



# Planning Commission Agenda

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**Planning Commissioners:**

Tim Vohs, Chair  
Nick Nelson, Vice Chair  
Steve Moe  
Greg James  
Sean Dunn  
Michael Koivula  
Andrew Landen

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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.

**May 19, 2015**

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**6:30 p.m. Work Session  
Jesse Maine Room**

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(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 Vohs \_\_\_\_\_, Vice Chair Nelson \_\_\_\_\_, Moe\_\_\_\_, James \_\_\_\_\_, Dunn \_\_\_\_\_,  
Koivula \_\_\_\_\_, Landen \_\_\_\_\_.

**WORK SESSION ITEM(S)**

- 1. Glenwood Amendments to the Eugene-Springfield Public Facilities and Services Plan (PFSP)**

**Staff: Mark Metzger, Senior Planner  
30 Minutes**

**ADJOURN WORK SESSION OF THE SPRINGFIELD PLANNING COMMISSION**

May 19, 2015

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

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

ROLL CALL: Chair Vohs \_\_\_\_\_, Vice Chair Nelson \_\_\_\_\_, Moe\_\_\_\_, James \_\_\_\_\_, Dunn \_\_\_\_\_,  
Koivula \_\_\_\_\_, Landen \_\_\_\_\_.

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 Amendments to the Eugene-Springfield Public Facilities and Services Plan (PFSP)**  
The City of Springfield proposes to amend the Eugene Springfield Metropolitan Area General Plan by amending the Public Facilities and Services Plan (PFSP) to: 1) add three stormwater outfalls; 2) relocate a planned electric substation; and 3) add transmission lines connecting the substation to the Alvey Substation in Goshen and the Laura St. Substation in Springfield. The planned facilities shall be added to the applicable PFSP Maps 3 and 4; and project lists found in Tables 6, 8 and 18. Each of the proposed new facilities is intended to fulfill the Council goal of preparing Glenwood for planned future development.

**Staff: Mark Metzger, Senior Planner  
30 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

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**AGENDA ITEM SUMMARY**

**Meeting Date:** 5/19/2015  
**Meeting Type:** Work Session/Reg. Mtg  
**Staff Contact/Dept.:** Mark Metzger/DPW  
**Staff Phone No:** 541-726-3775  
**Estimated Time:** 30 Minutes  
**Council Goals:** Mandate

**SPRINGFIELD  
PLANNING COMMISSION**

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**ITEM TITLE:** GLENWOOD AMENDMENTS TO THE EUGENE SPRINGFIELD PUBLIC FACILITIES AND SERVICES PLAN (PFSP) A REFINEMENT PLAN OF THE EUGENE SPRINGFIELD METROPOLITAN AREA GENERAL PLAN (METRO PLAN)

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**ACTION REQUESTED:** The Planning Commission is requested to review proposed amendments to the PFSP and make a recommendation to the Springfield City Council and Lane County Board of Commissioners to adopt, adopt with revisions or to deny the proposed amendments

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**ISSUE STATEMENT:** ORS 197.712 (2)(e) requires cities to “*develop and adopt a public facility plan for areas within an urban growth boundary containing a population greater than 2,500 persons. The public facility plan shall include rough cost estimates for public projects needed to provide sewer, water and transportation for the land uses contemplated in the comprehensive plan and land use regulations.*” The PFSP is a refinement plan of the Metro Plan that contains the project lists, maps, estimated costs and timing for significant water, stormwater, sewer, and electric infrastructure. As significant new infrastructure projects are identified, the PFSP must be amended to show these projects.

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**ATTACHMENTS:**

1. Staff Report
2. PFSP Maps 3 and 4 (current and amended)
3. Amended PFSP Project Lists (Tables 6, 8, and 18)

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**DISCUSSION:** The City of Springfield proposes to amend the Eugene Springfield Metropolitan Area General Plan by amending the Public Facilities and Services Plan (PFSP) to: 1) add three stormwater outfalls; 2) relocate a planned electric substation; and 3) add transmission lines connecting the substation to the Alvey Substation in Goshen and the Laura St. Substation in Springfield. The planned facilities shall be added to the applicable PFSP Maps 3 and 4; and project lists found in Tables 6, 8 and 18. Each of the proposed new facilities is intended to fulfill the Council goal of preparing Glenwood for planned future development.

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# Staff Report and Recommendation

## Public Facilities and Services Plan Amendment- Type IV

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**Project Name:** Glenwood amendments to the Eugene-Springfield Metropolitan Public Facilities and Services Plan, a refinement plan of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan).

**Project Proposal:** The City of Springfield proposes to amend the Eugene Springfield Metropolitan Area Public Facilities and Services Plan (PFSP) to: 1) add three stormwater outfalls; 2) relocate a planned electric substation; and 3) add transmission lines connecting the substation to the Alvey Substation in Goshen and the Laura St. Substation in Springfield. The planned facilities shall be added to the applicable PFSP Maps 3 and 4; and project lists found in Tables 6, 8 and 18. The proposed amendments also amend the Metro Plan as “the project lists and maps in the Public Facilities and Services Plan are adopted as part of the Metro Plan.” (Page III-G-2 Metro Plan) **The planned stormwater and electrical facilities that are proposed as part of this amendment are located in Glenwood.**

**Case Number:** TYP415-00002

**Date Initiated:** September 15, 2015, Additional projects added by the Director on April 24, 2015

**Application Submitted Date:** April 10, 2015

**DLCD Notification Date:** April 10, 2015

**Referral Notice to the City of Eugene:** April 9, 2015

**Springfield Planning Commission Hearing:** May 19, 2015

**Joint City Council and Board of County Commissioners Hearing:** July 14, 2015

### I. BACKGROUND AND PROPOSED PFSP AMENDMENTS

Oregon state land use law (Goal 11, OAR 660-011-712 2. E.) requires all cities with a population over 2,500 to develop and adopt a public facilities plan for the area within the city’s urban growth boundary. The public facilities plan is a support document or documents to a comprehensive plan. Certain elements of the public facility plan also shall be adopted as part of the comprehensive plan; these elements include a list of public facility project titles (excluding the descriptions or specifications of those projects if so desired by the jurisdiction); a map or written description of the public facility projects’ locations or service areas; and the policies or urban growth management agreement designating the provider of each public facility system (OAR 660-011-0045).

Chapter II of the PFSP states, that Chapter II of the plan “recommends text amendments to the *Metro Plan* which are adopted as part of, and are incorporated into, the *Metro Plan*. **The project lists and maps in Chapter II are also adopted as part of the *Metro Plan* but are physically located in this refinement plan**” (Page 1, Introduction, PFSP).

Since PFSP amendments are also adopted as Metro Plan amendments, this application is being processed as a Metro Plan and a refinement plan/functional plan amendment. **The approval criteria for refinement plans/functional plans amendments include the criteria of consistency with the Metro Plan and applicable state statutes and administrative rules, while the criteria for Metro Plan**

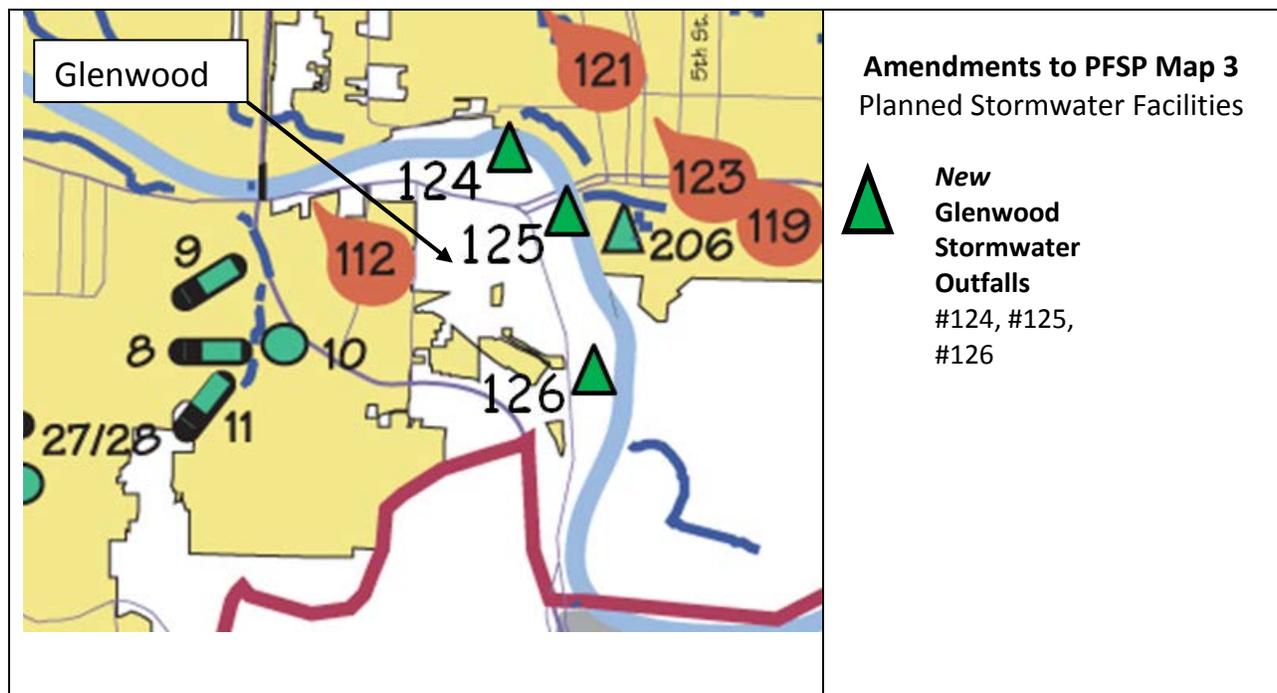
amendments requires consistency with statewide planning goals and internal consistency. Since the refinement plan cannot be amended unless consistent with the Metro Plan, i.e. Metro Plan criteria for amendment, findings developed to address the proposed PFSP amendments simultaneously address the Metro Plan criteria.

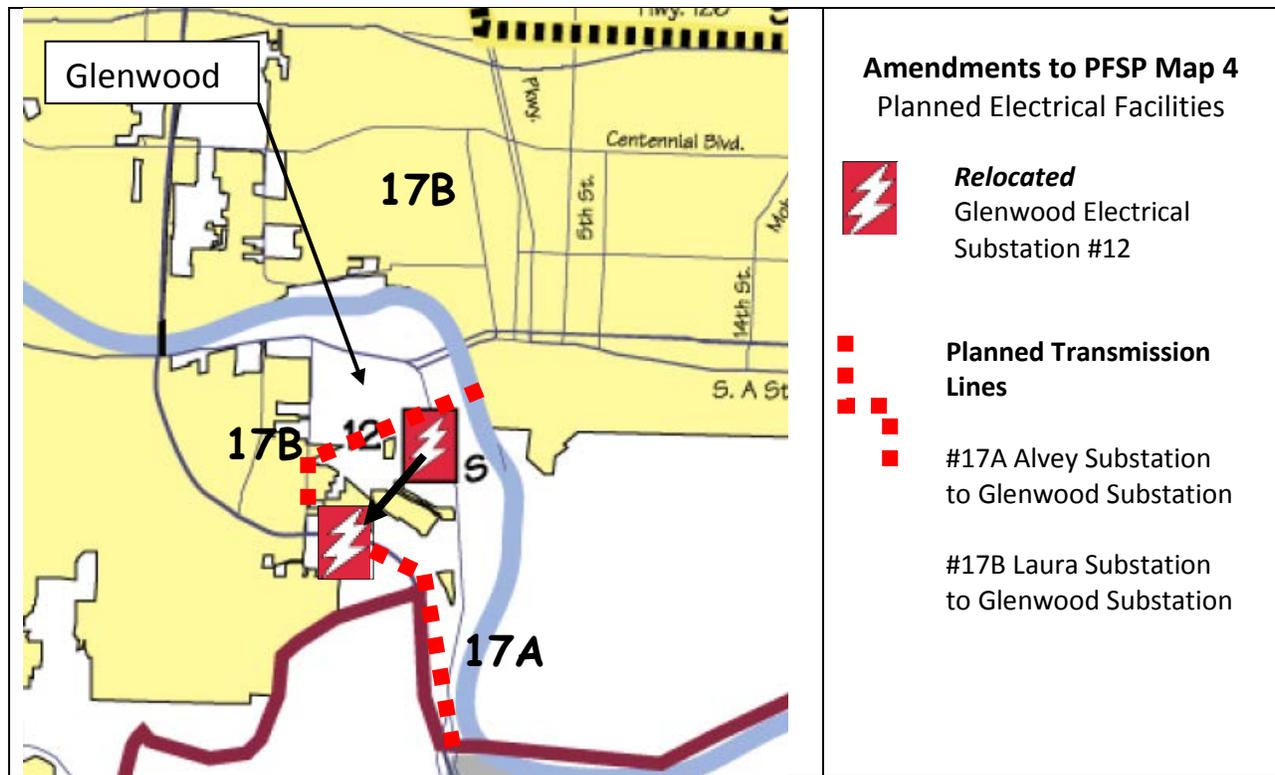
### Proposed Amendments to the PFSP

The City has proposed amendments to the PFSP to update planned stormwater and electrical facilities project lists and maps for Glenwood. The proposed projects are needed to support future development as envisioned by the 2014 Glenwood Refinement Plan. Springfield proposes to: 1) add three stormwater outfalls; 2) relocate a planned electric substation; and 3) add transmission lines connecting the substation to the Alvey Substation in Goshen and the Laura St. Substation in Springfield. The planned facilities shall be added to the applicable PFSP Maps 3 and 4; and project lists found in Tables 6, 8 and 18. The proposed amendments also amend the Metro Plan. **The planned stormwater and electrical facilities that are proposed as part of this amendment are located in Glenwood.**

The map amendments (Maps 3 and 4) and project list amendments (Tables 6, 8 and 18) are shown below. The proposed amendments are intended to modify the PFSP maps as they apply to Glenwood.

### PROPOSED PFSP MAP AMENDMENTS (Maps 3 and 4)





**PROPOSED PFSP PROJECT LIST AMENDMENTS (TABLES 6, 8, AND 18)**

**Table 6.  
City of Springfield Stormwater System Improvement Projects**

<b>Project Number</b>	<b>Project Name/Description</b>	<b>Stormwater Facility Master Plan Project Number</b>
	<i>Short-Term</i>	
104	Jasper Slough outfall	n/a
105	20 <sup>th</sup> Street Outfall	n/a
108	Mill Race Enhancements, including new intake	n/a
110	Highway 126/I-105 drainage improvements	n/a
112	Glenwood Channel & Pipe Improvements	1
113	Gray Creek Channel & Pipe Improvements	2
114	Jasper/Natron Channel & Pipe Improvements	3
115	Channel 6 Detention Pond, Channel & Pipe Improvements	4
116	59 <sup>th</sup> & Aster and Daisy Street Parallel Pipe	5
117	Irving Slough Channel Improvements	6
118	North Gateway – Sports Way Flood Control Water	10

<b>Project Number</b>	<b>Project Name/Description</b>	<b>Stormwater Facility Master Plan Project Number</b>
	Quality Facility	
119	McKenzie Forest Products Mill Pond Water Quality Facility	12
120	Central Over-Under Channel & Pipe Improvements	15
121	Island Park Water Quality Facility	16
122	69 <sup>th</sup> Street Open Channel	18
123	Lower Mill Race Water Quality & Riparian Enhancements	21
<b>124</b>	<b>Glenwood Outfall #1 [emphasis added]</b>	<b>n/a</b>
<b>125</b>	<b>Glenwood Outfall #2 [emphasis added]</b>	<b>n/a</b>
<b>126</b>	<b>Glenwood Outfall #3 [emphasis added]</b>	<b>n/a</b>
	<b>Long-Term</b>	
200-F	Cedar Creek: Diversion System	
200-G	Cedar Creek: East Thurston Road/Hwy 126 Outfall and Associated Piping	
201	Thurston Road Interceptor	n/a
202	Highway 126 and 87 <sup>th</sup> Interceptor and Outfall	n/a
203	South 79 <sup>th</sup> Street System	n/a
204	Rocky Point Drive System and Outfall	n/a
206	Borden Outfall Upgrade	n/a
210	Jasper Slough Improvements	n/a
211	Hayden Bridge Road Interceptor	n/a
212	42 <sup>nd</sup> & McKenzie Hwy Pipe Improvements	24
213	I-105 Channel Improvements	26
214	Jasper Slough Culvert Crossing Improvements	27
215	Q Street Channel Riparian Enhancements	28
216	I-5 Open Channel Riparian Enhancements	29
217	Q Street Floodway East of 28 <sup>th</sup> Water Quality	31
218	28 <sup>th</sup> Street Main to North Water Quality Temperature TMDL	32
219	Open Channel Improvements North of Riverglen Subdivision	33
220	Chateau St Outfall	34
221	Clearwater Lane & Jasper Water Quality	37
222	42 <sup>nd</sup> Channel Improvements	42
223	Maple Island Slough Channel Enhancement & Water Quality Improvements	43

**Table 8.**  
**SUB Planned Electrical System Improvement Projects**

<b>Project Number</b>	<i>Project Name/Description</i>
12	Glenwood Substation
13	Marcola Road Substation
14	East Springfield to Thurston Transmission Line
15	Thurston to Marcola Road Transmission Line
16A	Jasper Road to 10 <sup>th</sup> Street Extension (alternative A)
16B	Jasper Road to 10 <sup>th</sup> Street Extension (alternative B)
<b>17A</b>	<b>Alvey to Glenwood to Springfield Transmission Line [emphasis added]</b>
<b>17B</b>	<b>Laura to Glenwood Transmission Line [emphasis added]</b>
18	28 <sup>th</sup> Street to Laura Street Transmission Line

**Table 18.**  
**City of Springfield Stormwater System Improvements, Estimated Costs, and Timing**

<b>Project Number</b>	<i>Project Name/Description</i>	<i>Stormwater Facility Master Plan Project Number</i>	<b>Cost (\$000)</b>	<b>Estimated Completion Year</b>
	<i>Short-Term</i>			
100	Sports Way Detention Pond		400	2008-2013
104	Jasper Slough Outfall		210	2008-2013
105	20 <sup>th</sup> Street Outfall		350	2008-2013
108	Mill Race Enhancements, including new intake	n/a	7,800	2008-2013
110	Hwy 126/I-105 Drainage Improvements	n/a	640	2008-2013
112	Glenwood Channel & Pipe Improvements	1	4,670	2008-2013
113	Gray Creek Channel & Pipe Improvements	2	4,650	2008-2013
114	Jasper Natron Channel & Pipe Improvements	3	2,800	2008-2013
115	Channel 6 Detention Pond, Channel & Pipe Improvements	4	1,250	2008-2013
116	59 <sup>th</sup> & Aster and Daisy St Parallel Pipe	5	2,100	2008-2013
117	Irving Slough Channel Improvements	6	2,150	2008-2013
118	North Gateway – Sportsway Flood Control Water Quality Facility	10	520	2008-2013
119	McKenzie Forest Products Mill Pond Water Quality Facility	12	60	2008-2013
120	Central Over-Under Channel & Pipe Improvements	15	2,500	2008-2013
121	Island Park Water Quality Facility	16	60	2008-2013
122	69 <sup>th</sup> Street Open Channel	18	2,500	2008-2013

<b>Project Number</b>	<b>Project Name/Description</b>	<b>Stormwater Facility Master Plan Project Number</b>	<b>Cost (\$000)</b>	<b>Estimated Completion Year</b>
123	Lower Mill Race Water Quality & Riparian Enhancements	21	60	2008-2013
<b>124</b>	<b>Glenwood Outfall #1 [emphasis added]</b>	<b>n/a</b>	<b>350</b>	<b>2015-2020</b>
<b>125</b>	<b>Glenwood Outfall #2 [emphasis added]</b>	<b>n/a</b>	<b>350</b>	<b>2015-2020</b>
<b>126</b>	<b>Glenwood Outfall #3 [emphasis added]</b>	<b>n/a</b>	<b>350</b>	<b>2015-2020</b>
	<b>Long-Term</b>			
200-F	Cedar Creek: Diversion System	n/a	2,100	2010+
200-G	Cedar Creek: East Thurston Road/Hwy 126 Outfall and Associated Piping	n/a	350	2010+
201	Thurston Road Interceptor	n/a	570	2013-2018
202	Hwy 126 and 87 <sup>th</sup> Interceptor and Outfall	n/a	570	2010+
203	South 79 <sup>th</sup> Street System	n/a	1,425	2013-2018
204	Rocky Point Drive System and Outfall	n/a	420	2013-2018
206	Borden Outfall Upgrade	n/a	140	2013-2018
210	Jasper Slough Improvements	n/a	500	2013-2018
211	Hayden Bridge Road Interceptor	n/a	500	2013-2018
212	42 <sup>nd</sup> & McKenzie Hwy Pipe Improvements	24	300	2013-2018
213	I-105 Channel Improvements	26	1,610	2013-2018
214	Jasper Slough Culvert Crossing Improvements	27	200	2013-2018
215	Q St Channel Riparian Enhancements	28	500	2013-2018
216	I-5 Open Channel Riparian Enhancements	29	500	2013-2018
217	Q St Floodway East of 28 <sup>th</sup> Water Quality	31	200	2013-2018
218	28 <sup>th</sup> St Main to North Water Quality Temperature TMDL	32	60	2013-2018
219	Open Channel Improvements North of Riverglen Subdivision	33	30	2013-2018
220	Chateau St Outfall	34	240	2013-2018
221	Clearwater Lane & Jasper Water Quality	37	350	2013-2018
222	42 <sup>nd</sup> Channel Improvements	42	200	2013-2018
223	Maple Island Slough Channel Enhancements & Water Quality Improvements	43	250	2013-2018

## II. PROCEDURAL REQUIREMENTS

The *Metro Plan* is the basic guiding land use policy document for regional land use planning. As indicated in the Purpose section, above, the region also utilizes: (a) city-wide comprehensive plans; (b) functional plans and policies addressing single subjects throughout the area, including the *Eugene-Springfield Public Facilities and Services Plan (Public Facilities and Services Plan)* and the regional transportation system plan; and (c) neighborhood plans or special area studies that address those

issues that are unique to a specific geographical area. In all cases, the *Metro Plan* is the guiding document for regional comprehensive land use planning and city-specific plans may be adopted for local comprehensive land use planning. (Metro Plan pg. I-8).

As mentioned above, the Eugene Springfield Public Facilities and Services Plan (PFSP) is classified as a functional plan by the Metro Plan. The PFSP describes itself as a refinement plan of the Metro Plan (PFSP page 1.). The introduction to the PFSP states, “This *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan (Public Facilities and Services Plan)* is a refinement plan of the *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)* (PFSP page 1.)”

Metro Plan Chapter V (page V-6) defines a refinement plan as, “A detailed examination of the service needs and land use issues of a specific area, topic, or public facility. Refinement plans of the *Metro Plan* can include specific neighborhood plans, special area plans, **or functional plans** [such as the *Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)*] that address a specific *Metro Plan* element or sub-element on a city-wide or regional basis. The apparent inconsistency between the Metro Plan classification the PFSP as a functional plan and the PFSP describing itself as a refinement plan is not really an inconsistency. The Metro Plan defines refinement plans to include functional plans.

Chapter II of the PFSP includes project lists and maps. Chapter II states that the project lists and maps are also adopted as part of the *Metro Plan* but are physically located in this refinement plan (PFSP page 1). For this reason, an amendment to the PFSP is an amendment to the Metro Plan as well.

The procedural requirements for processing refinement plan amendments are described in SDC Sections 5.6-100 and 5.1-140. As mentioned above, while the Metro Plan speaks of the PFSP as a functional plan of the Metro Plan, it is also clear from the Metro Plan that amendments to the PFSP project list and maps are also amendments to the Metro Plan Appendix A which contains those lists and maps (Metro Plan, Introduction, page I-1).

SDC Section 5.14-120 C. **states**, “When a Metro Plan amendment also requires an amendment of a refinement plan or functional plan diagram map and/or text for consistency, the Metro Plan, refinement plan and/or functional plan amendments shall be processed concurrently.” For that reason this amendment of the PFSP is being processed concurrently as a Metro Plan amendment.

Section 5.6-105 of the Springfield Development Code (SDC) indicates that the Planning Director, Planning Commission, City Council or a resident of the City can initiate refinement plan amendments. Metro Plan amendments are reviewed under a “Type IV” procedure (Section 5.6-110) and require public hearings before the Planning Commission and the City Council. Type IV procedures are detailed in Section 5.1-140 of the SDC. The proposed refinement plan amendment was initiated by the City Council on September 15, 2015.

SDC Section 5.14-110 indicates that Metro Plan amendments are also processed as Type IV procedures as specified in Section 5.1-140.

SDC Section 5.2-115 (B) requires that legislative land use decisions be advertised in a newspaper of general circulation, providing information about the legislative action and the time, place and location of the hearing.

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

**Findings:**

**Finding #1:** The City of Springfield initiated an amendment of the PFSP to add the three proposed outfalls on September 15, 2015. The Director initiated additional amendments to the PFSP, to include the relocation of the Glenwood Substation and the location of electric transmission lines on April 24, 2015

**Finding #2:** Refinement Plan and Metro Plan amendments are described as Type IV procedures by SDC Section 5.6-110, and SDC Section 5.14-110. The PFSP amendment has site specific elements. As such the mailed notice provisions that are prescribed for Type III quasi-judicial procedures were also followed. Mailed notice was sent to property owners and residents on May 1, 2015. The content of the notice was consistent with SDC 5.2-115.

**Finding #3:** A "DLCD Notice of Proposed Amendment" was e-mailed with mailed copies following to the Oregon Department of Land Conservation and Development (DLCD) on April 10, 2015, alerting the agency to the City's intent to amend the Metro Plan and Public Facilities and Services Plan, Maps 3 & 4, and Tables 6, 8, and 18. The notice was mailed more than 35 days in advance of the first evidentiary hearing as required by ORS 197.610 (1).

**Finding #4:** Notice of the public hearing concerning this matter was published on Tuesday, May 5, 2015 in the Eugene Register Guard, advertising an initial public hearing before the Springfield Planning Commission on May 19, 2013 and a joint public hearing before the Springfield City Council and the Lane County Board of Commissioners on July 14, 2015. The content of the notice followed the direction given in Section 5.2-115 of the SDC for legislative actions.

**Finding #5:** ORS 197.047(4) requires the local government to mail a notice to every landowner whose property would be "rezoned" as a result of an amendment to planning policies that would limit or prohibit land uses previously allowed in the affected zone. No properties will be rezoned by the proposed amendments to the Metro Plan or PFSP; however property owners were provided notice consistent with the provisions of SDC 5.2-115.

**III. CRITERIA OF APPROVAL**

**Criteria for Refinement Plan/Functional Plan Amendments**

The 2011 Eugene-Springfield Public Facilities and Services Plan (PFSP) is a refinement plan/functional plan of the Metro Plan. SDC Section 5.6-115 lists the criteria to be used in reaching a decision to adopt or amend refinement plans. The Lane County Board of Commissioners and the Springfield City Council shall each adopt findings that demonstrate conformance to the following:

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

### Criteria for Metro Plan Amendments

Amendments to the PFSP are also Metro Plan amendments. The criteria for approving Metro Plan amendments are found in SDC 5.14-135. A Metro Plan amendment may be approved only if the Springfield City Council and the Lane County Board of Commissioners find that the proposal conforms to the following criteria:

- A. The amendment shall be consistent with applicable Statewide Planning Goals; and
- B. Plan inconsistency:
  1. In those cases where the Metro Plan applies, adoption of the amendment shall not make the Metro Plan internally inconsistent.
  2. In cases where Springfield Comprehensive Plan applies, the amendment shall be consistent with the Springfield Comprehensive Plan.

**Finding #7.** The criteria for approving Refinement Plan and Metro Plan Amendments overlap. The criteria for approving Refinement Plans include those required for Metro Plan amendments and include additional findings. The refinement plan criteria also require amendments to conform to applicable State Administrative Rules and State Statutes. **The more inclusive criteria for approving refinement plan amendments also include Metro Plan consistency which includes the Metro Plan amendment criteria, therefore findings which address refinement plan amendment criteria simultaneously address Metro Plan amendment criteria.**

### **“Conformance with... (1) The *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)*”**

**Finding #8.** The proposed outfalls, relocated substation and associated transmission lines are site specific, and are located both inside and outside the Springfield city limits. Metro Plan Chapter IV: Policy (5.)(B.)(ii.) lists amendments that have a specific application between a city limit of the home city and the Plan Boundary as a Type II Metro Plan amendment.

**Finding #9.** The proposed PFSP amendments are being processed as a Type II Metro Plan amendment with a scheduled Planning Commission hearing and a joint hearing before the Springfield City Council and the Lane County Board of Commissioners.

**Finding #10.** The project list found in Table 6 of the PFSP includes significant Springfield stormwater projects. Significant projects are defined to include stormwater facilities ...“with pipes 36-inches or larger, detention basins, water quality facilities, or new outfalls,” in Metro Plan Chapter V—Definitions: #37 c. *Public facility projects*, (page V-5). The PFSP maps show the general location or service area of the projects. The proposed outfalls are considered significant facilities for the purpose of inclusion in the PFSP project list.

**Finding #11.** The project lists also include significant electrical facilities including planned substations and transmission lines (Table 8). Significant projects are defined in Metro Plan Chapter V: Definitions—# 37 d. *Public facilities projects*, (page V-5) to include “Proposed Electrical Substations” and “Proposed Electrical Transmission Lines” shown on Map 4 of the PFSP.

**Finding #12.** The proposed amendments add the three Glenwood stormwater outfalls, relocate a planned electrical substation and show needed electrical transmission lines. These projects will be added to the project lists found in Tables 6, 8 and 18 and on Maps 3 and 4 of the PFSP. The tables and map are specifically adopted as part of the *Metro Plan* but are published exclusively within the PFSP. Therefore, the proposed changes, as presented, will not create internal inconsistencies within the *Metro Plan*.

**Finding #13.** In addition to the foregoing, the proposed amendments are consistent with the following *Metro Plan* policies:

“Extend the minimum level and full range of key urban facilities and services in an orderly and efficient manner consistent with the growth management policies in Chapter II – C, relevant policies in this chapter, and other *Metro Plan* policies” (Page III-G-5, Policy G.1).

“Use the planned facilities maps of the *Public Facilities and Services Plan* to guide the general location of water, wastewater, stormwater, and electrical projects in the metropolitan area. Use local facility master plans, refinement plans, and ordinances as the guide for detailed planning and project implementation” (Page III-G-5, Policy G.2). [Emphasis added]

“Modifications and additions to or deletions from the project lists in the *Public Facilities and Services Plan* for water, wastewater, and stormwater public facility projects or significant changes to project location, from that described in the *Public Facilities and Services Plan* planned facilities Maps 1, 2 and 3, requires amending the *Public Facilities and Services Plan* and the *Metro Plan*...” (Page III-G-5, Policy G.3). [Emphasis added]

“Use annexation, provision of adequate public facilities and services, rezoning, redevelopment and infill to meet the 20-year projected housing demand.” (Page III-A-6, Policy A.4)

“Endeavor to provide key urban services and facilities required to maintain a five-year supply of serviced, buildable residential land.” (Page III-A-7, Policy A.7)

“Coordinate higher density residential development with the provision of adequate infrastructure and services, open space, and other urban amenities” (Page III-A-8, Policy A.12).

“Coordinate local residential land use and housing planning with other elements of this plan, including public facilities and services, and other local plans, to ensure consistency among policies” (Page III-A-14, Policy A.35).

The foregoing policies address the redevelopment of Glenwood, specifically to enable land within Phase I, the Glenwood Riverfront area, to have the necessary urban services and facilities in place to provide for immediate development application. Such development readiness is consistent with these policies.

**Finding #14.** The Glenwood Refinement Plan is a refinement plan of the Metro Plan. It contains more detailed policies for guiding development than those found in the Metro Plan itself. The Glenwood Refinement Plan contains policies addressing the provision of stormwater and electrical facilities. These policies were adopted into SDC Appendix 3 GLENWOOD REFINEMENT PLAN POLICIES AND IMPLEMENTATION STRATEGIES—PHASE 1. SDC Appendix 3 (E)(5-7) contain the following policies that are applicable to the proposed PFSP amendment:

**E. Public Facilities and Services Chapter.**

**E.5. Stormwater Facilities and Services—Public Stormwater System.**

*E.5.a. Provide stormwater runoff management in response to a demand for urban levels of development and adopted CIP priorities.*

*E.5.a.1. Provide treatment and conveyance of stormwater runoff for new public facilities.*

*E.5.a.2. Provide for conveyance of treated stormwater from private development to receiving areas, such as the Glenwood Slough and the Willamette River.*

*E.5.a.3. Provide treated emergency overflow conveyance to receiving waters to meet Council Stormwater Goal 1: Protect citizens and property from flooding (Springfield Stormwater Management Plan, Chapter 4) from large rainstorm events, where possible. (6279)*

**Finding #15.** The proposed update of the PFSP adds three new stormwater outfalls to the planned facilities maps and project lists for stormwater management. These facilities will provide conveyance of stormwater for new public and private facilities. These outfall structures have not been submitted for construction, but will be subject to the applicable policies listed in Appendix 3 Section (E) (5) at the time of development.

**E.6. Electric Facilities and Services—System Capacity.**

*E.6.a. Collaborate with the Springfield Utility Board (SUB) to increase the capacity of the electric system to meet future development needs.*

*E.6.a.1. Evaluate potential locations for and construct a future substation in Glenwood in coordination with expected development.*

*E.6.a.2. Locate and design the future substation and transmission, distribution, and service facilities as specified in the Utility Placement and Adverse Environmental, Visual, and Health Impacts section.*

*E.6.a.3. Make electric service available as part of the Land Division and Site Plan Review processes. (6279)*

**Finding #16.** The proposed update of the PFSP relocates the existing Glenwood Substation to land recently purchased by the utility. SUB's Glenwood Substation is shown on the current PFSP near McVay Hwy. The amendment moves the location to the new site along I-5. Transmission lines are shown in the

amendments that connect the Glenwood substation to the Alvey Substation (BPA) in Goshen and the Laura Street substation in Springfield.

***E.7. Electric Facilities and Services—Utility Placement and Adverse Environment, Visual, and Health Impacts.***

*E.7.a. Coordinate with SUB to develop criteria for locating and obscuring electric facilities that consider visual, auditory, health and environmental impacts; pedestrian mobility; operational ease; and initial costs and maintenance costs in association with proposed development in the Glenwood Riverfront.*

*E.7.b. Consider views, visual pollution, public health, natural environment, and noise pollution in locating and obscuring transmission facilities.*

*E.7.b.1. Follow natural landforms in aligning transmission lines while avoiding alignments along hillcrests or steep grades that expose the facilities to views; and cross hills obliquely rather than at right angles.*

*E.7.b.2. Align transmission lines along edges of land uses to avoid scenic areas and to avoid dividing land use patterns.*

*E.7.b.3. Utilize trees to provide a backdrop to minimize the silhouette of transmission lines against the sky.*

*E.7.b.4. Reduce the length of visible segments of transmission lines by interrupting views with trees or offsetting the location of segments behind trees and other topographic features where long views of the transmission lines would otherwise occur.*

*E.7.b.5. Minimize the “tunnel effect” of long, straight, uninterrupted views along transmission lines by only clearing vegetation that threatens the lines and by jogging the alignment at road crossings.*

*E.7.b.6. Minimize the number of transmission poles and consider color and materials in designing the appearance of transmission poles and line attachments so that they blend harmoniously with their surroundings.*

*E.7.b.7. Route and locate transmission lines to minimize or eliminate the need for vegetation management.*

*E.7.b.8. Route and locate transmission lines to minimize potential health effects and noise pollution on Glenwood residents.*

*E.7.b.9. Route and locate transmission lines to minimize potential effects on avian migratory patterns.*

*E.7.c. Consider views and visual pollution in locating and obscuring distribution lines.*

*E.7.c.1. Coordinate with SUB to locate new distribution feeder lines underground as part of the Franklin Boulevard and McVay Highway transportation facility upgrades.*

*E.7.d. Consider views, visual pollution, and pedestrian mobility in locating and obscuring feeder lines, transformers, junction boxes, vaults and equipment cabinets.*

*E.7.d.1. Locate or relocate service lines underground in coordination with proposed streets, driveways, accessways, and paths.*

*E.7.d.2. Coordinate the routing or re-routing of service lines with private developers to minimize potential detrimental effects on the layout of new development/redevelopment.*

*E.7.d.3. Locate transformers, equipment cabinets, vaults and junction boxes within buildings or underground, where possible; where not possible, locate these facilities outside of pedestrian routes, such as sidewalks, crosswalks, and building entrances, and utilize landscaping and public art to make these facilities as unobtrusive as possible on the public realm/streetscape.*

*E.7.e. Consider views and visual pollution in locating and obscuring the future substation.*

*E.7.e.1. Locate the substation in an industrial or employment-designated parcel outside of the boundary of the Phase I Glenwood Riverfront.*

*E.7.e.2. Obscure the substation and transformer from public view and attenuate the noise generated by these facilities by means of plant materials, earth berms, or enclosure walls. (6279)*

**Finding #17.** The location of the planned Glenwood Substation and the associated transmission lines is shown generally on the PFSP maps as intended. The location of the Substation is outside of the Phase 1 boundary for the Glenwood Refinement Plan. The transmission lines will take advantage of existing freeway, street and railroad right of ways in Glenwood to minimize visual impacts of the planned facilities. Many of the policies listed in Appendix 3 (E) (7) are specific to final location and design decisions that will be addressed at the time of construction. The intent of the PFSP is to show the general location of planned utilities. Design level details are not intended to be provided in the PFSP nor is such detail a requirement of Oregon Administrative Rule Division 11 Public Facilities Planning.

**Conclusion: The proposed PFSP amendments conform to the applicable elements of the Metro Plan and the Glenwood Refinement Plan.**

#### **“Conformance with... (2) Applicable State Statutes”**

**Finding #18.** ORS 197.712 (2)(e) states e) A city or county shall develop and adopt a public facility plan for areas within an urban growth boundary containing a population greater than 2,500 persons. The public facility plan shall include rough cost estimates for public projects needed to provide sewer, water and transportation for the land uses contemplated in the comprehensive plan and land use regulations. Project timing and financing provisions of public facility plans shall not be considered land use decisions.

**Finding #19.** The PFSP was developed to fulfill this mandate for cities. The details for preparing a Public Facility Plan as required by ORS 197.712 is found in the Oregon Administrative Rules, Division 11.

**Conclusion: The proposed amendments to the PFSP conform to applicable state statutes.**

**“Conformance with...(3) Applicable Statewide Planning Goals and Administrative Rules”**

**Statewide Planning Goals**

**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.*

**Finding #20.** Requirements under Goal 1 are met by adherence to the citizen involvement processes required by the *Metro Plan* and implemented by the Springfield Development Code Sections 5.14-100 and 5.2-100 and by noticed public hearings prior to final adoption by the Lane County Board of County Commissioners and Springfield City Council.

**Finding #21.** SDC 5.2-115 states that “where required, notice of a public hearing will be sent by mail at least 20 days before the date of the hearing. If 2 public hearings are required, notice may be sent 10 days before the first hearing. The mailed notice will be sent to: the applicant and the owners of record of the subject property; all property owners and occupants within 300 feet of the subject property; the appropriate neighborhood association; and any person who submits a written request to receive notice. In addition, the applicant shall post 1 sign, approved by the Director, on the subject property.

**Finding #22.** The proposed PFSP amendments require two hearings: the first before the Springfield Planning Commission and the second before the Springfield City Council and the Lane County Board of Commissioners.

**Finding #23.** Notice of a joint public hearing before the Planning Commission and the Springfield City Council and the Lane County Board of Commissioners was mailed to property owners and residents within 300 feet of the locations of the planned outfalls, substation and transmission lines on May 1, 2015, more than 10 days in advance of the May 19<sup>th</sup>, Commission hearing.

**Finding #24.** Notice of the May 19, 2015 Planning Commission hearing was published in the Register Guard, a newspaper of general circulation, on May 5, 2015, more than 10 days in advance of the meeting.

**Finding #25.** A “Notice of a Proposed Change to a Comprehensive Plan” was filed with the Oregon Department of Land Conservation and Development (DLCD) on April 10, 2015. The notice was provided more than 35 days in advance of the first evidentiary hearing before the Planning Commission on May 19, 2015.

Requirements under Goal 1 are met by adherence to the citizen involvement processes required by the *Metro Plan* and implemented by the Springfield Development Code, Chapter 5 and Lane Code Sections 12.025 and 12.240.

### **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.*

**Finding #26.** Part I of Goal 2 requires that actions related to land use be consistent with acknowledged comprehensive plans of cities and counties. The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the acknowledged comprehensive plan that guides land use planning in Springfield, Eugene and Lane County.

**Finding #27.** The current version of the *Metro Plan* was last adopted on December 1, 2014 (Springfield Ordinance No. 6332; Eugene Ordinance No. 20545; and Lane County Ordinance No. PA 1313) after numerous public meetings, public workshops and joint hearings of the Springfield, Eugene and Lane County Planning Commissions and Elected Officials.

The *Metro Plan* is the “land use” or comprehensive plan required by this goal; the PFSP is a refinement plan of the Metro Plan; the Springfield Development Code and the Lane Code are the “implementation measures” required by this goal. Comprehensive plans, as defined by ORS 197.015(5), must be coordinated with affected governmental units. Coordination means that comments from affected governmental units are solicited and considered.

### **Goal 3 – Agricultural Lands**

*To preserve and maintain agricultural lands.*

**Finding #28.** The changes do not affect *Metro Plan* or PFSP consistency with this goal and this goal does not apply within adopted, acknowledged urban growth boundaries. None of the proposed projects are intended to provide urban stormwater management service to properties outside the City limits or UGB (although management of drainage originating from and discharging to watercourses outside the UGB is considered).

### **Goal 4 – Forest Lands**

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

**Finding #29.** The changes do not affect *Metro Plan* or PFSP consistency with this goal and this goal does not apply within adopted, acknowledged urban growth boundaries. None of the proposed projects are intended to extend urban stormwater management service to properties outside the City limits or UGB (although management of drainage originating from and discharging to watercourses outside the UGB is considered).

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

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

**Finding #30.** The City has finished all work required under Goal 5 during the most recent Periodic Review (completed in 2007). The three proposed outfalls, Glenwood Outfall #1, Outfall #2, and Outfall #3 are located adjacent to the Willamette River, a locally significant natural resource site. The City will obtain any necessary permits for each project from appropriate jurisdictions, as required, prior to construction.

**Finding #31.** A 75-foot wide development setback from the Willamette River was adopted as part of both the City’s Goal 5 program of protection (SDC 4.3-117) and the City’s response to the Federal Clean Water Act and Endangered Species Act (SDC 4.3-115). Both of these subsections allow for the installation of stormwater management facilities within the development setback.

**Finding #32.** The proposed stormwater outfalls and electrical facility projects were not designed nor intended to allow urban development to occur within a protected resource site; the presence of urban services does not invalidate Goal 5 inventories or protection measures even if the new urban service becomes available to any of these sites; and, these Goal 5 sites were identified and protected because they qualified under city, state or federal laws, not because of a lack of available services. The changes do not adversely affect the City’s acknowledged Goal 5 inventories, nor are the provisions for compliance with the Federal Clean Water Act or Endangered Species Act compromised, so this proposal does not create an inconsistency with the goal.

## **Goal 6 – Air, Water and Land Resources Quality**

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

**Finding #33.** This goal is primarily concerned with compliance with federal and state environmental quality statutes, and how this compliance is achieved as development proceeds in relationship to air sheds, river basins and land resources

**Finding #34.** The Federal Water Pollution Control Act, P.L. 92-500, as amended in 1977, became known as the Clean Water Act (33 U.S.C. 1251 et seq.). The goal of this Act was to eliminate the discharge of pollutants into the navigable waters. ORS 468B.035 requires the Oregon Environmental Quality Commission (EQC) to implement the Federal Water Pollution Control Act. The primary method of implementation of this Act is through the issuance of a National Pollutant Discharge Elimination System (NPDES) permit prior to the discharge of any wastes into the waters of the state (ORS 468B.050). Among the “pollutants” regulated by the EQC are temperature (OAR 340-041-0028) and toxic substances (OAR 340-041-0033).

**Finding #35.** Previously, the PFSP was amended to ensure that the *Metro Plan* and the PFSP accurately reflect stormwater management system needs as imposed by Federal and State regulation. The PFSP states, “Existing policies and plans in the Eugene-Springfield area support water quality and quantity improvements through site planning for new construction, public education, use of natural systems, preservation of natural drainageways, and reduction of street- related runoff problems. To summarize, stormwater management policies developed through local plans:

- Establish and support stormwater administration and management programs that include natural resource protection;
- Protect significant natural resources to serve multiple objectives, including stormwater storage and conveyance;
- Use constructed wetlands, wetland enhancement, and waterways for stormwater treatment, storage and conveyance;
- Create and protect a connected natural stormwater system;
- Use a comprehensive wetlands mitigation program to guide planning future stormwater systems;
- Create a comprehensive stormwater monitoring and maintenance program to serve multiple stormwater management objectives; and,
- Develop a plan for financing the stormwater management program (PFSP page 147).”

**Finding #36.** The proposed amendment is intended to update the planned stormwater and electrical facilities found in the PFSP Maps 3 and 4; and project lists found in Tables 6, 8 and 18.

**Goal 7 – Areas Subject to Natural Disasters and Hazards**

*To protect people and property from natural hazards.*

**Finding #37.** The *Metro Plan* and the City’s Development Code are acknowledged to be in compliance with all applicable statewide land use goals, including Goal 7. The proposed outfalls are located within mapped floodplain areas, but their presence does not have any adverse effect on existing policies or procedures adopted by the City of Springfield for application in floodplain areas. The City will obtain any necessary permits for each project from appropriate jurisdictions, as required, prior to construction.

**Goal 8 – Recreational Needs**

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

**Finding #38.** All of the proposed outfall projects are intended to improve stormwater management in the Glenwood area that each serves. These outfalls will not displace or remove any established public recreational facility. Glenwood Outfall #1 will be part of a planned park blocks as shown on the Glenwood Refinement Plan. In that specific case, the outfall will have a direct benefit to a new recreational facility. The planned electrical facilities will not impact existing or proposed recreational facilities within Glenwood.

**Goal 9 – Economic Development**

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

**Finding #39.** The *Metro Plan* cites the provision of adequate public facilities and services as necessary for economic development. Objective 10, at page III-B-4 states: “Provide the necessary public facilities and services to allow economic development.” As previously stated in these findings, the redevelopment planned for the Glenwood Riverfront cannot occur without these stormwater outfalls or electrical substation. Redevelopment is the targeted economic development archetype in Glenwood.

**Finding #40.** *Metro Plan* Policy B25, at Page III-B-6, states: “Pursue an aggressive annexation program and servicing of designated industrial lands in order to have a sufficient supply of ‘development ready’ land”. Policy B26, at page III-B-6, states: “In order to provide locational choice and to attract new campus industrial firms to the metropolitan area, Eugene and Springfield shall place as a high priority service extension, annexation, and proper zoning of all designated special light industrial sites.” The Glenwood Refinement Plan designates much of the Glenwood Riverfront for Commercial and Employment Mixed Use. The proposed PFSP projects are intended to meet future demand generated by population and employment growth in the Glenwood area as planned for in the Glenwood Refinement Plan.

**Finding #41.** It is the provision of key urban services that typically determines suitability of land to be converted from rural to urban and to be annexed into the city limits: “Land within the UGB may be converted from urbanizable to urban only through annexation to a city when it is found that: a. A minimum level of key urban facilities and services can be provided to the area in an orderly and efficient manner; b. There will be a logical area and time within which to deliver urban services and facilities. Conversion of urbanizable land to urban shall also be consistent with the *Metro Plan*” (Page II-C-4, *Metro Plan*). The planned PFSP projects will serve areas within Glenwood as they are annexed to the City.

#### **Goal 10 – Housing**

*To provide for the housing needs of citizens of the state.* Goal 10 Planning Guideline 3 states that “[P]lans should provide for the appropriate type, location and phasing of public facilities and services sufficient to support housing development in areas presently developed or undergoing development or redevelopment.”

**Finding #42.** OAR 660–008–0010 requires that “[S]ufficient buildable land shall be designated on the comprehensive plan map to satisfy housing needs by type and density range as determined in the housing needs projection.” Goal 10 defines buildable lands as “...lands in urban and urbanizable areas that are suitable, available and necessary for residential use.” 660–008–0005(13), in part, defines land that is “suitable and available” as land “for which public facilities are planned or to which public facilities can be made available.”

**Finding #43.** Similar to Goal 9, adequate public facilities are necessary to accomplish the objectives of this goal and applicable administrative rules (OAR Chapter 660, Division 008). The purpose of the proposed Glenwood stormwater outfalls and electrical facilities are to provide the capacity for future development of residential (population) and commercial and industrial (employment) use consistent with the comprehensive plan (Glenwood Refinement Plan).

#### **Goal 11 – Public Facilities and Services**

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

**Finding #44.** OAR Chapter 660, Division 011, implements Goal 11. OAR 660–011–0030(1) requires that the public facility plan list the proposed projects and identify the general location of the project on a map. PFSP Maps 3 and 4 and the project lists found in Tables 6, 8 and 18 will be amended to show

planned stormwater and electrical facilities in Glenwood. The tables and map are adopted as part of the *Metro Plan*, but are published in, and are a part of the PFSP.

**Finding #45.** OAR 660–011–0035(1) requires that the public facility plan include a rough cost estimate for sewer public facility projects identified in the facility plan. In conformity with this requirement, Table 18 includes rough cost estimates for all 3 proposed stormwater outfall projects. These costs are derived from the work performed during the preparation of previous stormwater master plans, and further refined by the recently adopted *Stormwater Facility Master Plan*.

**Finding #46.** OAR 660–011–0045 requires certain elements of the public facility plan to be adopted as part of the comprehensive plan. These elements include the list of public facility project titles (Tables 6, 8 and 18); the map or written description of the public facility projects locations or service areas (Maps 3 and 4); and policies or urban growth management agreements designating the provider of each public facility system. No policy amendments are proposed in this action. The notice of proposed amendment sent to DLCD, the notice of the hearing on these amendments, and the applicable criteria are consistent with the provisions for a land use decision and the post-acknowledgment procedures of ORS 197.610.

#### **Goal 12 - Transportation**

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

**Finding #47.** The proposed outfalls will supplement the minimal stormwater facilities that currently serve the Glenwood area. The planned electrical facilities will provide needed capacity to support urban development. Improvements to Franklin Blvd. and future development of the density envisioned by the Glenwood Refinement Plan will depend on the further development of infrastructure capacity, including new stormwater facilities and outfalls into the Willamette River.

#### **Goal 13 – Energy Conservation**

*To conserve energy.*

**Finding #48.** The proposed outfalls will have little or no impact on energy use. The proposed amendments to the electrical facility maps and project lists will show planned service facilities but will not in and of themselves conserve or waste energy. The changes do not affect *Metro Plan* or PFSP consistency with this goal.

#### **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.*

**Finding #49.** The amendments do not affect the existing City limits or UGB. They will support the development of additional stormwater infrastructure that will serve planned development within the Glenwood area. Glenwood is located within the current UGB; however, development that will rely upon these facilities must be located within the Springfield City Limits. The changes do not affect *Metro Plan* or PFSP consistency with this goal.

## **Goal 15 – Willamette River Greenway**

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

**Finding #50.** The three stormwater outfalls proposed by this amendment are in close proximity to the Willamette River. Construction of these facilities will allow planned development in Glenwood to occur, but not at the exclusion of any other rules or standards that govern development within the Greenway. The City will obtain any necessary permits for each project from appropriate jurisdictions, as required, prior to construction.

**Finding #51.** Riverfront development will be subject to the established Greenway Setback Line and to overlapping protections offered by the 75-foot setback established in response to the Federal Clean Water Act and to Statewide Planning Goal 5. The changes do not affect *Metro Plan* or PFSP consistency with this goal.

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

**Finding #52.** These goals do not apply to the Eugene-Springfield Metropolitan Area.

**Conclusion: The proposed amendments to the PFSP conform to Oregon’s Statewide Planning Goals.**

## **State Administrative Rules**

**Finding #53.** Oregon Administrative Rules (OAR) 660-011-0000 (Division 11) provides direction to cities in preparing public facility plans. The PFSP was developed in conformance with Division 11 and was acknowledged by the Oregon Department of Land Conservation and Development (DLCD) in 2001. The PFSP has been updated (most recently 2011) to reflect new policies and to make additions or deletions to the project lists and maps found in the plan.

**Finding #54.** 660-011-0045 (4) states, “Land use amendments are those modifications or amendments to the list, location or provider of, public facility projects, which significantly impact a public facility project identified in the comprehensive plan and which do not qualify under subsection (3)(a) or (b) of this rule. Amendments made pursuant to this subsection are subject to the administrative procedures and review and appeal provisions accorded "land use decisions" in ORS Chapter 197 and those set forth in OAR Chapter 660 Division 18.

**Finding #55.** The proposed amendments are considered required “land use amendments,” which in this case, amends the list and location of stormwater and electric facilities in the PFSP document. The PFSP is being amended in conformance with the administrative procedures and review and appeal accorded to land use decisions in ORS 197 and those set forth in OAR 660 Division 18.

## **IV. CONCLUSION**

Staff has compared the proposed amendments to the Eugene-Springfield Public Facilities and Services Plan (PFSP) against the approval criteria for making Metro Plan amendments and refinement plan amendments found in SDC Sections SDC 5.14-135 (Metro Plan amendments) and 5.6-115 (Refinement

Plan amendments). The conclusions in this report find that the proposed amendments satisfy the applicable criteria with respect to consistency with the *Metro Plan*, applicable state statutes, and applicable Statewide Planning goals and administrative rules.

The findings contained in this report provide a substantive basis for Springfield Planning Commission to recommend approval of the proposed PFSP amendments to the City Council and the Lane County Board of Commissioners.

# Eugene-Springfield Public Facilities and Services Plan

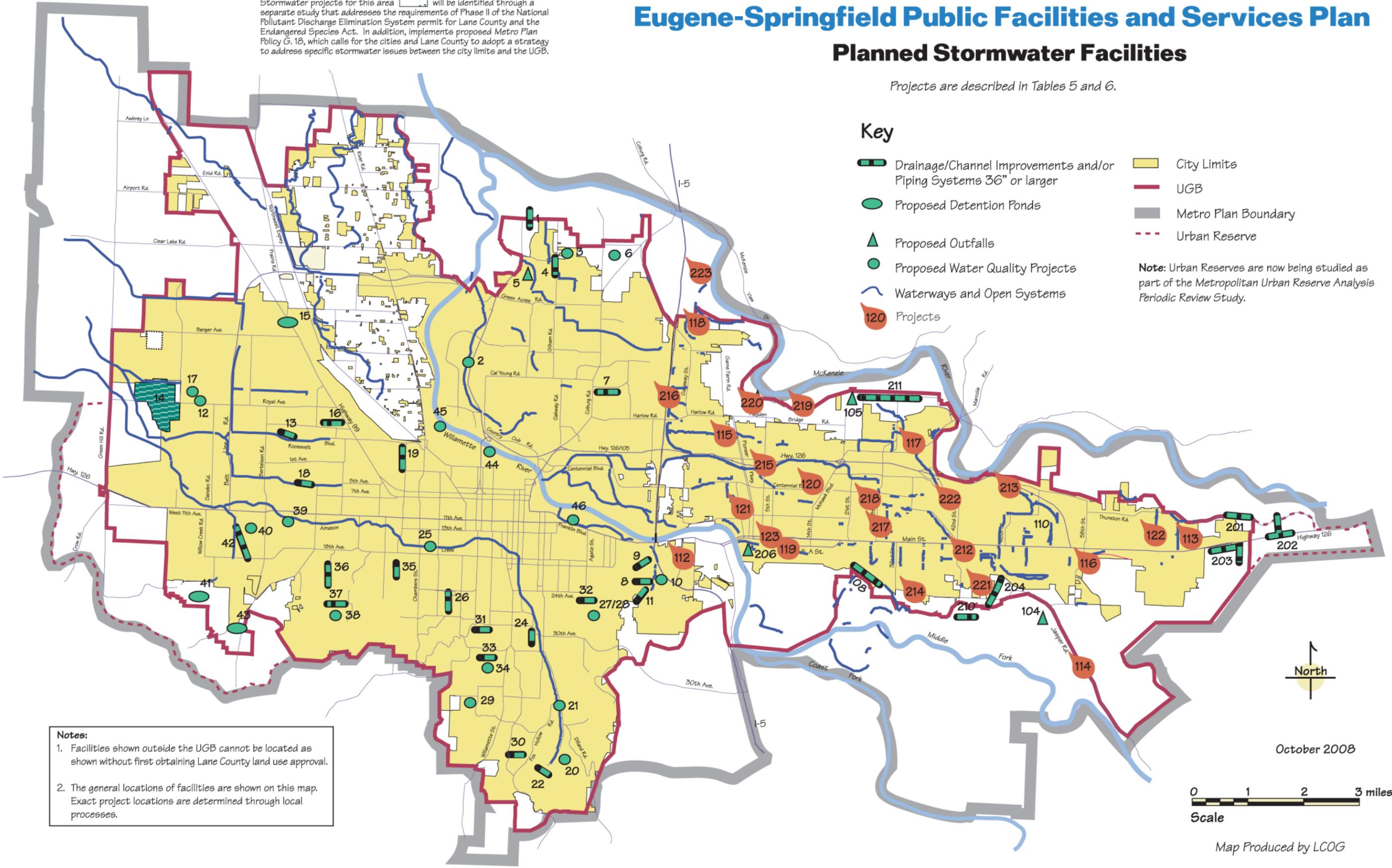
## Planned Stormwater Facilities

Projects are described in Tables 5 and 6.

Stormwater projects for this area will be identified through a separate study that addresses the requirements of Phase II of the National Pollutant Discharge Elimination System permit for Lane County and the Endangered Species Act. In addition, implements proposed Metro Plan Policy G. 1B, which calls for the cities and Lane County to adopt a strategy to address specific stormwater issues between the city limits and the UGB.

### Key

- Drainage/Channel Improvements and/or Piping Systems 36" or larger
  - Proposed Detention Ponds
  - Proposed Outfalls
  - Proposed Water Quality Projects
  - Waterways and Open Systems
  - Projects
  - City Limits
  - UGB
  - Metro Plan Boundary
  - Urban Reserve
- Note:** Urban Reserves are now being studied as part of the Metropolitan Urban Reserve Analysis Periodic Review Study.

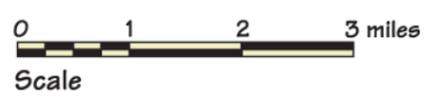


**Notes:**

- Facilities shown outside the UGB cannot be located as shown without first obtaining Lane County land use approval.
- The general locations of facilities are shown on this map. Exact project locations are determined through local processes.



October 2008

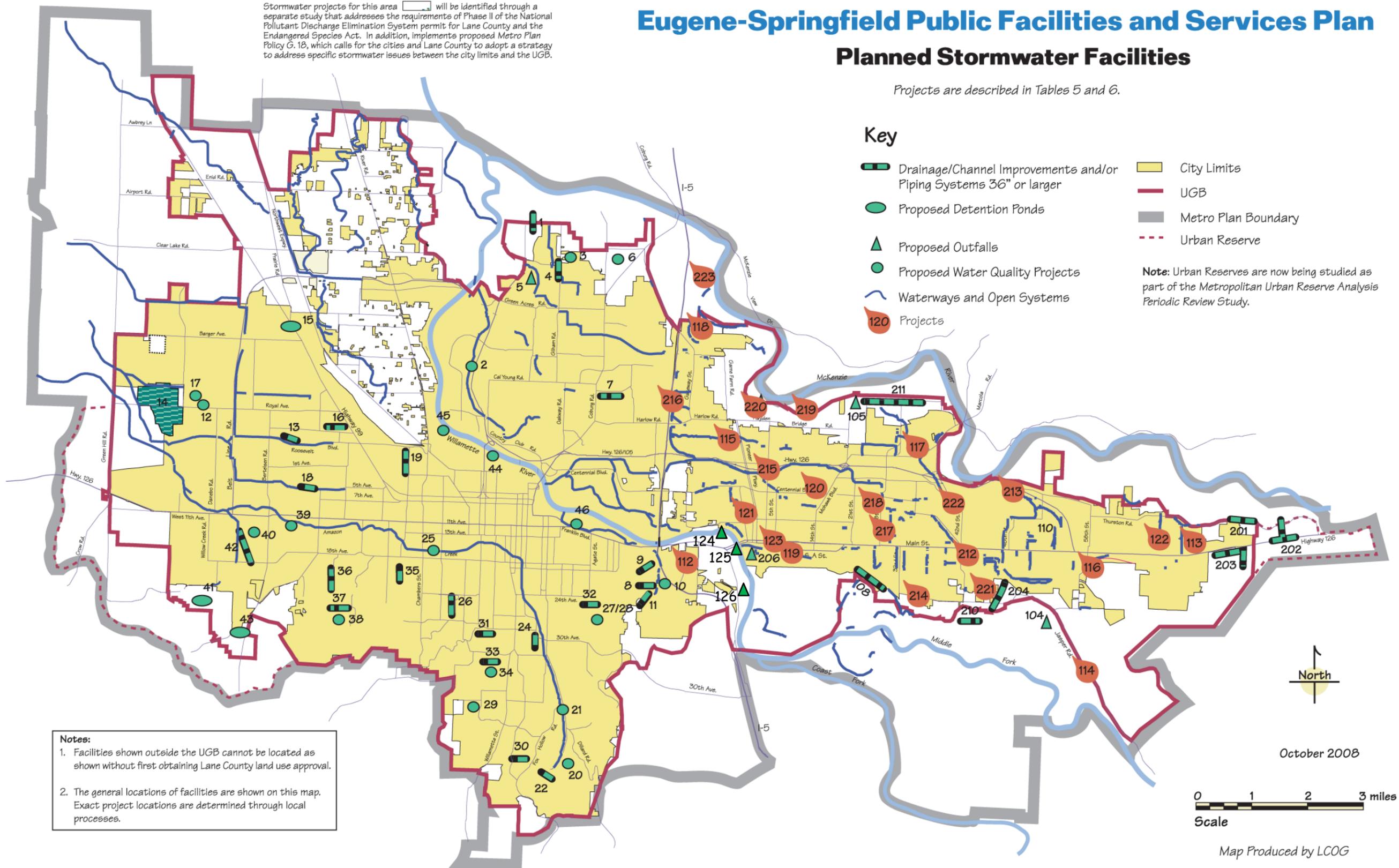


Map Produced by LCOG

# Eugene-Springfield Public Facilities and Services Plan

## Planned Stormwater Facilities

Projects are described in Tables 5 and 6.



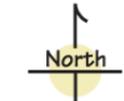
Stormwater projects for this area  will be identified through a separate study that addresses the requirements of Phase II of the National Pollutant Discharge Elimination System permit for Lane County and the Endangered Species Act. In addition, implements proposed Metro Plan Policy G. 18, which calls for the cities and Lane County to adopt a strategy to address specific stormwater issues between the city limits and the UGB.

### Key

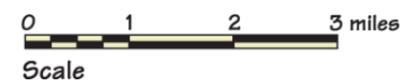
- Drainage/Channel Improvements and/or Piping Systems 36" or larger
  - Proposed Detention Ponds
  - Proposed Outfalls
  - Proposed Water Quality Projects
  - Waterways and Open Systems
  - Projects
  - City Limits
  - UGB
  - Metro Plan Boundary
  - Urban Reserve
- Note:** Urban Reserves are now being studied as part of the Metropolitan Urban Reserve Analysis Periodic Review Study.

**Notes:**

1. Facilities shown outside the UGB cannot be located as shown without first obtaining Lane County land use approval.
2. The general locations of facilities are shown on this map. Exact project locations are determined through local processes.



October 2008



Map Produced by LCOG

# Eugene-Springfield Public Facilities and Services Plan

## Planned Electrical Facilities

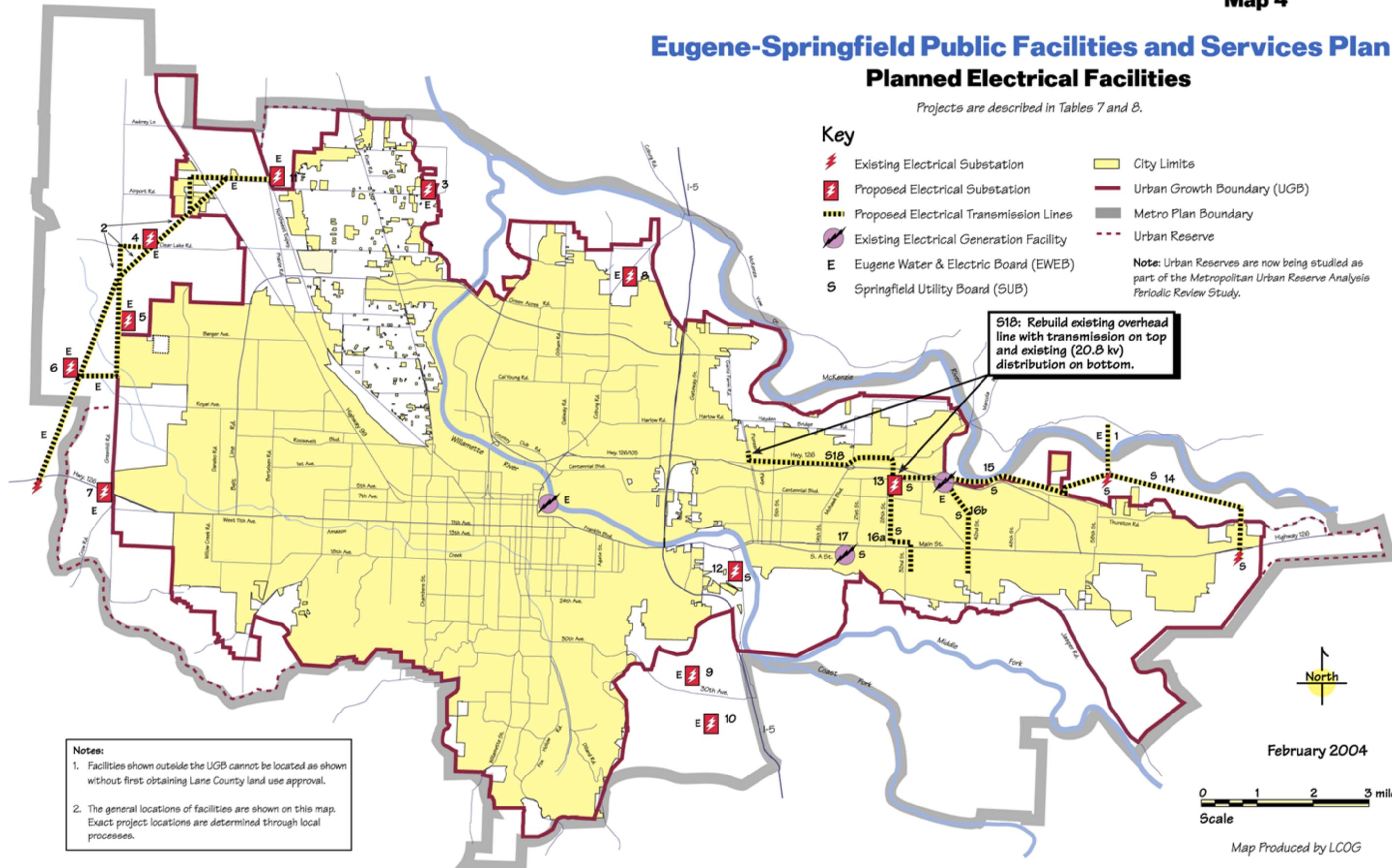
Projects are described in Tables 7 and 8.

### Key

- Existing Electrical Substation
- Proposed Electrical Substation
- Proposed Electrical Transmission Lines
- Existing Electrical Generation Facility
- E** Eugene Water & Electric Board (EWEB)
- S** Springfield Utility Board (SUB)
- City Limits
- Urban Growth Boundary (UGB)
- Metro Plan Boundary
- Urban Reserve

**Note:** Urban Reserves are now being studied as part of the Metropolitan Urban Reserve Analysis Periodic Review Study.

**S18:** Rebuild existing overhead line with transmission on top and existing (20.8 kv) distribution on bottom.



**Notes:**

- Facilities shown outside the UGB cannot be located as shown without first obtaining Lane County land use approval.
- The general locations of facilities are shown on this map. Exact project locations are determined through local processes.



February 2004



Map Produced by LCOG

# Eugene-Springfield Public Facilities and Services Plan

## Planned Electrical Facilities

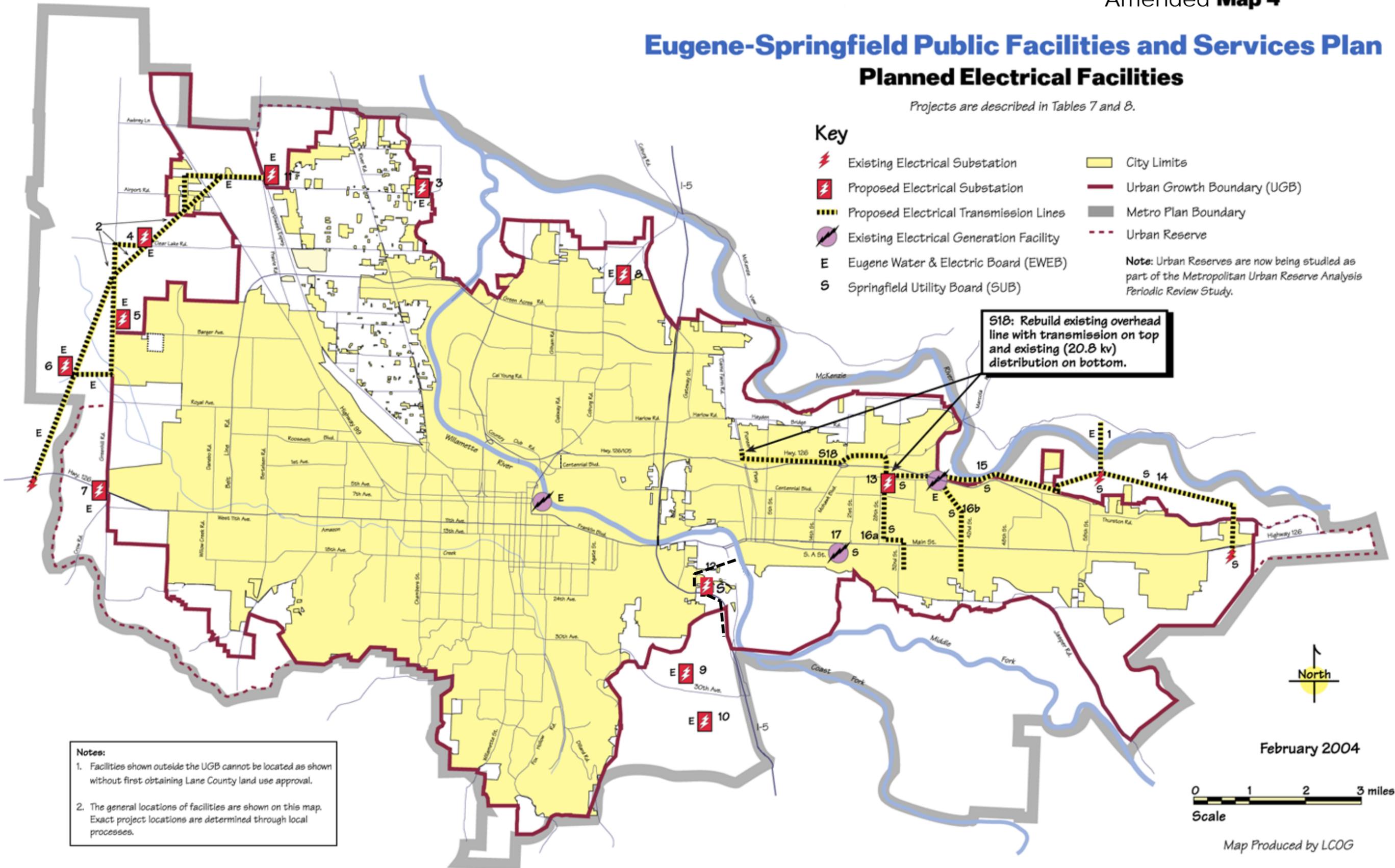
Projects are described in Tables 7 and 8.

### Key

-  Existing Electrical Substation
-  Proposed Electrical Substation
-  Proposed Electrical Transmission Lines
-  Existing Electrical Generation Facility
- E** Eugene Water & Electric Board (EWEB)
- S** Springfield Utility Board (SUB)
-  City Limits
-  Urban Growth Boundary (UGB)
-  Metro Plan Boundary
-  Urban Reserve

**Note:** Urban Reserves are now being studied as part of the Metropolitan Urban Reserve Analysis Periodic Review Study.

**S18:** Rebuild existing overhead line with transmission on top and existing (20.8 kv) distribution on bottom.



**Notes:**

1. Facilities shown outside the UGB cannot be located as shown without first obtaining Lane County land use approval.
2. The general locations of facilities are shown on this map. Exact project locations are determined through local processes.

North

February 2004

0 1 2 3 miles  
Scale

Map Produced by LCOG

PROPOSED PFSP PROJECT LIST AMENDMENTS (TABLES 6, 8, AND 18) IN LEGISLATIVE FORMAT

Table 6.  
City of Springfield Stormwater System Improvement Projects

Project Number	Project Name/Description	Stormwater Facility Master Plan Project Number
	<i>Short-Term</i>	
104	Jasper Slough outfall	n/a
105	20 <sup>th</sup> Street Outfall	n/a
108	Mill Race Enhancements, including new intake	n/a
110	Highway 126/I-105 drainage improvements	n/a
112	Glenwood Channel & Pipe Improvements	1
113	Gray Creek Channel & Pipe Improvements	2
114	Jasper/Natron Channel & Pipe Improvements	3
115	Channel 6 Detention Pond, Channel & Pipe Improvements	4
116	59 <sup>th</sup> & Aster and Daisy Street Parallel Pipe	5
117	Irving Slough Channel Improvements	6
118	North Gateway – Sports Way Flood Control Water Quality Facility	10
119	McKenzie Forest Products Mill Pond Water Quality Facility	12
120	Central Over-Under Channel & Pipe Improvements	15
121	Island Park Water Quality Facility	16
122	69 <sup>th</sup> Street Open Channel	18
123	Lower Mill Race Water Quality & Riparian Enhancements	21
<b><u>124</u></b>	<b><u>Glenwood Outfall #1 [emphasis added]</u></b>	<b><u>n/a</u></b>
<b><u>125</u></b>	<b><u>Glenwood Outfall #2 [emphasis added]</u></b>	<b><u>n/a</u></b>
<b><u>126</u></b>	<b><u>Glenwood Outfall #3 [emphasis added]</u></b>	<b><u>n/a</u></b>
	<i>Long-Term</i>	
200-F	Cedar Creek: Diversion System	
200-G	Cedar Creek: East Thurston Road/Hwy 126 Outfall and Associated Piping	
201	Thurston Road Interceptor	n/a
202	Highway 126 and 87 <sup>th</sup> Interceptor and Outfall	n/a
203	South 79 <sup>th</sup> Street System	n/a
204	Rocky Point Drive System and Outfall	n/a
206	Borden Outfall Upgrade	n/a
210	Jasper Slough Improvements	n/a
211	Hayden Bridge Road Interceptor	n/a
212	42 <sup>nd</sup> & McKenzie Hwy Pipe Improvements	24
213	I-105 Channel Improvements	26

<b>Project Number</b>	<b><i>Project Name/Description</i></b>	<b><i>Stormwater Facility Master Plan Project Number</i></b>
214	Jasper Slough Culvert Crossing Improvements	27
215	Q Street Channel Riparian Enhancements	28
216	I-5 Open Channel Riparian Enhancements	29
217	Q Street Floodway East of 28 <sup>th</sup> Water Quality	31
218	28 <sup>th</sup> Street Main to North Water Quality Temperature TMDL	32
219	Open Channel Improvements North of Riverglen Subdivision	33
220	Chateau St Outfall	34
221	Clearwater Lane & Jasper Water Quality	37
222	42 <sup>nd</sup> Channel Improvements	42
223	Maple Island Slough Channel Enhancement & Water Quality Improvements	43

**Table 8.**  
**SUB Planned Electrical System Improvement Projects**

<b>Project Number</b>	<b><i>Project Name/Description</i></b>
12	Glenwood Substation
13	Marcola Road Substation
14	East Springfield to Thurston Transmission Line
15	Thurston to Marcola Road Transmission Line
16A	Jasper Road to 10 <sup>th</sup> Street Extension (alternative A)
16B	Jasper Road to 10 <sup>th</sup> Street Extension (alternative B)
<b>17A</b>	<b>Alvey to Glenwood to Springfield Transmission Line [emphasis added]</b>
<b>17B</b>	<b>Laura to Glenwood Transmission Line [emphasis added]</b>
18	28 <sup>th</sup> Street to Laura Street Transmission Line

**Table 18.**  
**City of Springfield Stormwater System Improvements, Estimated Costs, and Timing**

<b>Project Number</b>	<b>Project Name/Description</b>	<b>Stormwater Facility Master Plan Project Number</b>	<b>Cost (\$000)</b>	<b>Estimated Completion Year</b>
	<i>Short-Term</i>			
100	Sports Way Detention Pond		400	2008-2013
104	Jasper Slough Outfall		210	2008-2013
105	20 <sup>th</sup> Street Outfall		350	2008-2013
108	Mill Race Enhancements, including new intake	n/a	7,800	2008-2013
110	Hwy 126/I-105 Drainage Improvements	n/a	640	2008-2013
112	Glenwood Channel & Pipe Improvements	1	4,670	2008-2013
113	Gray Creek Channel & Pipe Improvements	2	4,650	2008-2013
114	Jasper Natron Channel & Pipe Improvements	3	2,800	2008-2013
115	Channel 6 Detention Pond, Channel & Pipe Improvements	4	1,250	2008-2013
116	59 <sup>th</sup> & Aster and Daisy St Parallel Pipe	5	2,100	2008-2013
117	Irving Slough Channel Improvements	6	2,150	2008-2013
118	North Gateway – Sportsway Flood Control Water Quality Facility	10	520	2008-2013
119	McKenzie Forest Products Mill Pond Water Quality Facility	12	60	2008-2013
120	Central Over-Under Channel & Pipe Improvements	15	2,500	2008-2013
121	Island Park Water Quality Facility	16	60	2008-2013
122	69 <sup>th</sup> Street Open Channel	18	2,500	2008-2013
123	Lower Mill Race Water Quality & Riparian Enhancements	21	60	2008-2013
<b>124</b>	<b>Glenwood Outfall #1 [emphasis added]</b>	<b>n/a</b>	<b>350</b>	<b>2015-2020</b>
<b>125</b>	<b>Glenwood Outfall #2 [emphasis added]</b>	<b>n/a</b>	<b>350</b>	<b>2015-2020</b>
<b>126</b>	<b>Glenwood Outfall #3 [emphasis added]</b>	<b>n/a</b>	<b>350</b>	<b>2015-2020</b>
	<i>Long-Term</i>			
200-F	Cedar Creek: Diversion System	n/a	2,100	2010+
200-G	Cedar Creek: East Thurston Road/Hwy 126 Outfall and Associated Piping	n/a	350	2010+
201	Thurston Road Interceptor	n/a	570	2013-2018
202	Hwy 126 and 87 <sup>th</sup> Interceptor and Outfall	n/a	570	2010+
203	South 79 <sup>th</sup> Street System	n/a	1,425	2013-2018
204	Rocky Point Drive System and Outfall	n/a	420	2013-2018
206	Borden Outfall Upgrade	n/a	140	2013-2018
210	Jasper Slough Improvements	n/a	500	2013-2018
211	Hayden Bridge Road Interceptor	n/a	500	2013-2018
212	42 <sup>nd</sup> & McKenzie Hwy Pipe Improvements	24	300	2013-2018

<b>Project Number</b>	<b>Project Name/Description</b>	<b>Stormwater Facility Master Plan Project Number</b>	<b>Cost (\$000)</b>	<b>Estimated Completion Year</b>
213	I-105 Channel Improvements	26	1,610	2013-2018
214	Jasper Slough Culvert Crossing Improvements	27	200	2013-2018
215	Q St Channel Riparian Enhancements	28	500	2013-2018
216	I-5 Open Channel Riparian Enhancements	29	500	2013-2018
217	Q St Floodway East of 28 <sup>th</sup> Water Quality	31	200	2013-2018
218	28 <sup>th</sup> St Main to North Water Quality Temperature TMDL	32	60	2013-2018
219	Open Channel Improvements North of Riverglen Subdivision	33	30	2013-2018
220	Chateau St Outfall	34	240	2013-2018
221	Clearwater Lane & Jasper Water Quality	37	350	2013-2018
222	42 <sup>nd</sup> Channel Improvements	42	200	2013-2018
223	Maple Island Slough Channel Enhancements & Water Quality Improvements	43	250	2013-2018