations.

Conclusion

All applicable sections of Goal 9 were addressed in the applications comprising the Phase 1 Update that was acknowledged by DLCDC on May 9, 2014. No further discussion of Goal 9 economic development regulations is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Therefore, compliance with Goal 9 is maintained by these applications.

STATEWIDE PLANNING GOAL 10 HOUSING

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

Findings

Goal 10 requires buildable lands for residential use to be inventoried and requires plans to encourage the availability of adequate numbers of needed housing units at price ranges and rent levels commensurate with the financial capabilities of Oregon households.

The Phase 1 Update, as amended, was found to be consistent with Goal 10 because all applicable housing need regulations were addressed. The proposed realignment of the Franklin Boulevard Project envelope does not have an impact on any Goal 10 housing need regulations.

Conclusion

All applicable sections of Goal 10 were addressed in the applications comprising the Phase 1 Update that was acknowledged by DLCDC on May 9, 2014. No further discussion of Goal 10 housing need regulations is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Therefore, compliance with Goal 10 is maintained by these applications.

STATEWIDE PLANNING GOAL 11 PUBLIC FACILITIES AND SERVICES

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

Findings

Goal 11 requires local jurisdictions to adopt policy documents and regulations regarding the provision of public facilities and services.

The Phase 1 Update was found to be consistent with Goal 11 because all applicable public facility policy documents and regulations were addressed. The proposed realignment of the Franklin Boulevard Project envelope does not have an impact on any Goal 11 public facility policy documents and regulations.

Conclusion

All sections of Goal 11 applicable to Phase 1 Update were addressed in the applications comprising Phase 1 Update that was acknowledged by DLCD on May 9, 2014. No further discussion of Goal 11 public facility policy documents and regulations is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Therefore, compliance with Goal 11 is maintained by these applications.

STATEWIDE PLANNING GOAL 12 TRANSPORTATION

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

Findings

Goal 12 requires local jurisdictions to adopt policy documents and regulations regarding the provision of a multi-modal public transportation system. Specific Transportation Planning Rule (TPR) and Oregon Administrative Rule (OAR) 660, Division 12 were addressed in the original Glenwood Phase I staff report. Specific details regarding future improvements to Franklin Boulevard, including the description of a Project envelope, were contained in the adopted Glenwood Refinement Plan Transportation Chapter. The intent of the Franklin Boulevard Project conceptual envelope was to provide potential developers guidance for the location of proposed buildings until the Revised Conceptual Design 2014 was approved.

The level of detail regarding the approved Phase 1 Update Franklin Boulevard Project conceptual envelope was never explicitly addressed in the Goal 12 findings for that application, which were primarily focused on capacity and trip generation issues because the design for Franklin Boulevard at that time was considered conceptual (see also Staff’s response to Goal 1). In addition, the cited transportation documents that referenced future Franklin Boulevard Projects in the Phase 1 Update consisted of “general Project descriptions” that were cited in the original Phase 1 Update staff report. The only specific reference to the Franklin Boulevard Project envelope is found in the Glenwood Refinement Plan Transportation Chapter. **These are the figures and text proposed to be amended as part of these applications.** See Attachment 1.

The following transportation documents with their “general” project descriptions to future Franklin Boulevard Projects were cited in the original Phase 1 Update staff report and are cited again below:

- **The Statewide Transportation Improvement Program (STIP) 2010-2013**
Franklin Boulevard from the I-5 Bridges to McVay Highway – NEPA Analysis – was listed under Key 17217.
- **The Regional Transportation Plan and TransPlan**
Both documents referred to Project 839 – Upgrade Franklin Boulevard to urban facility from Jenkins Drive to Mill Street.
- **Springfield Capital Improvement Program (CIP) - 2012-2016**
 - **Franklin Boulevard Planning.** Complete Project refinement, including National Environmental Policy Act (NEPA) documentation for future improvements to Franklin Boulevard, the Franklin/Glenwood intersection and the Franklin/McVay intersections to support Glenwood redevelopment and regional mobility for transit, bicycles/pedestrians, and autos. Contribute to the required local match for any federal funding received.
 - **Franklin Boulevard Reconstruction Project.** The Franklin Boulevard Reconstruction Project will construct modern urban standards improvements on the old Hwy 99 alignment in Glenwood called Franklin Boulevard, between the Franklin/Glenwood intersection and the Franklin/McVay intersection to support Glenwood redevelopment and regional safety and mobility for transit, bicycles/pedestrians, and autos.

The Phase 1 Update was adopted by the Springfield City Council on June 18, 2012 (Ordinance No. 6279) and by the Lane County Board of Commissioners on September 5, 2012 (Ordinance No. PA1288 and Ordinance No. 3-12).

On September 28, 2012, Shamrock Homes, LLC filed a Notice of Intent to Appeal Ordinances 6279, PA12888 and 3-12.

On July 12, 2013, LUBA rendered its decision (LUBA nos. 2012-077/078/079). LUBA’s decision required Springfield to take additional action to address the following Goals: Goal 9 (Economic Development); Goal 10 (Housing); Goal 12 (Transportation); and Goal 15 (Willamette River Greenway).

The LUBA Remand topic applicable to these applications applies to Goal 12. To comply with the Transportation Planning Rule (TPR), staff prepared additional findings to address the LUBA Remand as part of an amendment to the Glenwood Refinement Plan Transportation Chapter and Springfield Development Code (SDC) Section 3.4-245 and Appendix 3 to reflect the establishment of the Multimodal Mixed -Use Area (MMA) designation for all of the Phase 1 Update, as allowed under OAR 660-012-0060(10). Adoption of the MMA designation eliminated any further requirement by staff to address a finding of “no significant effect” on existing or planned transportation facilities in the Phase 1 Update.

In April 2014, the MMA designation was established by Springfield Ordinance 6316 and Lane County Ordinance PA1308. Both Ordinances addressed all of the LUBA Remand topics, including those relating to Goal 12. Both Ordinances were acknowledged by DLCD on May 9, 2014.

In addressing Goal 12 as part of these applications, staff is reaffirming the “general” descriptions of the future Franklin Boulevard Projects in the transportation documents cited in the approved and acknowledged Phase 1 Update staff report. Also, since the adoption of the Phase 1 Update LUBA Remand Ordinances, the following transportation related documents have been updated/amended/

adopted but still do not reference a specific Franklin Boulevard envelope in any of the Project descriptions:

- **The Statewide Transportation Improvement Program (STIP) 2010-2013**
Franklin Boulevard from the I-5 Bridges to McVay Highway – NEPA Analysis – listed under Key 17217. This Project qualified for a Categorical Exclusion. Staff is awaiting the “official” correspondence from FHWA.
- **The Springfield 2035 Transportation System Plan (TSP)**
The Springfield 2035 TSP provides a 20-year blueprint for how Springfield should maintain and improve the transportation network to meet growth demands within Springfield's Urban Growth Boundary (UGB). The TSP was adopted in March 2014 by the Springfield City Council, Ordinance 6314 and by the Lane County Board of Commissioners, Ordinance PA1303 in a process that included coordination with community members and affected public agencies.

Until adoption of Springfield 2035 TSP, the 2002 Metro Area TransPlan served as both the adopted local TSPs for Eugene and Springfield and as the Regional Transportation System Plan (RTSP) for the Central Lane MPO area. In 2006, House Bill 3337 was passed by the Oregon Legislature and required Eugene and Springfield to develop separate UGBs and separate buildable lands inventories. With separate UGBs and land inventories, the cities of Springfield and Eugene determined that it was preferable to develop city-specific local TSPs.

The Springfield 2035 TSP now supersedes TransPlan as the City's specific refinement of the Metro Plan insofar as it affects transportation system issues within Springfield and Springfield's UGB. Staff prepared findings confirming that the TSP is consistent with the Metro Plan. However, it should be noted that the 2002 TransPlan continues to serve as the region's Transportation Planning Rule (TPR) required RTSP until such time as a new RTSP is adopted.

The performance measures by which progress towards meeting TPR requirements over the TransPlan planning horizon that were evaluated for the Central Lane MPO area also remain in effect until:

- (1) Both Eugene and Springfield have completed updates to their land use and transportation plans
- (2) A new assessment (based on analysis from both new local TSPs) of how well the region is addressing TPR requirements is completed;
- (3) A determination of how, or if the current performance measures need to be updated is completed; and
- (4) A new RTSP is completed and adopted.

Because it is important that the local TSP for Springfield continues to support the policies and general objectives of the 2002 TransPlan until a new RTSP is adopted, Staff prepared findings confirming that the Springfield TSP is consistent with the 2002 TransPlan. The 2035 Springfield TSP ensures the vision for the transportation system meets community needs, communicates the City's aspirations, and conforms to state and regional policies. Improvements to Franklin Boulevard are reflected in the Springfield 2035 TSP as follows:

R-13	Franklin Boulevard Multi-modal Improvements (Construct multi-modal improvements on Franklin Boulevard, from I-5 to the railroad tracks south of the Franklin Boulevard/McVay Highway intersection, and construct a roundabout at the Franklin Boulevard/Glenwood Boulevard intersection)	\$35,000,000
R-14	Franklin Boulevard/McVay Highway Multi-lane Roundabout (Construct a multi-lane roundabout)	\$7,000,000

- **The Regional Transportation Plan (RTP) and TransPlan**
Both documents still refer to Project 839 – Upgrade Franklin Boulevard to urban facility from Jenkins Drive to Mill Street.
- **Springfield Capital Improvement Program (CIP) - 2014-2018**
 - **Franklin Boulevard NEPA.** No Map. Complete Project refinement, including National Environmental Policy Act (NEPA) documentation for future improvements to Franklin Boulevard, the Franklin/Glenwood, Franklin/Henderson, Franklin/Mississippi and Franklin/McVay intersections to support Glenwood redevelopment and regional mobility for transit, bicycles/pedestrians and autos.
 - **Franklin Boulevard Phase 1 Reconstruction.** Map ID-TS 32. Due to the pending jurisdictional transfer of Franklin Boulevard in Glenwood from ODOT to Springfield, Franklin Phase 1 construction will absorb the currently programmed ODOT intersection upgrade at Franklin/Brooklyn in order to provide a complete and permanent intersection solution and to insure seamless Project design and delivery for the overall corridor.
 - **Franklin Boulevard Reconstruction Project.** Map ID-TS 33. The Franklin Boulevard Reconstruction Project will construct modern standards and improvements on the old Hwy 99 alignment in Glenwood called Franklin Boulevard between the Franklin/Glenwood intersection and the Franklin/McVay intersection to support Glenwood redevelopment and regional safety and mobility for transit, bicycles/pedestrians and autos.

Still, the only specific reference to the Franklin Boulevard Project envelope is found in the Glenwood Refinement Plan Transportation Chapter (Phase 1) and the Springfield Development Code, Appendix 3. The Franklin Boulevard envelope figures and text proposed to be amended for the Franklin Boulevard Project envelope are those specified in Attachments 1 and 3. No further amendment of the above cited updated/amended/adopted documents is required in order to realign the Franklin Boulevard Project envelope in the Glenwood Refinement Plan Transportation Chapter and the Springfield Development Code, Appendix 3.

The Franklin Boulevard Project is listed in the recently adopted Springfield 2035 Transportation System Plan (TSP) discussed above. The Franklin Boulevard Project is in compliance with the TSP.

Conclusion

All applicable sections of Goal 12 were addressed in the applications comprising the Phase 1 Update, as amended that was acknowledged by DLCD on May 9, 2014. The intent of these applications is to amend the Transportation Chapter of the Glenwood Refinement Plan and Springfield Development Code, Appendix 3 amendments in order to realign the Franklin Boulevard Project envelope. These applications do not necessitate additional Goal 12 findings because:

- 1) The LUBA Remand resulted in the establishment of an MMA for all of Phase 1 Update and the proposed amendments do not have an impact on the MMA; and
- 2) There is no need to amend the transportation documents cited either in the original Phase 1 Update staff report, or as currently updated, amended or adopted as cited in this staff report because there never was a reference to the Franklin Boulevard Project envelope in these transportation documents.

Therefore, compliance with Goal 12 is maintained by these applications.

STATEWIDE PLANNING GOAL 13 ENERGY CONSERVATION

“To conserve energy. 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.”

Findings

Goal 13 requires local jurisdictions to adopt policy documents and regulations regarding energy conservation.

The Phase 1 Update was found to be consistent with Goal 13 because all applicable energy conservation policy documents and regulations were addressed. The proposed realignment of the Franklin Boulevard Project envelope does not have an impact on any Goal 13 Energy Conservation policy documents and regulations.

Conclusion

All applicable sections of Goal 13 were addressed in the applications comprising the Phase 1 Update that was acknowledged by DLCD on May 9, 2014. No further discussion of Goal 13 Energy Conservation policy documents and regulations is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Therefore, compliance with Goal 13 is maintained by these applications.

STATEWIDE PLANNING GOAL 14 URBANIZATION

“To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.”

Findings:

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

The Phase 1 Update was found to be consistent with Goal 14 because all applicable urbanization policy documents and regulations were addressed. The proposed realignment of the Franklin Boulevard

Project envelope does not have an impact on any Goal 14 Urbanization policy documents and regulations.

Conclusion

All applicable sections of Goal 14 were addressed in the applications comprising the Phase 1 Update that was acknowledged by DLCD on May 9, 2014. No further discussion of Goal 14 Urbanization policy documents and regulations is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Therefore, compliance with Goal 14 is maintained by these applications.

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.”

Findings

Goal 15 requires cities to protect the various qualities of the Willamette River.

The Phase 1 Update, as amended, was found to be consistent with Goal 15 because all applicable Willamette River protection policy documents and regulations were addressed. The proposed realignment of the Franklin Boulevard Project envelope does not have an impact on any Goal 15 Willamette River Greenway protection policy documents and regulations.

Conclusion

All applicable sections of Goal 15 were addressed in the applications comprising the Phase 1 Update that was acknowledged by DLCD on May 9, 2014. No further discussion of Goal 15 Willamette River Greenway protection policy documents and regulations is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Therefore, compliance with Goal 15 is maintained by these applications.

GOAL 16: ESTUARINE RESOURCES

“To recognize and protect the unique environmental, economic, and social values of each estuary and associated wetlands; and

To protect, maintain, where appropriate develop, and where appropriate restore the long-term environmental, economic, and social values, diversity and benefits of Oregon's estuaries.”

GOAL 17: COASTAL SHORELANDS

“To conserve, protect, where appropriate, develop and where appropriate restore the resources and benefits of all coastal shorelands, recognizing their value for protection and maintenance of water quality, fish and wildlife habitat, water-dependent uses, economic resources and recreation and aesthetics. The management of these shoreland areas shall be compatible with the characteristics of the adjacent coastal waters; and

To reduce the hazard to human life and property, and the adverse effects upon water quality and fish and wildlife habitat, resulting from the use and enjoyment of Oregon's coastal shorelands.”

GOAL 18: BEACHES AND DUNES

**“To conserve, protect, where appropriate develop, and where appropriate restore the resources and benefits of coastal beach and dune areas; and
To reduce the hazard to human life and property from natural or man-induced actions associated with these areas.”**

GOAL 19: OCEAN RESOURCES

“To conserve marine resources and ecological functions for the purpose of providing long-term ecological, economic, and social value and benefits to future generations.

Findings

Goals 16-19. These goals apply only to cities and portions of counties at the land – ocean interface; they do not apply to any area within Springfield jurisdiction.

Conclusion

All applicable Statewide Planning Goals were addressed in the applications comprising the Phase 1 Update that was acknowledged by DLCD on May 9, 2014. Goals 1, 2 and 12 have been addressed as part of these applications regarding the proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope and the Springfield Development Code, Appendix 3. Criterion 5.6-115A.3. has been met.

“B. Applications specified in Section 5.6-105 may require co-adoption by the Lane County Board of Commissioners.”

Findings

Portions of Phase 1 are both within and outside of Springfield’s city limits; amendments that apply outside the city limits must be co-adopted by Lane County. Phase 1 was co-adopted by Lane County; these applications also will be co-adopted by Lane County.

Conclusion

The Phase 1 Update acknowledged by DLCD on May 9, 2014, included: Springfield Ordinance 6279, co-adopted by Lane County Ordinances PA 1288 and No. 3-12; and the response to the LUBA Remand Springfield Ordinance 6316, co-adopted by Lane County Ordinances PA 1306 and No. 13-07. Upon approval of the adopting Ordinance for these applications by Lane County, criterion 5.6-115B. will be met.

STAFF REPORT CONCLUSION AND RECOMMENDATION

Based on the findings and conclusions in this staff report, the amendments of the Glenwood Refinement Plan, Transportation Chapter and Springfield Development Code, Appendix 3 to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope are consistent with SDC Section 5.6-100 Refinement Plans, Plan Districts and the Development Code-Adoption or Amendment.

Staff requests the Springfield Planning Commission to: adopt the findings of fact contained in this report; add or amend as necessary, additional findings and conclusions determined by the Commission to support the proposed applications amending the Glenwood Refinement Plan, Transportation Chapter and Springfield Development Code, Appendix 3 to realign the Franklin Boulevard Project envelope and

to revise the applicable text descriptions of the Project envelope; and forward this report, findings and applications to the Springfield City Council and the Lane County Board of Commissioners with the recommendation that the elected officials approve these applications at their public hearing scheduled for October 27, 2014.

ATTACHMENT 1

Underline is used for proposed text. ~~Strike out~~ is used for deleted text.

Phase 1 Update - Glenwood Refinement Plan, Transportation Chapter

Franklin Boulevard

From 2007-2008, Springfield worked with its transportation partners, stakeholders, and consultants on the Franklin Boulevard Study. The project team analyzed an array of possible improvements to Franklin Boulevard to support redevelopment and new investment in the Glenwood Riverfront. In early 2008, staff reviewed the preferred alternative -- a hybrid multi-way boulevard -- with the Springfield Economic Development Agency, the Planning Commission, and the City Council. On March 17, 2008, the City Council endorsed the hybrid multi-way boulevard conceptual design and directed staff to refine the concept and integrate it into this Plan. A hybrid multi-way boulevard incorporates a blend of street design concepts to accomplish the fundamental goal of vehicular movement and also creates a pedestrian-friendly environment through on-street parking, slower traffic, transit opportunities, multi-modal applications, and enabling buildings closer to or at the right-of-way line.

Since the Council's endorsement in 2008, Springfield has sought project funding through several grants and other local and Federal funding sources. At the time this Plan was written, Springfield had successfully secured funding for NEPA analysis and was in the process of procuring contract services for the NEPA process. A full NEPA documentation process and preliminary and final design are needed before the conceptual design is further refined and construction can begin on the upgraded boulevard. Once the NEPA documentation is complete, a phased construction schedule may be possible given the scope, size, and potential impacts along Franklin Boulevard. Potential construction phases and access to existing businesses may be outlined during the NEPA analysis to help mitigate potential impacts to adjacent businesses and property owners. One example of construction phasing could include starting reconstruction near the intersection of Franklin Boulevard and McVay Highway, and then moving west as funding becomes available. Another example may be to first reconstruct the northern portion of Franklin Boulevard followed by the southern portion at a later date.

At the time of development, boulevard designs must comply with Springfield's *Engineering Design Standards and Procedures Manual* (EDSPM). The Introduction to the EDSPM states that Springfield "reserves the right to impose more restrictive or different design standards than those contained in this manual, on a case-by-case basis, to any public works' design..." Therefore, in the event that a corresponding boulevard design cannot be found in this document, developers must collaborate with Springfield so that the design of the boulevard complies with the policies and implementation strategies in this section and the corresponding Franklin Boulevard concept, preliminary design developed through the NEPA process, or final design by a project design and delivery team.

The conceptual plans for the hybrid Franklin Multi-Way Boulevard, as well as the configuration of streets off Franklin Boulevard as described in the Local Street Network section below, were completed with participation by ODOT. ~~[At the time this Plan was written, Franklin Boulevard was a State facility, and Springfield and ODOT were in the process of negotiating a jurisdictional transfer]~~ In July of 2014 the City and ODOT reached agreement on terms specifying the jurisdictional transfer of the Franklin Boulevard facility and associated right of way from ODOT to the City. The approved Jurisdictional Transfer Agreement is expected to be recorded with the deed records at Lane County by September 2014. Once the transfer is recorded, Franklin Boulevard will be owned and operated by the City of Springfield, subject to the terms of the Transfer Agreement.

Objective:

Re-design and re-construct Franklin Boulevard as a multi-modal transportation facility to support the redevelopment of Glenwood as envisioned in the Land Use Chapter and to provide an improved arterial connection between Springfield and Eugene.

Policies & Implementation Strategies:

- Partner with ODOT, Lane Transit District (LTD), property owners, and private developers to fund, dedicate right-of-way, design, and construct the upgraded Franklin Boulevard.
 - During the land use review and approval process for properties fronting Franklin Boulevard, establish design and ~~[exact]~~ right-of-way obligations, and require dedication of right-of-way necessary to construct the hybrid multi-way boulevard.
 - Use a blend of hybrid multi-way boulevard designs as ~~[conceptually depicted]~~ shown in Figure[s] 1[, and 2] Conceptual Project Design, to allow for flexibility in phasing design and construction as funding becomes available.
 - Locate the right-of-way for the Franklin Boulevard improvements within the Corridor Envelope ~~[described below to maximize the developable area between the upgraded facility and the Willamette River, while also working to minimize impacts on existing buildings on the south side of the upgraded facility]~~ shown in Figure 2. The Corridor Envelope extends five feet to the north and five feet to the south of the Conceptual Project Design.
 - ~~[For the purpose of determining maximum necessary width, d]~~ Design the upgraded Franklin Boulevard such that the maximum necessary width does not exceed: two eastbound and two westbound through lanes; dedicated bus rapid transit facilities between Glenwood Boulevard and McVay Highway; left turn lanes; a continuous and safe bicycle facility along both sides of the boulevard; access lanes in specified locations separated by a landscaped median adjacent to the through lanes; continuous, wide setback sidewalks buffered from traffic flow; on-street parking on the north and south access lanes; and potential alternative bicycle/pedestrian amenities or on-street parking on both the north and south side of the arterial sections.
- Establish a Corridor Envelope that extends five feet to the north and five feet to the south of the Conceptual Project Design to provide a measure of flexibility in project delivery of the Franklin

Boulevard improvement project. [~~the approximate maximum width of which is 197 feet, and the northern boundary of which is generally 20 feet north of the northern right-of-way of Franklin Boulevard (McKenzie Highway) as documented by ODOT right-of-way files as of October 18, 2011.~~] Within this Corridor Envelope, the maximum width of the hybrid multi-way boulevard is approximately [~~172~~] 175 feet, except where bump-outs may be required for transit stations or intersections. [~~The corridor design envelope for the hybrid multi-way boulevard provides for alignment flexibility during final design to address any geometric roadway design issues, and also to provide design flexibility to minimize right-of-way impacts. The corridor design envelope and planned upgraded Franklin Boulevard are described in more detail below and are graphically approximated in Figure 3.~~

- ~~○ Franklin Boulevard/Glenwood Boulevard Intersection and Franklin Boulevard/McVay Highway Intersection: Preserve the area shown on Figure 3 for future intersection improvements to provide corridor mobility and roadway access to the Glenwood Riverfront at both intersection locations.~~
 - ~~○ Jenkins Drive to Glenwood Boulevard: The Corridor Envelope will narrow to approximately 110 feet west of the Glenwood Boulevard intersection, tapering to meet the facility cross-section within the I-5 right-of-way. This section of the facility is planned as a modern urban arterial.~~
 - ~~○ Glenwood Boulevard to Henderson Avenue: The Corridor Envelope will narrow to approximately 151 feet between the intersections, flaring to accommodate the intersection geometry at Glenwood Boulevard and matching the width of the facility at the Henderson Avenue intersection. This section of the facility is planned as a modern urban arterial.~~
 - ~~○ Henderson Avenue to Mississippi Avenue: The Corridor Envelope is 197 feet wide. This section of the facility is expected to include multi-way boulevard treatments on both the north and south sides.~~
 - ~~○ Mississippi Avenue to McVay Highway: The Corridor Envelope flares to match the facility at Henderson and intersection geometry at McVay Highway. Between these two match lines the Corridor Envelope is approximately 184 feet wide. This section of the facility is expected to include multi-way treatments on the north side and modern urban arterial design on the south side.]~~
- Enhance the safety, comfort, and convenience of pedestrians and bicyclists along and across the boulevard, as conceptually depicted in Figure 3.
 - Establish continuous, wide setback sidewalks on both sides of the boulevard that are buffered from traffic flow and that consider the adjacent land use context pertinent to development.

- Reduce crossing distances and provide pedestrian refuges by utilizing two-stage crossings, curb extensions, stop controls, or other appropriate traffic control devices at intersections.
- Provide enhanced pedestrian crossings to transit stations in the vicinity of intersections.
- Enhance the urban design of the area and differentiate the building/frontage zone, the travel/throughway zone, the furnishing zone, and the curb/edge zone of the sidewalks by incorporating distinct elements, patterns, and/or materials such as pavement treatments, street trees, landscaping, water quality facilities, street furniture, bicycle parking, street lights, and pedestrian scale lighting.
- Provide a continuous and safe bicycle facility along both sides of the boulevard from the Springfield Bridges to ~~[I-5]~~ the eastern edge of the south bank bicycle and pedestrian viaduct.
- Increase the safety, mobility, and efficiency of bus rapid transit service, automobiles, and trucks.
 - Separate through traffic from local traffic by using a combination of direct through lanes and low-speed access lanes with on-street parking.
 - ~~[Establish dedicated bi-directional]~~ Preserve capacity that may be used for dedicated bus rapid transit facilities.
 - Construct multi-lane roundabouts at the Franklin Boulevard/McVay Highway intersection, Franklin Boulevard/Mississippi Avenue intersection, Franklin Boulevard/Henderson Avenue intersection, and the Franklin Boulevard/Glenwood Boulevard intersection that incorporate bicycle and pedestrian treatments that calm traffic and support pedestrian and bicycle mobility and safety.
 - Coordinate with appropriate State and local agencies (depending on the jurisdictional responsibilities in effect) to close, consolidate, realign, and relocate street intersections and curb cuts along the length of Franklin Boulevard to improve facility operations and reduce safety conflicts.
- Locate transit stations to provide optimal, safe pedestrian access between stations and adjacent areas planned for mixed-use development.
 - Construct ~~[two median transit stations between the Franklin Boulevard/Glenwood Boulevard intersection and the Franklin Boulevard/McVay Highway intersection. Consider two additional]~~ three curbside stations [at] along [the] Franklin Boulevard, preferably at the Franklin Boulevard/Glenwood Boulevard intersection, Franklin Boulevard/Mississippi Avenue intersection, and the Franklin Boulevard/McVay Highway intersection.
- Seek opportunities, partnerships, and funding to incorporate public art features into the design and construction of street improvements and to establish distinctive, iconic gateway features that help create a sense of place and orient travelers along the corridor.

...

Riverfront Multi-Use Path

...A conceptual multi-use path alignment is identified in the 2002 TransPlan, the 2004 Willamalane Park and Recreation Comprehensive Plan, [and] the 2007 Regional Transportation Plan, and the 2014 Springfield Transportation System Plan...

ATTACHMENT 1 CON'T

Figure 1



Figure 2



ATTACHMENT 2



Public Outreach & Communication Plan

INTRODUCTION

In Glenwood, Franklin Boulevard is an aging highway with very little to no provision for safe biking or walking. The roadway is a gateway to both Springfield and Eugene, serves as a central link between the two downtowns, and provides the main access to the Glenwood Riverfront District.

The purpose of the Project is to change Franklin Boulevard between I-5 and McVay Highway into a modern, urban, multi-way boulevard that safely meets the needs of pedestrians, bikes, buses, and motor vehicles, and helps the Glenwood Riverfront District redevelop.

Glenwood's residents, businesses and surrounding communities have been thinking and talking for more than a decade about improving Franklin Blvd. Thoughtful and outreaching conversations, research, committees, and public meetings bring us to today, where Springfield is guiding a revised Franklin Blvd "footprint" through approvals required for accountability and funding.

Community members donated many hours of time over the years serving on the Glenwood Citizen Advisory Committee, the Glenwood Redevelopment Advisory Committee, and LTD's Glenwood Advisory Group. Others offered testimony at council decision points.

The objective of this public outreach process is to keep the people informed as the project moves forward, particularly those directly affected. The following values will guide the public involvement:

Meaningful: information must be accurate, timely and easily accessible

Inclusive: it is incumbent on the project to reach out to everyone, including those who don't use computers or have barriers to meeting attendance

Transparent: decisions are public and materials are available on the website

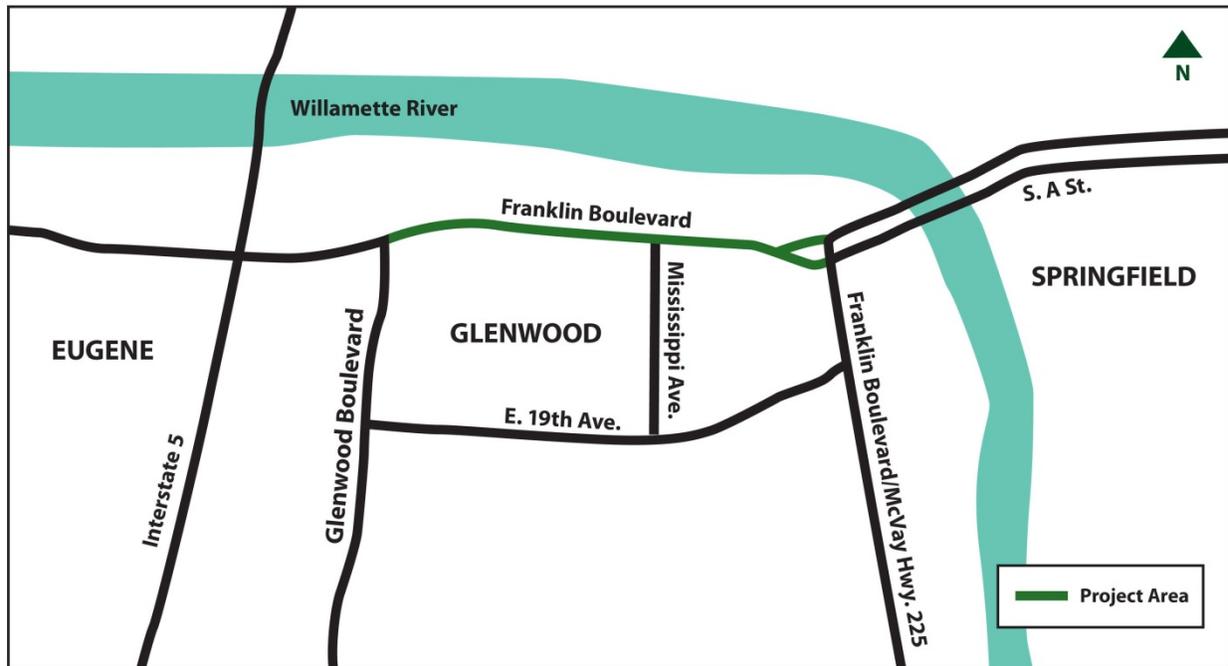
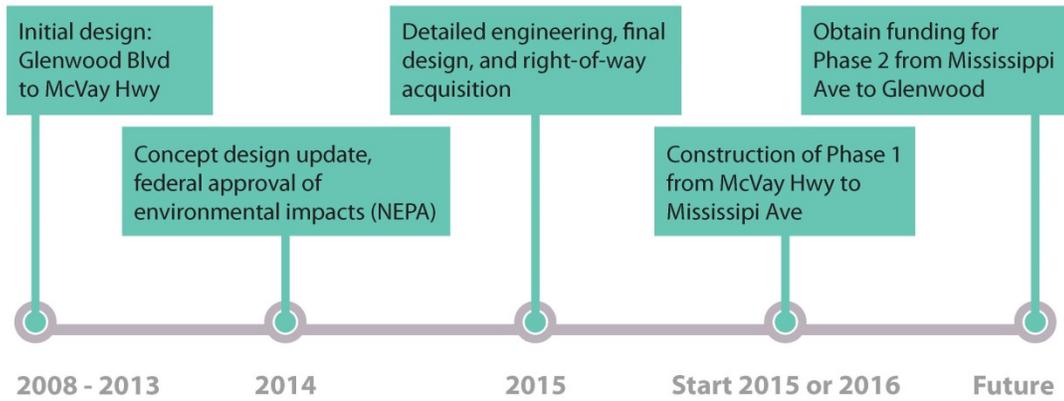
Realistic: clear about the project constraints, objectives, and parameters

Decisions and Roles

The project design will move through the National Environmental Policy Act (NEPA) approval process on its path to receiving funding. As part of the process, the Oregon Department of Transportation (ODOT)

and the Federal Highway Administration (FHWA) will review, as will the Lane Transit District (LTD) and the Federal Transit Administration (FTA). The project will be monitored and approved by the Springfield City Council.

Project Timeline and Map



KEY S OF PUBLIC OUTREACH PLAN

- Consistent reliable information and city contact person
- Mailings, e-mailings, phone calls to property/business owners
- Comprehensive support services for 19 businesses to be displaced
- Multiple in-person meetings with each and all corridor property/business owners
- In-person meetings with residents of 12 dwelling units adjacent to Franklin Blvd
- Small issue-focused meetings, such as bicycle/pedestrian concerns
- Up to two Open Houses held on corridor to share design
- Non-traditional outreach targeted to low-income, disabled and elderly people
- E-Updates to Interested Parties List
- Timely response to all submitted comments & questions
- Project information posters at high visibility locations
- Select speaking engagements at civic organizations
- Updates to Glenwood Redevelopment Advisory Committee & Glenwood Water District's elected Board of Directors
- New Franklin Boulevard website with comment function
- Media (print, radio, TV)

TARGETED COMMUNICATIONS STRATEGIES

Displaced Businesses and Property Owners

The project seeks to communicate directly and regularly with all affected business and property owners about the Franklin Boulevard design and impacts. City staff will continue to work one-to-one with the 19 businesses and property owners that will be displaced or relocated. These owners have been notified in-person; a direct city contact assigned to them for any questions or concerns, and received an explanation of the upcoming process to support them through displacement or relocation. Ongoing, Springfield Economic Development Agency (SEDA) staff from the City Manager's Office (CMO) will work with these business and property owners in an effort to find win-win solutions for the project and the enterprise, including potential financial compensation, relocation assistance, assistance in evaluating prospective relocation sites, help navigating the development process and more. Level of relocation assistance will occur based on the particulars of each relocation case.

Actions:

SEDA staff from CMO will be assigned as the direct personal contact for businesses and property owners that will be relocated or displaced.

SEDA staff from CMO will develop materials that outline process, options, resources and support services available to displaced business and property owners.

SEDA staff from CMO will meet individually with any businesses and property owners that will be displaced or relocated to discuss their options, clearly outline the process for settlement and assist in navigation, leave descriptive materials for consideration, and give contact information for ongoing

conversation. Project staff will discuss potential financial assistance, including grant and loan programs, relocation site's initial environmental studies, and help to find a suitable site for relocation, if desired. Staff will be available to assist businesses to understand and navigate the process in an effort to achieve win-win solutions for the business and the project.

Non-Displaced Businesses and Property Owners

Business and property owners that will not be displaced by the project will potentially be affected by changes in access, road configuration and during construction. These business and property owners will continue to receive accurate information in a timely way provided by mail, email, phone, and multiple in-person visits. City of Springfield Development and Public Works (DPW) staff has also been assigned as a direct personal contact for these businesses. The City seeks to limit anxiety and business impacts by getting information regarding project status, timing, and construction information to these business and property owners as soon as feasible.

Business and property owners will be included in discussions and small focus groups during future design, especially regarding roundabouts and business access.

Through interviews, the project will develop an understanding of the best ways to communicate with businesses during construction to lessen any disruption, such as blocked accesses and prevent unnecessary hardships. These direct efforts build on the relationships and knowledge gained from conducting the door-door Employer Questionnaire in October 2013 and the Revised Concept Design Outreach of March 2014 to business and property owners.

Actions:

DPW staff will be assigned as direct personal contact for non-displaced businesses and property owners on the corridor to ensure access to consistent information, inclusion in relevant design issues, and to convey information regarding construction work.

Deliver project information to Franklin Boulevard businesses that will not be displaced by mail, email, phone calls and multiple in-person visits at major milestones.

Connect all businesses with ongoing information sources, such as the project's Interest Parties List, the website URL, and relevant media outlets.

Make phone or in-person calls to businesses that do not use computers to ensure they have updated information.

Incorporate local business perspective on future design through one-one meeting and small focus groups.

Interview corridor businesses regarding construction-related concerns, such as accesses, and maintain a record of these issues for use during construction.

Glenwood Residents

Though no residents will be displaced by the road project, neighbors will be informed and aware of the project's progress. It will be particularly important to communicate with disabled and senior Glenwood residents about any construction-related disruption to ensure meals and medicine needs are met.

The project will reach out to formal and informal network leaders who will help to connect the project and the neighborhood by co-hosting informal gatherings. In addition, Project staff will share information with Glenwood community leaders via updates to the Glenwood Water District Board, Glenwood Redevelopment Advisory Committee, and Glenwood Community Church. Information posters about the project will be placed in higher volume community locations, such as Dari Mart and Roaring Rapids Pizza, to reach area residents. Open Houses will be held within walking distance. In addition to specialized outreach outlined above, these invested community members will also receive information via an e-update, phone calls, the project website, and the local media.

During future design residents will be included in small focus groups to understand their needs, particularly as area pedestrians.

Actions:

Hold up to two Open Houses on corridor to share design.

Co-host small social events with residents targeted to low-income, disabled and elderly people.

Place project information posters at high visibility locations.

Communicate with residents via email, phone, website and media.

Provide Updates to Glenwood Redevelopment Advisory Committee, Glenwood Water District's elected Board of Directors, and Glenwood Community Church.

Include Glenwood residents in focus group pertaining to pedestrian and transit issues.

Environmental Justice Populations

The Glenwood area is home to a significant percent of low-income, disabled and elderly residents who require low-technology based communication, such as phone calls, home visits, and door-door leaflets. Project staff will reach out through non-conventional methods, including networking with agencies that provide services to these populations and arranging informal community social functions with food and entertainment as a way to connect with these residents. Project staff will also make direct personal contact with occupants of 12 identified dwelling units directly adjacent to Franklin Boulevard. Project staff will be persistent in efforts to ensure that these people are informed and involved as the project progresses.

Actions:

Meet in-person with occupants of 12 identified dwelling units immediately adjacent to Franklin Boulevard to provide information on the project, seek concerns regarding it, and gather input on its design.

Co-host up to 4 “Coffee & Conversation” gatherings at Glenwood neighborhood homes, mobile home parks, and the Glenwood Community Church with food and entertainment to provide a socially inviting forum to share project information. Recruit to these informal social gatherings through leaflets delivered door-door and phone calls to ensure reaching these constituents.

Up to 40 in person site-visits to residents, including identifying informal leaders and potential co-hosts of Coffee & Conversations.

Provide information at informal community functions, such as an annual Halloween party and Winter Solstice gathering hosted by residents.

In addition to mailings, use door-door leaflets for critical information at major milestones.

Phone calls as needed to reach residents.

Information placed in Glenwood Gazette at major milestones.

Investigate sharing information through Ride Source, LCOG’s Senior & Disabled Services, Meals on Wheels, and home health care providers.

Create a dedicated phone line with recorded information message.

Franklin Boulevard Users

Franklin Boulevard is an important highway with average daily traffic (ADT) of 15,000, including freight haulers. The EmX system serves this stretch of road, and thousands use this major inter-city arterial to connect locally and regionally. The project must widely share design and timeline information to keep Springfield and Eugene area residents, commuters and freight haulers well informed.

After the project moves through approvals and a detailed design nears construction, Springfield will partner with local organizations that specialize in construction and congestion mitigation, such as LCOG’s KeepUsMoving.Info, to develop an effective plan that keeps the public informed and disruption to a minimum.

The design concept proposes four new roundabouts in this corridor, an intersection treatment with which the community has limited familiarity. At the recommendation of local residents, the project will share information about the benefits of roundabouts and how to navigate them to begin the acclimation process early.

Actions:

Host up to two widely publicized Open Houses located on the corridor for any interested party to see the proposed design and discuss with staff.

Use media news releases to major and local media at major milestones, including Springfield Times and Glenwood Gazette.

Place informative posters at high-volume venues, such as City Hall, Springfield Library, Planned Parenthood, Bring Recycling, and Lane County Refuse Center. Include contact information and how to sign up for project information.

Continually develop Interested Parties List. Send e-updates at Project Milestones including appropriate contacts in area agencies.

Update Project Website.

Springfield Civic Leaders

Every community has leaders who connect with a variety of constituencies. Regularly updating those who serve on relevant Springfield committees, local service organizations and community non-profits is a good way to use social networks as conduits for accurate information.

Actions:

Network with organizations to place information in their newsletters and links to project website at major milestones.

Update citizen committees through email and provide information to appropriate Springfield staff to share at committee meetings.

Arrange speaking engagements at civic committee and club meetings with the dual goal of sharing information and signing people up to receive future updates. (Up to 8 venues)

Update Project Website.

Issue Focused Groups

Franklin Boulevard will continue to serve multiple transportation needs. The project will organize discussions with specific types of users about the aspects of design most relevant to them to help achieve the most functional outcome.

Actions:

Organize, recruit, and facilitate small meetings for freight haulers, bicycle and pedestrian users, and transit riders, including low-income, elderly and disabled people.

COMMUNICATIONS MATERIALS

- Project description
- Project orientation map (shows corridor in bigger picture)
- Franklin Blvd design
- Project estimated timeline through construction
- City of Springfield contact name and number
- Poster in multiple sizes for different uses
- Leaflets for door-door outreach for neighborhood social and information events
- Frequently Asked Questions (updated as needed)
- Mailing to Property Owners with design, and directions for how to respond, if desired.
- Mailing to Business Owners with design, and directions for how to respond, if desired.
- Website
- Business Assistance Package of materials for displaced businesses
- Construction concerns questionnaire for corridor businesses
- Roundabout education: General facts about benefits, and how to navigate brochure
- Dedicated phone line with recorded message

ATTACHMENT 3

Underline is used for proposed text. ~~Strike out~~ is used for deleted text.

Appendix 3 – Glenwood Refinement Plan Policies and Implementation Strategies – Phase I

B. Transportation Chapter.

B.1. Franklin Boulevard.

- B.1.a.** Partner with ODOT, Lane Transit District (LTD), property owners, and private developers to fund, dedicate right-of-way, design, and construct the upgraded Franklin Boulevard.
- B.1.a.1.** During the land use review and approval process for properties fronting Franklin Boulevard, establish design and ~~[exact]~~ right-of-way obligations, and require dedication of right-of-way necessary to construct the hybrid multi-way boulevard.
- B.1.b.** Use a blend of hybrid multi-way boulevard designs as ~~[conceptually depicted]~~ shown in Figure[s] 1 [and 2] Conceptual Project Design to allow for flexibility in phasing design and construction as funding becomes available.
- B.1.b.1.** ~~Locate the right-of-way for the Franklin Boulevard improvements within the Corridor Envelope [described below to maximize the developable area between the upgraded facility and the Willamette River, while also working to minimize impacts on existing buildings on the south side of the upgraded facility]~~ shown in Figure 2. The Corridor Envelope extends five feet to the north and five feet to the south of the Conceptual Project Design.
- B.1.b.2.** ~~{For the purpose of determining maximum necessary width, d}~~ Design the upgraded Franklin Boulevard such that the maximum necessary width does not exceed: two eastbound and two westbound through lanes; dedicated bus rapid transit facilities between Glenwood Boulevard and McVay Highway; left turn lanes; a continuous and safe bicycle facility along both sides of the boulevard; access lanes in specified locations separated by a landscaped median adjacent to the through lanes; continuous, wide setback sidewalks buffered from traffic flow; on-street parking on the north and south access lanes; and potential alternative bicycle/pedestrian amenities or on-street parking on both the north and south side of the arterial sections.
- B.1.c.** Establish a Corridor Envelope that extends five feet to the north and five feet to the south of the Conceptual Project Design to provide a measure of flexibility in project delivery of the Franklin Boulevard improvement project. [the approximate maximum width of which is 197 feet, and the northern boundary of which is generally 20 feet north of the northern right-of-way of Franklin Boulevard (McKenzie Highway) as documented by ODOT right-of-way files as of

~~October 18, 2011.] Within this Corridor Envelope, the maximum width of the hybrid multi-way boulevard is approximately [172] 175 feet, except where bump-outs may be required for transit stations or intersections. [The corridor design envelope for the hybrid multi-way boulevard provides for alignment flexibility during final design to address any geometric roadway design issues, and also to provide design flexibility to minimize right-of-way impacts. The corridor design envelope and planned upgraded Franklin Boulevard are described in more detail below and are graphically approximated in Figure 3.~~

~~**B.1.c.1.** Franklin Boulevard/Glenwood Boulevard Intersection and Franklin Boulevard/McVay Highway Intersection: Preserve the area shown on Figure 3 for future intersection improvements to provide corridor mobility and roadway access to the Glenwood Riverfront at both intersection locations.~~

~~**B.1.c.2.** Jenkins Drive to Glenwood Boulevard: The Corridor Envelope will narrow to approximately 110 feet west of the Glenwood Boulevard intersection, tapering to meet the facility cross-section within the I-5 right-of-way. This section of the facility is planned as a modern urban arterial.~~

~~**B.1.c.3.** Glenwood Boulevard to Henderson Avenue: The Corridor Envelope will narrow to approximately 151 feet between the intersections, flaring to accommodate the intersection geometry at Glenwood Boulevard and matching the width of the facility at the Henderson Avenue intersection. This section of the facility is planned as a modern urban arterial.~~

~~**B.1.c.4.** Henderson Avenue to Mississippi Avenue: The Corridor Envelope is 197 feet wide. This section of the facility is expected to include multi-way boulevard treatments on both the north and south sides.~~

~~**B.1.c.5.** Mississippi Avenue to McVay Highway: The Corridor Envelope flares to match the facility at Henderson and intersection geometry at McVay Highway. Between these two match lines the Corridor Envelope is approximately 184 feet wide. This section of the facility is expected to include multi-way treatments on the north side and modern urban arterial design on the south side.~~

B.1.d. Enhance the safety, comfort, and convenience of pedestrians and bicyclists along and across the boulevard, as conceptually depicted in Figure 3.

B.1.d.1. Establish continuous, wide setback sidewalks on both sides of the boulevard that are buffered from traffic flow and that consider the adjacent land use context pertinent to development.

B.1.d.2. Reduce crossing distances and provide pedestrian refuges by utilizing two-stage crossings, curb extensions, stop controls, or other appropriate traffic control devices at intersections.

- B.1.d.3.** Provide enhanced pedestrian crossings to transit stations in the vicinity of intersections.
- B.1.d.4.** Enhance the urban design of the area and differentiate the building/frontage zone, the travel/throughway zone, the furnishing zone, and the curb/edge zone of the sidewalks by incorporating distinct elements, patterns, and/or materials such as pavement treatments, street trees, landscaping, water quality facilities, street furniture, bicycle parking, street lights, and pedestrian scale lighting.
- B.1.d.5.** Provide a continuous and safe bicycle facility along both sides of the boulevard from the Springfield Bridges to ~~[I-5]~~ the eastern edge of the south bank bicycle and pedestrian viaduct.
- B.1.e.** Increase the safety, mobility, and efficiency of bus rapid transit service, automobiles, and trucks.
 - B.1.e.1.** Separate through traffic from local traffic by using a combination of direct through lanes and low-speed access lanes with on-street parking.
 - B.1.e.2.** ~~[Establish dedicated bi-directional]~~ Preserve capacity that may be used for dedicated bus rapid transit facilities.
 - B.1.e.3.** Construct multi-lane roundabouts at the Franklin Boulevard/McVay Highway intersection, Franklin Boulevard/Mississippi Avenue intersection, Franklin Boulevard/Henderson Avenue intersection, and the Franklin Boulevard/Glenwood Boulevard intersection that incorporate bicycle and pedestrian treatments that calm traffic and support pedestrian and bicycle mobility and safety.
 - B.1.e.4.** Coordinate with appropriate State and local agencies (depending on the jurisdictional responsibilities in effect) to close, consolidate, realign, and relocate street intersections and curb cuts along the length of Franklin Boulevard to improve facility operations and reduce safety conflicts.
- B.1.f.** Locate transit stations to provide optimal, safe pedestrian access between stations and adjacent areas planned for mixed-use development.
 - B.1.f.1.** Construct ~~[two median transit stations between the Franklin Boulevard/Glenwood Boulevard intersection and the Franklin Boulevard/McVay Highway intersection. Consider two additional]~~ three curbside stations ~~[at]~~ along [the] Franklin Boulevard, preferably at the Franklin Boulevard/Glenwood Boulevard intersection, Franklin Boulevard/Mississippi Avenue intersection and the Franklin Boulevard/McVay Highway intersection.

- B.1.g.** Seek opportunities, partnerships, and funding to incorporate public art features into the design and construction of street improvements and to establish distinctive, iconic gateway features that help create a sense of place and orient travelers along the corridor.

**BEFORE THE PLANNING COMMISSION
OF THE CITY OF SPRINGFIELD, OREGON**

**ORDER AND RECOMMENDATION FOR THE AMENDMENTS TO THE GLENWOOD REFINEMENT] TYP414-00002
PLAN TEXT AND THE SPRINGFIELD DEVELOPMENT CODE, COLLECTIVELY CALLED] TYP414-00004
“GLENWOOD PHASE 1”] 509-PA14-05471¹**

RECOMMENDATION TO THE SPRINGFIELD CITY COUNCIL AND THE LANE COUNTY BOARD OF COMMISSIONERS

NATURE OF THE APPLICATIONS

- A.** Amend the figures and text of the Transportation Chapter of the Glenwood Refinement Plan, Phase 1 Update to: adjust the Franklin Boulevard Project concept currently in the Plan to match the proposed Project draft design; align the proposed Project draft design so that its generally centered along the existing Franklin Boulevard centerline; and amend the Project envelope to extend five feet to the north and five feet to the south of the proposed draft design (**TYP414-00002**); and
 - B.** Amend Springfield Development Code, Appendix 3, Glenwood Refinement Plan Policies and Implementation Strategies – Phase 1 (**TYP414-00004**).
1. On June 16, 2014, the Springfield City Council initiated applications A and B.
 2. The applications were submitted in accordance with Springfield Development Code Section 5.4-105. Timely and sufficient notice of the public hearing, pursuant to Springfield Development Code Section 5.2-115, has been provided.
 3. On September 2, 2014, the Springfield Planning Commission held a public hearing to receive testimony on the proposed amendments to the Glenwood Refinement Plan and Springfield Development Code.
 4. The Development and Public Works Department staff report, the oral testimony, letters and emails received, written submittals of the persons testifying at the hearing, and the public records for file #TYP414-00002 and TYP414-00004 have been considered and hereby are incorporated into the record for this proceeding.

CONCLUSION

On the basis of this record, the proposed Glenwood Phase 1 amendments are consistent with the criteria of **Springfield Development Code Sections 5.6-115 A.-C. (Refinement Plan, Plan District and Springfield Development Code amendment)**. This general finding is supported by the specific findings of fact and conclusions in Attachment 1, Staff Report and Findings (September 2nd packet).

¹ PA 509-PA14-05471 is a Lane County Case Number. Please note that while the Lane County Planning Commission was present for the work session and public hearings associated with the initial adoption of Glenwood Phase I in 2011, pursuant to the 1986 IGA (190 agreement) between Lane County and Springfield, Lane County delegated its Planning Commission authority to the Springfield Planning Commission for land use matters within the Springfield UGB. Specifically, Article IV Section A(3) of the IGA states: *“The County shall, as of January 1, 1987: Transfer to the Springfield Planning Commission the legislative land use authority for the urbanizable portion of the Springfield Urban Growth Boundary currently exercised by the Lane County Planning Commission.”* Given this authority and due to the County’s limited resources, the Springfield Planning Commission will act on behalf of Springfield and Lane County for matters associated with the Glenwood Refinement Plan.

ORDER/RECOMMENDATION

It is **ORDERED** by the Springfield Planning Commission that approval of **TYP414-00002, TYP414-00004, and 509-PA14-05471** be **GRANTED** and a **RECOMMENDATION** for approval forwarded to the Springfield City Council and Lane County Board of Commissioners.

Planning Commission Chairperson

ATTEST

AYES:

NOES:

ABSENT:

ABSTAIN: