ORDINANCE NO. 6279 (General)

AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN DIAGRAM, THE GLENWOOD REFINEMENT PLAN DIAGRAM AND TEXT, THE SPRINGFIELD DEVELOPMENT CODE, AND THE SPRINGFIELD ZONING MAP, AND ADOPTING A SEVERABILITY CLAUSE.

THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD FINDS THAT:

WHEREAS, the 5springfield City Council, on February 25, 2008, directed staff to proceed with a project to update the Glenwood Refinement Plan in phases and these amendments, as set forth in Exhibits B, C, D, and E, are part of "Glenwood Phase 1"; and

WHEREAS, Glenwood Phase 1 is described as set forth in Exhibit A; and

WHEREAS, the Glenwood Phase 1 amendments comply with the City Council Goal regarding Community and Economic Development and Revitalization; and

WHEREAS, on October 7, 2008, the Springfield Planning Commission acting as the Committee for Citizen Involvement approved the Citizen Involvement Plan for Glenwood Phase 1 that included the establishment of the 20 member Glenwood Citizen Advisory Committee (CAC); and

WHEREAS, the Glenwood CAC met 18 times, from March 11, 2009 to September 21, 2011, to review the various components of Glenwood Phase 1 prepared by staff and recommended that the draft components of Glenwood Phase 1 be forwarded to the joint Springfield and Lane County Planning Commissions to be considered at the public hearing scheduled for October 18, 2011; and

WHEREAS: The Glenwood Existing Conditions Report, August 2009, reviewed by the CAC and on file with the Development Services Department, evaluated the state of Glenwood since Springfield's adoption of the GRP in 1999; gauged the successes or shortfalls of the various current GRP policies and implementation actions; was used to augment the visioning process that was the foundation upon which the updated GRP was prepared; is hereby made part of this Ordinance and adopted by reference as a Technical Supplement to the Glenwood Refinement Plan; and

WHEREAS: the following supplemental studies and working papers were conducted and prepared to inform plan policy development and are included in the record by reference: the Local Wetlands Inventory and Riparian Corridor Assessment for the Glenwood Area of Springfield, Oregon 2010 (Pacific Habitat); A standard Reconnaissance Level Survey for the Franklin Riverfront and the residential core areas in Glenwood 2010 (Historic Preservation Northwest); and the Glenwood North Riverfront Corridor Plan and Policy Recommendations April 2010 (Crandall Arambula); and

WHEREAS, on September 7, 2011, the Springfield Development Services Department conducted a public open house on Glenwood Phase 1 where 75 attendees heard City staff explain the project and provided public comment; and

WHEREAS, timely and sufficient Ballot Measure 56 notice of the public hearings, pursuant to Glenwood Phase 1, has been provided in accordance with SDC Section 5.2-115; and

WHEREAS, Springfield Development Code Section 5.14-100 sets forth procedures for the amendment of the Eugene Springfield Metropolitan Area General Plan (Metro Plan): and

WHEREAS, Springfield Development Code Section 5.6-100 sets forth procedures for the amendment of the Glenwood Refinement Plan and the SDC; and

WHEREAS, Springfield Development Code Section 5.22-100 sets forth procedures for the amendment of the Springfield Zoning Map; and

WHEREAS, the Metro Plan diagram amendment (TYP411-00006) is described in Exhibit B; and

WHEREAS, the Glenwood Refinement Plan diagram and text amendments (TYP411-00005) are described in Exhibit C; and

WHEREAS, the Springfield Development Code amendments (TYP411-00007) are described in Exhibit D; and

WHEREAS, the Springfield Zoning Map amendment (TYP311-00001) are described in Exhibit E; and

WHEREAS, the public record contains complete documentation of Glenwood Phase 1 (Springfield file numbers - LRP 2008-0017, TYP411-00006, TYP411-00005, TYP411-00007 and TYP311-00001) and hereby are incorporated into the record for this proceeding by reference; and

WHEREAS, on October 9, 1986, the City and Lane County signed an Intergovernmental Agreement regarding the transfer of building and land use responsibilities within the urbanizable portion of the Springfield Urban Growth Boundary that requires co-adoption by the City and Lane County of amendments to the Springfield Development Code; and

WHEREAS, the Springfield Planning Commission held five work sessions regarding Glenwood Phase 1 from March 1, 2011 to September 20, 2011; and

WHEREAS, on September 1, 2011, notice of the proposed amendments comprising Glenwood Phase 1 was provided to the Department of Land Conservation and Development; and

WHEREAS, on October 18, 2011, the Springfield and Lane County Planning Commissions jointly held a work session and conducted a public hearing regarding Glenwood Phase 1 and the hearing was continued to December 20, 2011 and;

WHEREAS, the Springfield Residential Land and Housing Needs Analysis, dated April 2011, identified a deficit of approximately 28 gross acres of land designated for High Density Residential (HDR) uses; and

WHEREAS, the Springfield 2030 Refinement Plan Residential Land Use and Housing Element addresses the HDR deficiency through Policy H.2: "To meet identified high-density, multiple-family housing needs, the City shall re-designate at least 28 additional gross buildable acres in Glenwood Refinement Plan Subarea 8 and the eastern portion of Subarea 6 to Residential Mixed Use by December 31, 2012....."; and

WHEREAS, Springfield has a redevelopment strategy for the lands identified in the Springfield 2030 Refinement Plan Residential Land Use and Housing Element Policy H.2 and that strategy includes a multi-year planning process to update the Glenwood Refinement Plan and an Urban Renewal District to support preparation and implementation of the plan; and

WHEREAS, adoption of the proposed Glenwood Residential Mixed Use Plan District (Springfield Development Code Sections 3.4-200 through 3.4-280) will complete the City's obligation under ORS 197.304 "Lane County accommodation of needed housing", that requires the City to demonstrate, as required by ORS 197.296, that its comprehensive plan, separately from any other city, provides sufficient buildable lands to accommodate estimated housing needs for a 20 year period within an urban growth boundary by implementing Springfield 2030 Refinement Plan Residential Land Use and Housing Element Policy H.2.; and

WHEREAS, the need for park land to support the proposed residential area (Subarea A) was identified in the Springfield Residential Land and Housing Needs Analysis, dated April 2011, and the parkland need is addressed in Finding 11 of the Springfield 2030 Refinement Plan Residential Land Use and Housing Element which states that "The High Density Residential designation has a deficit of approximately 28 gross acres. At a minimum, the City will meet the high density residential land deficit of 28 acres (including 7 acres of HDR designated land to provide public open space for the higher density development, as well as any needed public facilities) through its redevelopment strategies in Glenwood."; and

WHEREAS, ORS 197.296(9) recognizes rezoning or redesignation of nonresidential land and redevelopment strategies as actions and measures that demonstrably increase the likelihood of higher density residential development; and

WHEREAS, on January 19, 2010, the Springfield City Council adopted Resolution 10-03, the Springfield Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis and Economic Development Objectives and Implementation Strategies; and

WHEREAS, The Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis contains the most current and best data available to inform the update of the Glenwood Refinement Plan as it addresses land needed for employment for the planning period 2010-2030; and

WHEREAS, The Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis added that consistent with City Council policies, the areas that are expected to have the most redevelopment in the plan period are in Glenwood, especially along the Willamette Riverfront and Franklin/McVay corridor, and the Downtown Urban Renewal District; and

WHEREAS, The Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis states: "Objectives in the economic development strategy supporting the provision of employment land include objectives to: (1) provide employment land in a variety of locations, configurations, and site sizes for industrial and other employment uses, (2) provide an adequate competitive short-term supply of suitable land to respond to economic development opportunities as they arise, (3) reserve sites over 20-acres for special developments and industries that require large sites, and (4) provide adequate infrastructure to sites. The economic development strategy

also includes objectives that support redevelopment of existing land within the UGB, especially in Downtown and in Glenwood, and infill development"; and

WHEREAS, zoning land for nodal development is an Alternative TPR Performance Measure for the Eugene-Springfield MPO approved by LCDC on May 4, 2001; and

WHEREAS, zoning land for nodal development creates opportunities for the market to increase the percentage of dwelling units built in nodes and the percentage of new total employment in nodes;

WHEREAS, by design, nodal development reduces the need for individual trips made by automobile within the node as described in TransPlan Chapter 4, page 19;

WHEREAS, Glenwood Phase 1 includes plan policies and design standards that reduce the need for individual trips made by automobile; and

WHEREAS, Glenwood Phase 1 implements the nodal development strategy described in the Alternative TPR Performance Measures for the Eugene-Springfield MPO as approved by LCDC on May 4, 2001 by increasing the acres of land zoned for nodal development in Nodal Development Area 8A from 52.02 acres to 122.99 acres and by revising the City's development regulations in compliance with Statewide Planning Goal 12, Transportation, and Oregon Administrative Rule 660 Division 12; and

WHEREAS, on December 20, 2011, during the Springfield and Lane County Planning Commissions public hearing continued from October 18, 2011, the criteria of approval, findings and recommendations as set forth in Exhibit A, together with the testimony and submittals of those persons testifying at the public hearing or in writing that generated 30 text modifications have been considered and are part of the public record, and the Springfield Planning Commission voted 5 to 0, with one absent and one open position to recommend adoption of Glenwood Phase 1 as modified to the Springfield City Council and the Lane County Planning Commission voted 6 to 0, with 2 absent to recommend adoption of Glenwood Phase 1 as modified to the Lane County Board of Commissioners; and

WHEREAS, the Springfield City Council held four work sessions regarding Glenwood Phase 1 from May 9, 2011 to September 26, 2011; and

WHEREAS, on January 23, 2012, the Springfield City Council and the Lane County Board of Commissioners jointly conducted a work session to discuss an overview of Glenwood Phase 1; and

WHEREAS, on April 2, 2012, the Springfield City Council and the Lane County Board of Commissioners jointly conducted a public hearing regarding Glenwood Phase 1 and to hear staff responses to specific questions raised during the January 23, 2012 joint work session; and

WHEREAS, on April 2, 2012 the Springfield City Council closed the record but directed Springfield staff to conduct a work session to consider the following specific issues: the prohibition of drive-through facilities; peer review; locating parking in Subarea D; park block width; and access to the river, and the Lane County Board of Commissioners moved to hold the record open until June 20, 2012; and

WHEREAS, on May 14, 2012 the Springfield City Council conducted a work session and provided staff direction on the following issues regarding Glenwood Phase 1: peer review; locating parking in

Subarea D; park block width; and access to the river, and directed Springfield staff to conduct another work session to further discuss the restriction on drive through facilities and the additional topic of student housing in Subarea C; and

WHEREAS, on May 21, 2012 the Springfield City Council conducted a work session and provided staff direction on drive though facilities and directed staff to reopen the public hearing to consider the provision of student housing in Subarea C; and

WHEREAS, timely and sufficient Ballot Measure S6 notice of the June 4, 2012 public hearing, regarding the provision of student housing in Subarea C was provided in accordance with SDC Section 5.2-115 to those property owners within the boundary of Subarea C and those who testified at the April 2, 2012 public hearing; and

WHEREAS, on June 4, 2012 the Springfield City Council reopened the public hearing to consider adding student housing as a component of educational facilities in Subarea C and conducted a second reading on the Glenwood Phase I Ordinance1; heard testimony specific to the topic of student housing in Subarea C; and closed the record without discussion.

WHEREAS, on June 18, 2012 the Springfield City Council conducted a third reading on the amended Glenwood Refinement Plan and Glenwood Plan District text pursuant to Glenwood Phase 1; and substantial evidence exists within the public record as set forth in Exhibit A, together with the testimony and submittals of those persons testifying at the public hearing or in writing that has been considered and are part of the public record; and

WHEREAS, the Springfield City Council is now ready to take action on Glenwood Phase 1 based upon the above recommendation and the evidence and testimony already in the record;

NOW THEREFORE, THE CITY OF SPRINGFIELD ORDAINS AS FOLLOWS:

SECTION 1: The above findings, and the findings set forth in Exhibit A and incorporated herein are hereby adopted.

SECTION 2: The Eugene-Springfield Metropolitan General Plan Diagram as set forth in Exhibit B is hereby amended by redesignating 16.96 acres from Low Density Residential, 2.67 acres from Commercial, 29.13 acres from Commercial/Industrial/Multi-Family Residential Mixed-Use, 44.38 acres from Commercial/Industrial Mixed-Use, 87.73 acres from Light Medium Industrial, 34.39 acres from Parks and Open Space, and 52.02 acres from Mixed Use/Nodal to 144.28 acres of Mixed-Use and to 122.99 acres of Mixed-Use/ Nodal on land located In Glenwood Phase 1.

SECTION 3: The Glenwood Refinement Plan Diagram as set forth in Exhibit C is hereby amended by redesignating 16.96 acres from Low Density Residential, 2.67 acres from Commercial, 29.13 acres from Commercial/Industrial/Multi-Family Residential Mixed-Use, 44.38 acres from Commercial/ Industrial Mixed-Use, 87.73 acres from Light Medium Industrial and 34.39 acres from Parks and Open Space to 33.26 acres of Residential Mixed-Use, to 14.58 acres of Commercial Mixed-Use, to 46.33 acres of Office Mixed-Use, and to 173.11 acres of Employment Mixed-Use in Glenwood Phase 1; and the Glenwood Refinement Plan text is hereby amended by deleting descriptive text, development policies and implementation strategies in portions of Subarea 5, and all of Subareas 6, 7, 8, 9 and 10 and adding descriptive text, development policies and implementation strategies for Glenwood Phase 1.

SECTION 4: The Springfield Development Code as set forth in Exhibit D is hereby amended by deleting Sections 3.4-200 through 3.4-270, Glenwood Riverfront Plan District and adding Sections 3.4-200 through 3.4-280 Glenwood Riverfront Mixed-Use Plan District; amending Subsection 4.3-110E.; amending Section 4.3-115; amending Table 5.4-1; amending Sections 5.6-100-115; amending Section 5.12-160; amending Section 6.1-110; deleting Appendix 3 Temporary Glenwood Riverfront Plan District Master Plan Standards and adding Appendix 3 Phase 1 Glenwood Refinement Plan Policies and Implementation Strategies.

SECTION 5: The Springfield Zoning Map as set forth in Exhibit E is hereby amended by rezoning 41.28 acres from Low Density Residential, 7.04 acres from Medium Density Residential, 49.50 acres from Community Commercial, 5.97 acres from General Office, 135.54 acres from Light Medium Industrial, and 27.96 acres from Parks and Open Space to 33.26 acres of Residential Mixed-Use, to 14.58 acres of Commercial Mixed-Use, to 46.33 acres of Office Mixed-Use, and to 173.11 acres of Employment Mixed-Use on land located in Glenwood Phase 1.

SECTION 6: Those portions of the Glenwood Refinement Plan 1999 that are outside of the boundary of Glenwood Phase 1 will remain in effect until such time Glenwood Phase 2 is approved by both Springfield and Lane County.

SECTION 7: Severability Clause. If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct and individual provision and such holding shall not affect the validity of the remaining portions of this Ordinance.

ADOPTED by the Common Council of the City of Springfield by a vote of 6 for and 0 against, this 18th day of June, 2012.

APPROVED by the Mayor of the City of Springfield, this 18 day of June, 2012.

ATTEST:

Christie Lifsey
Mayor

Amy Sowa
City Recorder

REVIEWED & APPROVED
AS TO FORM
DATE: 6/15/12
OFFICE OF CITY ATTORNEY

EXHIBIT A
STAFF REPORT, FINDINGS AND ORDER
CITY OF SPRINGFIELD, DEVELOPMENT SERVICES DEPARTMENT

City of Springfield and Lane County **Glenwood Refinement Plan Update Project** **Proposed Phased 1 Plan and Zoning Amendments**	**Springfield File Numbers:** **1 LRP 2008-00017** **2 TYP411-00005** **3 TYP411-00006** **4 TYP411-00007** **5 TYP311-00001** **Lane County File Number:** **6 PA 11-5489**
Nature of Request: Springfield staff is requesting that the Springfield and Lane County Planning Commissions forward a recommendation of approval to the Springfield City Council and the Lane County Board of Commissioners regarding a package of amendments to the Metro Plan Diagram and Glenwood Refinement Plan diagram and text, the Springfield Zoning Map and the Springfield Development Code collectively, "Glenwood Phase 1": 1. Amend the Eugene-Springfield Metropolitan Area General Plan Diagram to designate 122.99 acres of land to Mixed Use/Nodal Development and 144.28 acres of land to Mixed Use*; 2. Amend the Glenwood Refinement Plan Diagram to designate 33.26 acres of land to Residential Mixed Use, 14.58 acres of land to Commercial Mixed Use, 46.33 acres of land to Office Mixed Use and 173.11 acres of land to Employment Mixed Use and amend plan text*; 3. Amend the Springfield Zoning Map to zone 33.26 acres of land to Residential Mixed Use, 14.58 acres of land to Commercial Mixed Use, 46.33 acres of land to Office Mixed Use and 173.11 acres of land to Employment Mixed Use*; **4.** Amend the Springfield Development Code Section 3.4-200. *Totals may not add up to 267.28 acres due to rounding.	

GLENWOOD REFINEMENT PLAN BACKGROUND

1986 Under Eugene's jurisdiction Glenwood Phase I* was adopted.

1989 Under Eugene's jurisdiction Glenwood Phase II* was adopted.

1999 There was a jurisdictional transfer of Glenwood from Eugene to Springfield. Springfield adopted the Glenwood Refinement Plan with no policy changes. Eugene zoning was changed to Springfield zoning.

2005 Glenwood Refinement Plan Subarea 8, Glenwood Riverfront consisting of 52.02 acres was amended. The Glenwood Riverfront Plan District, Section 3.4-100, was added to the Springfield Development Code. Between 2005 and 2008, no development occurred within the Glenwood Riverfront.

2008 The Springfield City Council directed staff to amend the Glenwood Refinement Plan in phases. Glenwood Phase 1, the Glenwood Riverfront, will be accomplished upon adoption of these amendments. Glenwood Phase 2 will begin in early 2012.

*Eugene's Glenwood Refinement Plan phasing is different from Springfield's phasing.

GLENWOOD PHASE 1 PURPOSE

The redevelopment of Glenwood is a very high priority goal for the City of Springfield. Updates to existing land use plans and zoning are necessary to ensure that new development is coordinated to create an attractive destination district for living, working and recreating that will be unique to the Eugene-Springfield area. The proposed amendments establish objectives, policies, implementation strategies and standards that will guide redevelopment. Adoption of Glenwood Phase 1 will expand upon the foundation of earlier planning efforts to guide and facilitate the transition of the Glenwood Riverfront and Franklin-McVay corridor into a multi-modal, pedestrian-friendly, mixed-use neighborhood.

The proposed land use designations, plan policies and zoning are responsive to Springfield's most recent Residential and Commercial/Industrial land studies. Redevelopment of Glenwood is a key element in Springfield's growth management strategy for the planning period 2010-2030. These planning updates seek to maximize Glenwood's potential to provide prime locations for jobs, housing and recreation next to the remarkable urban amenity of the Willamette River. It is also important to note that adoption of the proposed Glenwood Residential Mixed Use District will complete the City's requirement to designate sufficient land in its Urban Growth Boundary to meet the City's identified high-density, multiple-family housing needs for the 20-year planning period by implementing *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* Policy H.2.

The future vision for Glenwood Phase 1 is expressed in the project goals endorsed by the Glenwood Citizen Advisory Committee:

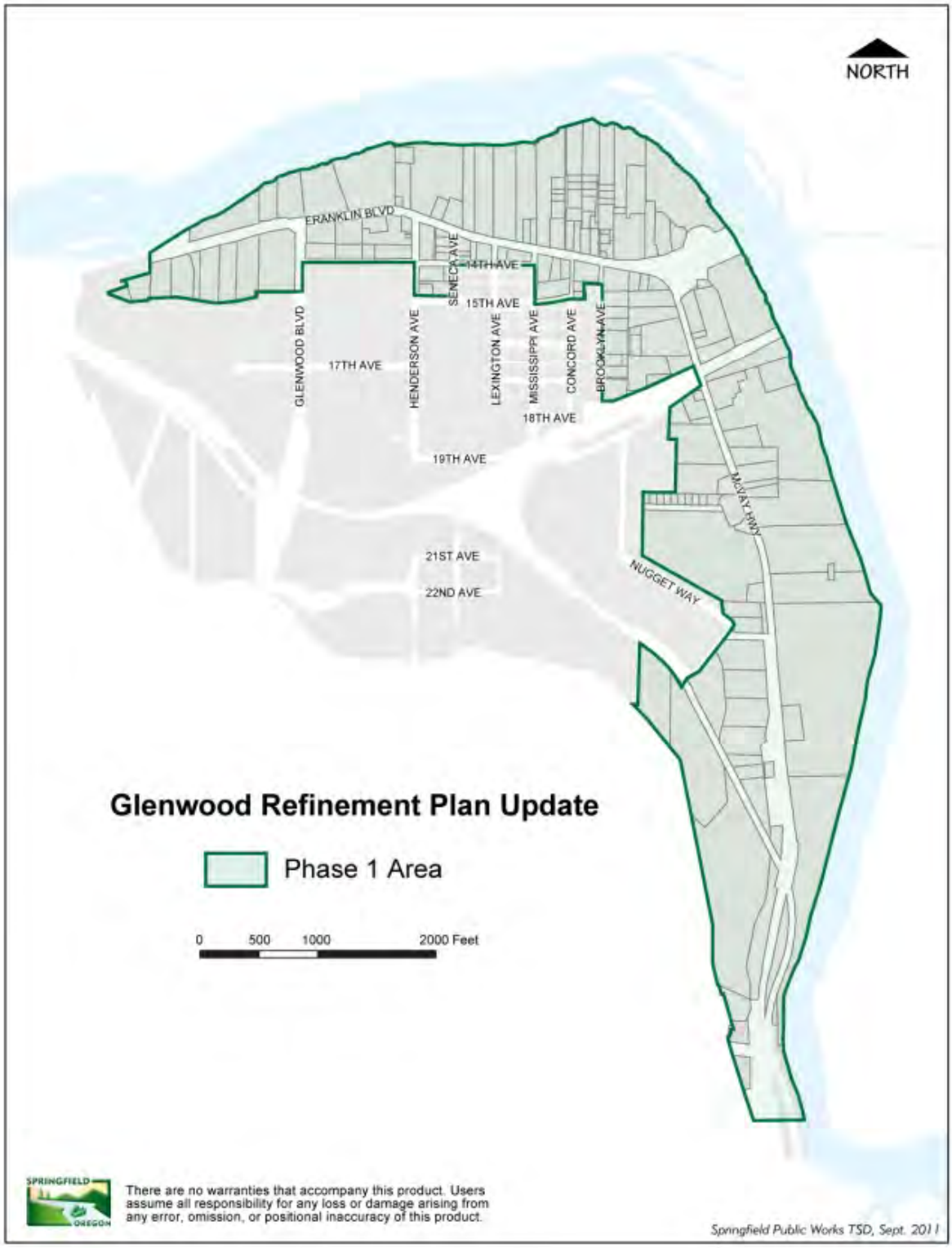
- Improve public connections to the Willamette River.
- Establish inviting public spaces, including parks, plazas, and multi-use paths.
- Encourage aesthetically pleasing, sustainable buildings and sites that are context-sensitive and oriented to human activity.
- Provide opportunities for the installation, display, and creation of public art.
- Allow for a mix of uses suitable to the unique development opportunities in Glenwood.
- Provide opportunities for the development of a variety of housing types to meet the needs of a range of households.
- Facilitate opportunities for businesses to provide goods and services to local, regional, statewide, national, and international markets.
- Restore, enhance, and protect the ecological function of natural resources, and increase public awareness of these resources.
- Protect the public from potential natural and manmade hazards.
- Celebrate Glenwood's contributions to the region's historic development.
- Enhance the transportation system to improve safety, convenience, and movement for all modes of travel, including vehicles, trains, public transit, bicycles, and pedestrians.
- Provide a full range of urban public facilities and services for redevelopment and new development.
- Facilitate redevelopment while addressing the consequences of change to existing residents and businesses.

GLENWOOD PHASE 1 PLAN AREA BOUNDARIES

Glenwood Phase 1, as the term is used in this staff report, includes all land fronting the Willamette River from the I-5 Bridges to the southern boundary of Glenwood on both sides of Franklin Boulevard and McVay Highway, described as the Glenwood Riverfront. The proposed Glenwood Riverfront is further

divided into the Franklin Riverfront and the McVay Riverfront. The Glenwood Riverfront is also divided into the following Subareas: A Residential Mixed-Use; B Commercial Mixed-Use; C Office Mixed-Use; and D Employment Mixed-Use.

Map of Glenwood Phase 1



PROPOSED GLENWOOD PHASE 1 PLAN AND ZONING AMENDMENTS

Proposed Amendments

This staff report provides findings to support the adoption of the entire Glenwood Phase 1 plan and zoning amendments package. The same Statewide Planning Goals and the Metro Plan diagram and policies are applicable to each of the four amendments, thus staff prepared one staff report for ease of review. Applicable criteria will be addressed only once and then referenced where appropriate. The end result will be that all applicable criteria will have been addressed and findings prepared.

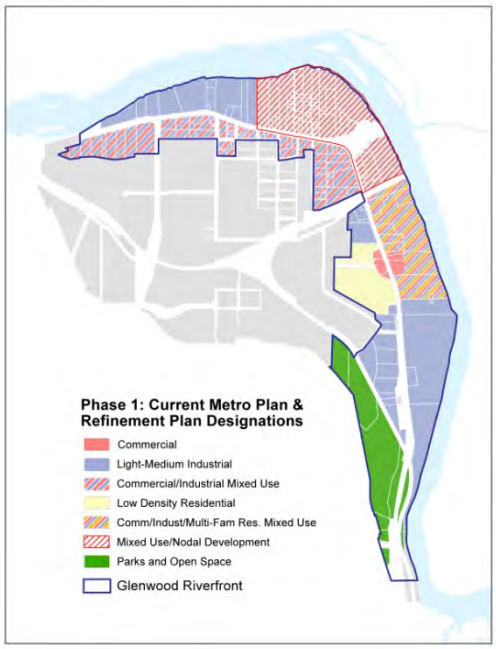
Legislative Type IV Review
Ref. Springfield Development Code Section 5.14-100
TYP411-00006

1. Amendments to the Metro Plan diagram:

Existing and Proposed Metro Plan Designations

	Acres	
Metro Plan Designation	Existing	Proposed
Low Density Residential	16.96	0.00
Commercial	2.67	0.00
Commercial/Industrial/Multi-Family Residential Mixed-Use	29.13	0.00
Commercial/Industrial Mixed-Use	44.38	0.00
Light Medium Industrial	87.73	0.00
Mixed-Use	0.00	144.28
Mixed-Use/Nodal*	52.02	122.99
Parks and Open Space	34.39	0.00
Total	267.28	267.28

Existing Metro Plan Designations



Proposed Metro Plan Designations

* The residential density in the existing Mixed-Use/Nodal designation is 12-14 dwelling units per net acre; in the proposed Mixed-Use/Nodal designation it is a minimum of 50 dwelling units per net acre.

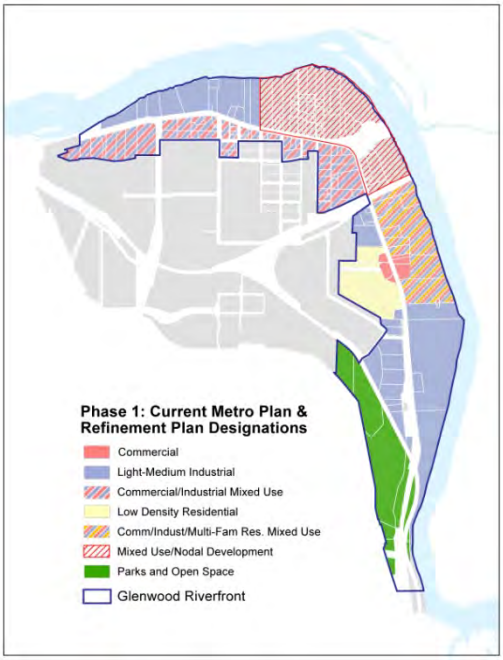
2. Amendment to the Glenwood Refinement Plan diagram and text:

Legislative Type IV Review Ref. Springfield Development Code Section 5.6-100 TYP411-00005

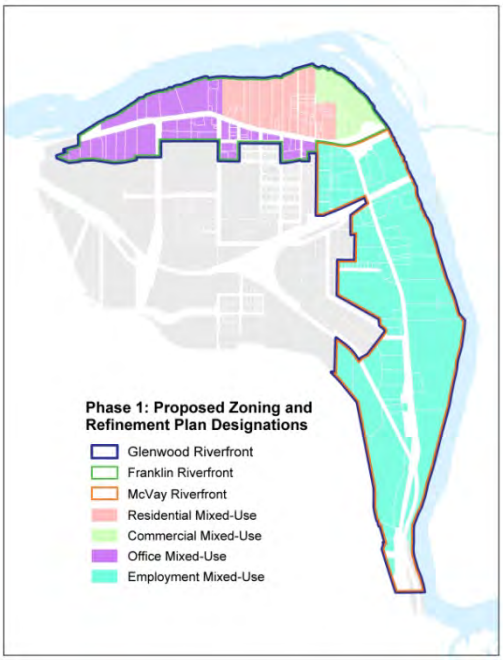
Existing and Proposed Refinement Plan Designations

	Acres	
Refinement Plan Designation	Existing	Proposed
Low Density Residential	16.96	0.00
Commercial	2.67	0.00
Commercial/Industrial/Multi-Family Residential Mixed-Use	29.13	0.00
Commercial/Industrial Mixed-Use	44.38	0.00
Light Medium Industrial	87.73	0.00
Mixed-Use/Nodal	52.02	0.00
Parks and Open Space	34.39	0.00
Residential Mixed-Use	0.00	33.26
Commercial Mixed-Use	0.00	14.58
Office Mixed-Use	0.00	46.33
Employment Mixed-Use	0.00	173.11
Total	267.28	267.28

Existing Refinement Plan Designations



Proposed Refinement Plan Designations



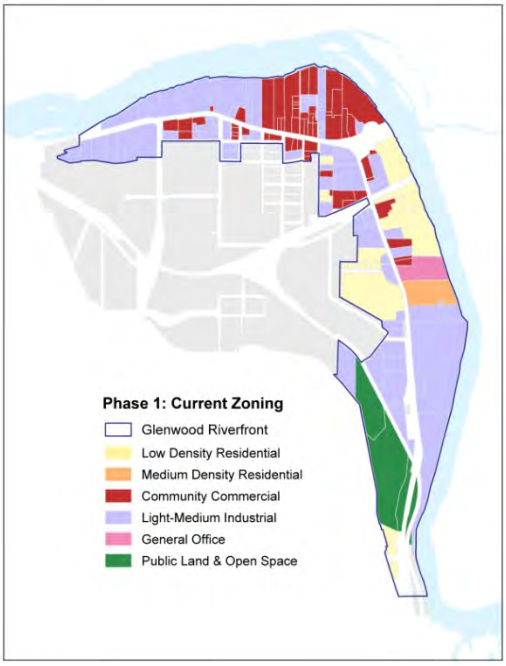
3. Amendments to the Springfield Zoning Map :

Quasi-Judicial Type III Review Raised to Legislative Type IV Review Ref. Springfield Development Code Section 5.22-100 TYP311-00001

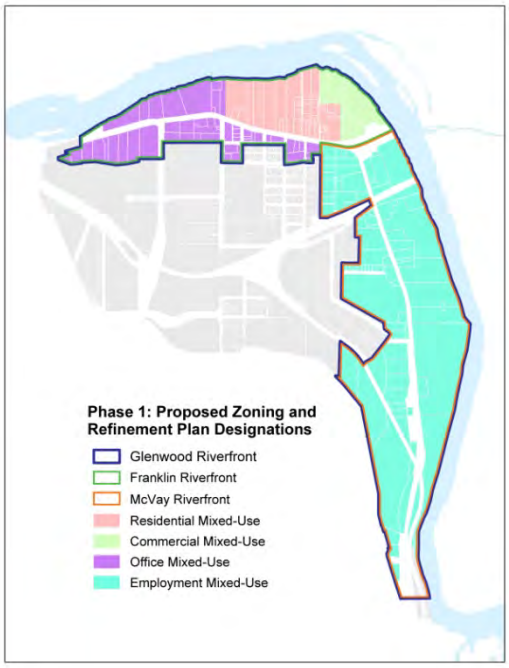
Existing and Proposed Zoning Districts

Zoning District	Acres Existing	Acres Proposed
Low Density Residential	41.28	0.00
Medium Density Residential	7.04	0.00
Community Commercial	49.50	0.00
General Office	5.97	0.00
Light Medium Industrial	135.54	0.00
Parks and Open Space	27.96	0.00
Residential Mixed-Use	0.00	33.26
Commercial Mixed-Use	0.00	14.58
Office Mixed-Use	0.00	46.33
Employment Mixed-Use	0.00	173.11
Total	267.28	267.28

Existing Zoning Districts



Proposed Zoning Districts



4. Amendments to the Springfield Development Code Sections: 3.4-100-280 Glenwood Riverfront Mixed-Use Plan District; Section 4.3-110 Stormwater Management; Table 5.4-1; Sections 5.6-100-160 Refinement Plans, Plan Districts and the Development Code –Adoption or Amendment; and Section 6.1-110, Meaning of Specific Words and Terms, and Appendix 3.

Legislative Type IV Review Ref. Springfield Development Code Section 5.6-100 TYP411-00007

PROCEDURAL REQUIREMENTS

Metro Plan diagram amendment procedures are described in Springfield Development Code (SDC) Section 5.14-100 et.seq. The Glenwood Phase 1 Metro Plan diagram amendment is a site specific Type II amendment procedure as defined in SDC Section 5.22-110. No Metro Plan text amendment is proposed. The Type II amendment includes land within the city limits and between the city limits and Springfield's Urban Growth Boundary. Diagram amendments between the city limits and UGB require joint approval by Springfield and Lane County. See the Notice Requirements Section below.

SDC Section 5.14-135C. requires application of the following approval criteria for Metro Plan diagram amendments:

1. The amendment shall be consistent with the relevant Statewide planning goals adopted by the Land Conservation and Development Commission; and

2. Adoption of the amendment shall not make the Metro Plan internally inconsistent.

Refinement Plan, Plan District and Springfield Development Code amendment procedures are described in Section 5.6-100 et.seq.

SDC Section 5.6-115. requires these amendments to conform with the following approval criteria:

A. The Metro Plan;

B. Applicable State statutes; and

C. Applicable State-wide Planning Goals and Administrative Rules.

Zoning Map amendment procedures are described in SDC Section 5.22-100 et.seq. Quasi-judicial Zoning Map amendments are reviewed using Type III procedure, unless a Metro Plan diagram amendment is required. In this case, the Quasi-judicial Zoning Map amendment will be raised to a Type IV Legislative review. Now all Glenwood Phase 1 applications will be reviewed under Type IV procedure.

SDC Section 5.22-115C. requires application of the following approval criteria for these amendments:

1. Consistency with applicable Metro Plan policies and the Metro Plan diagram;

2. Consistency with applicable Refinement Plans, Plan District maps, Conceptual Development Plans and functional plans; and

3. The property is presently provided with adequate public facilities, services and transportation networks to support the use, or these facilities, services and transportation networks are planned to be provided concurrently with the development of the property.

4. Legislative Zoning Map amendments that involve a Metro Plan Diagram amendment shall:

a. Meet the approval criteria specified in Section 5.14-100; and

b. Comply with Oregon Administrative Rule (OAR) 660-012-0060, where applicable.

METRO PLAN DIAGRAM AMENDMENT Ref. SDC 5.14-135C.

There are two criteria that apply to the proposed Metro Plan diagram amendment:

"1. THE AMENDMENT SHALL BE CONSISTENT WITH THE RELEVANT STATEWIDE PLANNING GOALS ADOPTED BY THE LAND CONSERVATION AND DEVELOPMENT COMMISSION; AND"

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 City has an acknowledged citizen involvement program (1990) that ensures the opportunity for citizens to be involved in all phases of the planning process. Staff prepared a Citizen Involvement Plan for Glenwood Phase 1 that was reviewed and approved by the Planning Commission acting as the Committee for Citizen Involvement on October 7, 2008. The Citizen Involvement Plan included the formation of a Citizen Advisory Committee and established a planning process for Phase 1 to promote a dialogue and build relationships with the community. The Citizen Involvement Plan also created opportunities for citizens to provide input for a Glenwood vision for the future and assist in the development of objectives, policies and implementation strategies to support that vision. Citizen involvement highlights are listed below:

CITIZEN ADVISORY COMMITTEE (CAC)

The CAC consists of 20 individuals and provides an opportunity for citizens to routinely communicate with the project team, providing input, feedback, and guidance to staff and elected officials throughout the duration of the project. The CAC reviews, evaluates, discusses, and comments on draft documents and standards; formulates consent-based recommendations on preferred policies; and promotes greater overall citizen involvement, including providing advice and assistance for other public involvement outreach efforts.

Current CAC members are: Joany Armstead, Glenwood Resident; Susan Ban, Affordable Housing Advocate; Erik Bishoff, Designer/Developer; Mike Eyster, General Public; Dan Hill, Designer/Developer; Randy Hledik, Glenwood Business Owner/Property Owner; Chris Kehoe, General Public; Dave Marra, Realtor/Lender; Deveron Musgrave, Glenwood Employee; John Oldham, Glenwood Business Owner/Property Owner; Zack Pardo, Glenwood Resident; Jim Peterson, Glenwood Resident; Steve Ramseur, Glenwood Resident; Olivia Reynoso, Glenwood Employee; Steve Roth, Glenwood Business Owner/Property Owner; Ken Schmidt, Realtor/Lender; Bill Seider, Chamber of Commerce; Roxi Thoren, Designer/Developer; and Tim Vohs, General Public.

The following people also served on the CAC, but were unable to finish their terms: Laurie Adams, Realtor/Lender; Tracy Kribbs, General Public; Eric Howard, Glenwood Employee; Brian McBeth, Designer/Developer; Barbara Mulligan, Glenwood Resident; Kara Smith, Glenwood Resident; and Bill Woods, Glenwood Employee.

CAC Meetings:

10/07/08	The CCI reviewed and approved the Citizen Involvement Plan for the Glenwood Refinement Plan Update Project.
11/18/08	The CCI appointed fifteen members to the CAC.
01/21/09	The CCI appointed the remaining members to the CAC.
03/11/09	CAC Meeting 1 - Project Orientation, Committee Procedures and Visioning Introduction
04/04/09	CAC Meeting 2 - Tour of Glenwood (Group 1)
04/14/09	CAC Meeting 2 - Tour of Glenwood (Group 2)
05/13/09	CAC Meeting 3 - Visioning Principles and Exercise
08/12/09	CAC Meeting 4 - Existing Conditions and Goal Statements
09/02/09	CAC Meeting 5 - Approve Goal Statements with changes and the Crandall Arambula Presentation & CAC/TAC Work Session to discuss and provide feedback regarding land use and circulation possibilities.
11/18/09	CAC Meeting 6 - Crandall Arambula presentation & CAC/TAC work session to discuss and provide feedback regarding refined land use and circulation possibilities.
12/16/09	CAC Meeting 7 – Brief project update and continued discussion of the revised land use and circulation concepts presented on November 18th.
05/19/10	CAC Meeting 8 - McVay Highway corridor discussion regarding land use and circulation recommendations and LCOG background presentation regarding natural resources and stormwater management policy development for all of Glenwood.
06/30/10	CAC Meeting 9 - Land Use Chapter discussion regarding proposed Plan designations, subareas and land uses.
08/25/10	CAC Meeting 10 - Brief project update and continued discussion of the Land Use Chapter including group discussions (table top dialogues) and feedback.
10/20/10	CAC Meeting 11 - Response to CAC feedback; provide recommendation regarding proposed land use type, mix and location.
02/16/11	CAC Meeting 12 - The 2030 Plan Land Use and Housing Element and the Transportation Context were information items and the Transportation Framework was discussed and feedback provided.
04/20/11	CAC Meeting 13 - The Open Space Context was an information item and the Open Space Framework was discussed and feedback was provided.
05/11/11	CAC Meeting 14 - The Housing and Economic Development Context was an information item and the Housing and Economic Development Framework was discussed and feedback provided.
05/25/11	CAC Meeting 15 - The Public Facilities and Services Context was an information item and the Public Facilities and Services Framework was discussed. The Financing and Public Infrastructure Chapter was discussed. The Urban Transition and Annexation Context was an information item and the Urban Transition and Annexation Framework was discussed. Feedback was provided.
06/15/11	CAC Meeting 16 - The Historic and Cultural Resources Context was an information item and the Historic and Cultural Resources Framework was discussed and feedback was provided.
08/17/11	CAC Meeting 17 – The proposed Glenwood Riverfront Mixed-Use Plan District was discussed and feedback was provided.

09/21/11	CAC Meeting 18 – Final review of the draft Glenwood Refinement Plan and the Springfield Development Code amendments and recommendation to the Planning Commissions.

TECHNICAL ADVISORY COMMITTEE (TAC)

The TAC establishes a regular sounding board for more technical aspects of the Project and to ensure interagency and interdepartmental coordination. The TAC works closely with the project team to provide input, recommendations, and feedback at specific milestones of the project, via one-on-one or small group sessions and attendance at specific TAC meetings.

TAC members are: Barb Bellamy, 4J School District; Dave Carvo, Glenwood Water District; Jeff DeFranco, Springfield Public Schools; Greg Ferschweiler, PW Maintenance; Al Gerard, Fire & Life Safety; Mike Harman, Police; David Helton, ODOT; Greg Hyde, Willamalane; Bart McKee, SUB Water; Lydia McKinney, Lane County Transportation; Brock Nelson, Union Pacific Railroad; Mark Rust, Lane County Land Management; Natalie Stiffler, LTD; Tony Talbott, SUB Electric; and John Tamulonis, CMO/SEDA. Mary Archer, LTD; Mark Bernard, Lane County Transportation; and Ed Head, SUB formerly served on the TAC.

TAC Meetings:

03/17/09	Initial TAC meeting - project introduction
09/02/09	Joint meeting with the CAC
11/18/09	Joint meeting with the CAC
12/17/09	Willamalane*
12/17/09	SUB Electric*
12/22/09	LTD *
03/05/10	SUB Water & Glenwood Water District*
04/29/10	Fire & Life Safety*
04/29/10	Willamalane*
04/05/11	SUB Electric*

*one-on-one or small group sessions

The TAC was also asked to review and provide feedback on the draft Existing Conditions Report in July 2009, initial policy ideas in October 2009, the draft Plan chapters as they were being developed in 2010 and 2011, and the draft Springfield Development Code amendments in June 2011.

INTERESTED PARTIES AND OTHER INTERESTED AGENCIES

Staff maintained an Interested Parties list over the course of the project and informed the list of all CAC meetings and other public meetings associated with the project.

In addition, representatives of the University of Oregon, the Oregon Department of Land Conservation and Development, the Oregon Department of State Lands, The Oregon Department of Fish and Wildlife, the Oregon Department of Environmental Quality, the Lane Council of Governments, and Lane County Waste Management were kept apprised of project milestones through email and provided input, as applicable, to the Existing Conditions Report and Plan chapters.

PROJECT WEB PAGE

The project web page contains postings of background materials, technical documents, and on-going project updates. The Project website can be found at http://www.springfield-or.gov/dsd/Planning/GlenwoodProjectHome.html.

INTEREST GROUP MEETINGS & PUBLIC OUTREACH EVENTS

06/06/11 Springfield staff met with the Intergovernmental Housing Policy Board to discuss and receive feedback on the draft Housing and Economic Development chapter.

06/08/11 Springfield staff met with the Willamalane Board of Directors to discuss and receive feedback on the draft Open Space chapter.

09/07/11 Springfield staff hosted an open house for Glenwood Phase 1. Over 1,100 invitations were mailed, and notice was posted in the Register Guard. Over 70 persons attended and their comments were compiled. The majority of comments supported the proposed Glenwood Refinement Plan, especially the options for bicycle travel and open space. There were concerns about the future from mobile park residents.

09/09/11 Springfield staff attended the Springfield Chamber of Commerce Economic Development Committee on several occasions throughout the project to answer questions and provide clarifications. The last of these meetings occurred on September 9, 2011.

PEER REVIEW

As part of the process to develop the Phase I Refinement Plan and Glenwood Riverfront Mixed-Use Plan District, Springfield staff requested input and feedback from numerous private sector designers and developers. Feedback was received in person and/or through email from the following individuals from July through September 2011: John Brown, Evans, Elder & Brown; Tom Fitzsimmons, Lorig Associates; Hugh Prichard, Prichard Partners; Rick Satre, Schirmer Satre Group; Jill Sherman, Gerding Edlen Development; and Roger White.

STAFF MEETINGS WITH INDIVIDUAL CAC MEMBERS

09/14/11 Staff met with Randy Hledik and Steve Wildish to review and discuss Mr. Hledik's comments received at CAC meetings related to the draft Plan chapters and the draft Plan District text and to determine any remaining concerns they have with the proposed regulations as they relate to the Wildish property.

09/15/11 Staff met with Steve Roth to review and discuss Mr. Roth's comments received at CAC meetings related to the draft Plan chapters and the draft Plan District text and to determine any remaining concerns Mr. Roth has with the proposed regulations as they relate to his property.

NOTICE REQUIREMENTS

SDC Section 5.1-140B. requires:

- A "Notice of Proposed Amendment" to the Department of Land Conservation and Development (DLCD) 45 days in advance of the first evidentiary hearing. Notice was mailed on September 1, 2011.

- Mailed notice of the public hearings to property owners and residents both within the Glenwood Phase 1 boundary and within 300 feet of the Glenwood Phase 1 boundary. Notice was mailed on September 28, 2011.

- A newspaper notice of the public hearings. The newspaper notice was published on September 28, 2011 in the Register Guard.

SDC Section 5.14-125 requires that a referral notice be sent to Lane County and Eugene. The referral notice was mailed on September 1, 2011.

The scheduled public hearings are:

10/18/11 Joint Springfield/Lane County Planning Commission work session/public hearing

11/7/11 Joint Springfield/Lane County Board of Commissioners work session

11/21/11 Joint Springfield/Lane County Board of Commissioners work session/public hearing

Conclusion

The process for adopting Glenwood Phase 1 complies with Statewide Planning Goal 1 because it is consistent with the City's acknowledged citizen involvement program. In addition, Springfield staff has met with representatives of various agencies and has addressed concerns of CAC members as well as the Chamber of Commerce Economic Development Committee. Finally, the SDC's public notice and public hearing procedure (Section 5.2-115), which exceeds the State's notice requirements (300 feet vs. 100 feet) and includes occupants, as well as property owners, provides even more citizens the opportunity to review and make recommendations in writing and/or by oral testimony.

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

Statewide Planning 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 Plan (Metro Plan) is the policy document (local

comprehensive plan[1]) 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. In all cases, the Metro Plan is the guiding 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 (the existing Glenwood Refinement Plan, among others) and specifies the procedures and criteria that are necessary for development approval. In this case, the existing Glenwood Refinement Plan is being updated in two phases, each requiring a Metro Plan amendment; in particular, Glenwood Phase 1 includes those properties along the Glenwood Riverfront on both sides of Franklin Boulevard and McVay Highway. Phase 2 will include the remaining portions of Glenwood. Additionally, SDC Section 5.14-100 contains regulations for Metro Plan amendments based upon the Metro Plan policies contained in Chapter IV, Plan Amendments and Refinements, specified below:

Policy 3.b. states: ***"A Type II amendment shall include any change to the Metro Plan Diagram or Metro Plan text that is site specific and not otherwise a Type I category amendment."*** (Ref. P. IV-2)

Policy 3.c. states: ***"Adoption or amendment of some refinement plans, functional plans, or special area plans may, in some circumstances, be classified as Type I or Type II amendments."*** (Ref. P. IV-2)

The proposed Metro Plan amendment for Glenwood Phase 1 is considered a Type II amendment because it: 1) involves a specific piece of property - the existing and proposed Glenwood Refinement Plan boundary, which is not being changed; 2) does not change the Urban Growth Boundary; 3) does not change the jurisdictional boundary; 4) does not require a goal exception; and 5) does not include a non-site-specific amendment of the Metro Plan text. The proposals amend both the Glenwood Refinement Plan and Metro Plan diagrams.

Policy 5.b. states: ***"…a Type II Metro Plan amendment between the city limits and Plan Boundary, must be approved by the home city and Lane County (Springfield is the home city for amendments east of I-5 and Eugene is the home city for amendments west of I-5). The non-home city will be sent a referral of the proposed amendment and, based upon a determination that the proposal will have Regional Impact, may choose to participate in the decision. Unless the non-home city makes affirmative findings of Regional Impact, the non-home city will not participate in the decision."*** (Ref. P. IV-3)

A Type II amendment can be initiated by any of the three governing bodies. In this case, Springfield has initiated the Metro Plan amendment and Lane County is automatically a decision-maker because there are properties in Glenwood that are outside of the city limits, but within Springfield's Urban Growth Boundary.

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[1] "Comprehensive plan" means a generalized, coordinated land use map and policy statement of the governing body of a local government that interrelates all functional and natural systems and activities relating to the use of lands, including but not limited to sewer and water systems, transportation systems, educational facilities, recreational facilities, and natural resources and air and water quality management programs. "Comprehensive" means all-inclusive, both in terms of the geographic area covered and functional and natural activities and systems occurring in the area covered by the plan. "General nature" means a summary of policies and proposals in broad categories and does not necessarily indicate specific locations of any area, activity or use. A plan is "coordinated" when the needs of all levels of governments, semipublic and private agencies and the citizens of Oregon have been considered and accommodated as much as possible. "Land" includes water, both surface and subsurface, and the air. (Ref. ORS 197.015(5)

Springfield is the "Home City" for the proposed Metro Plan amendment because Glenwood is east of I-5, which is the agreed to urban growth boundary between Eugene and Springfield. The proposed Metro Plan amendment does not have a regional impact because the amendment: does not require the amendment of a functional plan, such as the Public Facilities Plan, or *TransPlan*; and does not have a demonstrable impact on Eugene's water, storm drainage, sanitary sewer, or transportation facilities. Eugene was provided a referral notice of the proposed amendments on September 1, 2011 prior to the first evidentiary hearing on the Metro Plan amendment for Glenwood Phase 1. No response from Eugene was received that indicated Springfield's package of amendments have a regional Impact.

Finally, the SDC requires affirmative findings in support of the applicable criteria in order to approve these applications. The 267.28 acres comprising Glenwood Phase 1 are consistent with the Metro Plan diagram and any applicable Metro Plan policies. Citations of Metro Plan compliance are included elsewhere in this staff report.

The existing Glenwood Refinement Plan provides more specific policy and implementation strategies for Glenwood than the Metro Plan. The existing Glenwood Riverfront Plan District (SDC Section 3.4-200) implements Subarea 8 of the existing Glenwood Refinement Plan by providing specific development standards for a 48 acre section of Glenwood, north of Franklin Boulevard. Glenwood Phase 1, including the proposed Glenwood Riverfront Mixed-Use Plan District, is consistent with the Metro Plan policies discussed elsewhere in this staff report.

COORDINATION WITH AFFECTED JURISDICTIONS

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

DLCD/ODOT
ORS 197.610 requires the City to forward notice of proposed Metro Plan, refinement plan and zoning map amendments to the Department of Land Conservation and Development (DLCD) a minimum of 45 days prior to the first evidentiary hearing on adoption. Notice was provided to DLCD on September 1, 2011; the first evidentiary hearing is scheduled for October 18, 2011. DLCD and ODOT staff participated in the TAC process. ODOT is considered an affected agency. Notice was provided to ODOT on September 20, 2011.

EUGENE
The Metro Plan provides guidance for jurisdictional participation in Plan amendments. In this case, the rationale for Eugene's notice of the proposed amendments was discussed, above.

STATEWIDE PLANNING GOAL EXCEPTION

Statewide Planning 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. However, there are no Statewide Planning Goal exceptions requested for these amendments. The proposed amendments satisfy Goal 2 because they modify existing development standards in SDC 3.4-200, establish updated development goals and policies for Glenwood Phase 1, while following the prescribed procedures in the acknowledged Metro Plan.

<u>Conclusion</u>

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 an exchange about the subject of these amendments with all of the affected governmental units. Specifically, the City provided notice of the proposed action and opportunity to comment to Lane County, Eugene, the Oregon Department of Transportation and the Department of Land Conservation and Development. There are no Goal 2 exceptions required for these amendments. Therefore, the amendments are consistent with Statewide Planning Goal 2.

STATEWIDE PLANNING GOAL 3 AGRICULTURAL LAND

"To preserve and maintain agricultural lands."

Finding

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

Glenwood Phase 1 applies 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 Glenwood Phase 1. No UGB expansion is proposed as part of Glenwood Phase 1. Glenwood Phase 1 does not affect land designated for agricultural use outside of Springfield's UGB.

Conclusion

Goal 3 is not applicable to Glenwood Phase 1 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."

Finding

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

Glenwood Phase 1 applies 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 Glenwood Phase 1. No UGB expansion is proposed as part of Glenwood Phase 1. Glenwood Phase 1 does not affect land designated for forest use outside of Springfield's UGB.

Conclusion

All of Glenwood Phase 1 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 (See also applicable Metro Plan policies C.8, 9, 11, 13, 21, 25, 30 and 35 beginning on Page 106 of this report)

"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.

All elements of Goal 5 applicable to Glenwood Phase 1 in particular and all of Glenwood, in certain circumstances[2], are addressed below.

NATURAL RESOURCE PROTECTION MEASURES

Springfield has adopted the following natural resource protection measures:

- 1998 - The Springfield Local Wetland Inventory *(LWI) which lists all known Springfield wetlands, states criteria to identify which ones are "locally significant."
- 2002 – Implementation of the City's Stormwater Management Program by amending the SDC to address the protection and enhancement of river corridor and waterway environments for endangered fish and water quality under Statewide Planning Goal 6 in order to comply with the Federal Clean Water Act, the Endangered Species Act and the Safe Drinking Water Act. The SDC amendment established 50 and 75 foot protection setbacks along Water Quality Limited Watercourses. No changes are proposed to riparian corridor standards contained in the SDC as part of the Glenwood Refinement Plan Update Project.

[2] For example, the new wetland and riparian inventory by Pacific Habitat Services encompasses all of Glenwood, however, not all of the wetland and riparian areas shown on the maps below are within the Glenwood Phase 1 boundary.

- 2004 - The Springfield Inventory of Natural Resource Sites (SINRS) which listed riparian areas and applied local criteria for identifying locally significant riparian sites. In the adopting ordinance for the NRS Inventory, the Wetland Inventory was incorporated into the NRS Inventory.
- 2005 - The Springfield Natural Resources Study (NRS)[3] which addresses the protection of locally significant wetland and riparian resources that were adopted as part of the LWI and the SNRI. The NRS presented the analysis required by Statewide Planning Goal 5 to make decisions about how to protect Springfield's wetlands and riparian resources. The NRS established 25-foot development setbacks from inventoried wetlands and riparian resource sites that were not already protected by stormwater policies. The 50 and 75 foot protection setbacks established by the Stormwater Quality Management Program were retained.
- 2009 - The Lane Council of Governments (LCOG) was contracted to coordinate the completion of a new wetland and riparian inventory for all of Glenwood in preparation for the Glenwood Refinement Plan Update project.
- 2010 – LCOG and the consulting firm, Pacific Habitat Services, completed the inventory work in February 2010**.** Three new riparian sites in Glenwood were added to the NRI; and updated information for existing Glenwood wetland and riparian sites were adopted in February 2011 (LRP2010-00002). There were no changes to the established NRS setbacks discussed above and they apply to the new wetlands and riparian area modifications. Compliance with Oregon Administrative Rule (OAR) 660-016-0005 and 660-023-0040 Economic, Social, Environmental and Energy (ESEE) consequences and the amount of inventoried vacant land affected by the additional wetlands and riparian modifications were addressed in the staff report in the above referenced application. In order for the City to incorporate the identified riparian areas identified into the City's existing Natural Resource Inventory (NRI), it was determined that an additional wildlife assessment was required. This assessment was prepared and adopted concurrently with the updated NRI.

In order to comply with Goal 5 for Glenwood Phase 1, these applicable OAR's are addressed.

660-023-090 Riparian Corridors

The Springfield Development Code, Chapter 6, defines riparian areas as: *"a zone of transition from an aquatic to a terrestrial system, dependent upon surface or subsurface water that reveals through the zones existing or potential soil-vegetation complex the influence of the surface or sub-surface water. A riparian area may be located adjacent to a lake, reservoir, estuary, spring, bog, wet meadow, slough, or ephemeral, intermittent or perennial stream. Riparian areas protected under this Code are limited to those along watercourses shown on the Water Quality Limited Watercourses (WQLW) map"*. This definition is consistent with the "Riparian Area" definition in 660-023-090.

All new development/ redevelopment in Glenwood Phase 1, as well as the rest of Glenwood will require compliance with the riparian policies and implementation strategies in the updated Glenwood Refinement Plan and the existing and amended standards contained in the SDC. Currently, Springfield does not have adopted standards regarding new/ replacement riparian landscaping. However, the intent is to adopt these standards in the Springfield Engineering Design Standards and Procedures manual by resolution either concurrent with or shortly after the Glenwood Phase 1 adoption.

660-023-0100 Wetlands

[3] The NR Study, LWI and the NRS Inventory are Springfield-specific refinement plans that supplement the Metro Plan.

SDC, Chapter 6, defines wetlands as *"Areas inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances to support, a prevalence of hydophitic vegetation typically adapted for life in saturated soil conditions. Wetlands include swamps, marshes, bogs, and similar areas excluding those constructed as water quality or quantity control facilities."* This definition is consistent with the "Wetlands" definition in OAR 660-023-200.
Glenwood Phase 1 properties abutting the Willamette River have been planned and zoned for intensive urban development and use prior to Metro Plan acknowledgement in 1982. Currently, these properties are developed with a mix of residential, commercial, and industrial uses, many of which have no formal drainage system for treatment of storm water. Several uses are developed up to the top of bank, with little apparent setback. Adoption of Glenwood Phase 1 will require new and redevelopment sites to meet all required riparian and wetland setbacks.

All new development/ redevelopment in Glenwood Phase 1, as well as the rest of Glenwood will require compliance with the wetland policies and implementation strategies in the updated Glenwood Refinement Plan and the existing and amended standards contained in the SDC.

660-023-0140 Groundwater Resources
The Metro Plan working paper on Natural Assets and Constraints states that most of Glenwood is an aquifer recharge area. The Springfield Utility Board (SUB) is the water provider in Glenwood. Water service is drawn primarily from well water that is protected under Springfield's wellhead protection program and, to a lesser extent, from surface water from the Willamette River. There are no SUB wells or surface water facilities currently located in Glenwood. SUB will provide water from other wellheads and pipe it to Glenwood. However, Wellhead Protection Areas Contaminant Source Inventory 2003 showed a number of contaminated sites in Glenwood. Both the Oregon Department of Environmental Quality and the Springfield Fire and Life Safety's Fire Marshall's Office have regulated the use and storage of hazardous materials in Glenwood and will continue to do so upon adoption of Glenwood Phase 1.

660-023-0180 Mineral and Aggregate Resources This OAR is not applicable because there are no longer any aggregate resources[4] being extracted in Glenwood. The proposed land use designations and zoning in Glenwood Phase 1 will not allow the extraction of mineral and aggregate resources.

660-023-0190 Energy Sources This OAR is not applicable because there are no naturally occurring locations, accumulations, or deposits of one or more of the following resources used for the generation of energy: natural gas, surface water (i.e., dam sites), geothermal, solar, and wind areas in Glenwood.

OAR 660-023-0210 Wildlife Habitat
This OAR defines ***"Wildlife Habitat"*** as ***"an area upon which wildlife depend in order to meet their requirements for food, water, shelter, and reproduction."***

In 2004, Salix Associates prepared a report for Springfield regarding the location of a Greenway Setback Line for the full stretch of Willamette River frontage in Glenwood from the I-5 Bridge to the southern tip of Glenwood. This report listed the significant native fish, wildlife and vegetation in this area of Glenwood.

[4] naturally occurring concentrations of stone, rock, sand gravel, decomposed granite, limestone, pumice, cinders, and other naturally occurring solid materials commonly used in road building or other construction

As part of the 2009 LCOG wetland and riparian inventory for Glenwood, Pacific Habitat Service determined additional work was required in order for Springfield to incorporate the identified riparian areas into the City's existing Natural Resource Inventory (NRI). The additional work was performed by City staff using Wildlife Habitat Inventory Methodology and Inventory Requirements listed in the Springfield Natural Resource Study Report 2005. Glenwood has some identified wildlife habitats; the Willamette River and sloughs with salmonids and other fish species protected by the riparian regulations discussed above; and areas of prominent and plentiful vegetation on Glenwood's south hills, along the sloughs and to a lesser extent along the Willamette River. The 2010 wildlife assessment performed by the City was adopted concurrently with the updated NRI (LRP2010-00002).

660-023-200 Historic Resources

Springfield currently has a Historic Commission, which serves to advance the identification, protection, preservation, education, and interpretation of Springfield's cultural heritage and history. The Commission organizes projects and programs to encourage stewardship of the community's historic assets. The Commission also reviews development and restoration requests for all properties within the Washburne Historic District and for all properties on Springfield's Historic Landmark Inventory. SDC Section 3.3-900 Historic (H) Overlay District encourages the restoration, preservation and adaptive use of identified Historic Landmark Structures and Sites. The H Overlay District implements applicable Metro Plan policies, the Washburne Historic Landmark District, Section 2.500 et. seq., of the Springfield Municipal Code, 1997 and OAR Chapter 660-023.

In 2001 the City authorized a windshield survey which identified a number of potential historic resources in Glenwood. While the consultants identified several areas containing historic resources of sufficient age and integrity to make them potentially eligible for both National Register historic districts and individual listings, they also recommended the City conduct a selective Reconnaissance Level Survey be conducted in Glenwood based on the areas identified in the windshield survey to more thoroughly identify and evaluate Glenwood's historic resources and, ultimately, protect Glenwood's significant historic resources.

In August, 2010 the City hired Historic Preservation Northwest to perform a standard Reconnaissance Level Survey (RLS) for the Franklin Riverfront and the residential core areas in Glenwood. The area of the survey was generally from the north portion of Glenwood on both sides of Franklin Boulevard, both sides of McVay Highway from the Springfield bridges to the Union Pacific railroad trestle, and the residential core area from Franklin Boulevard to the Union Pacific railroad tracks. The RLS is the first of 3 steps to determine what, if any of the identified resources, are worthy of protection. The RLS report dated October 10, 2010 states of the 214 resources studies, most *"…appear to lack the distinction for individual listing on the national Register, barring the discovery of their association with a significant person or event."* However, eleven resources do have the potential for individual listing and warrant further examination:

Residential Structures:
295 North Brooklyn Street*
1475 South Brooklyn Street
1690 South Brooklyn Street
3007 Franklyn Boulevard*
1780 Mississippi Avenue*

Commercial/Industrial Structures:
3600 Franklyn Boulevard (Myrmo & Sons)*
3698 Franklyn Boulevard (Intercity Engineering)*
4206 Franklyn Boulevard (Blue Cross Animal Hospital)*

Other Resources:
3787 Franklyn Boulevard*
3998 Franklyn Boulevard (Ponderosa Village)*
1625 Henderson Avenue (Midway Manor)

* These structures and resources are within the boundaries of the Glenwood Riverfront.

The eight resources applicable to Glenwood Phase 1 that do have the potential for individual listing and warrant further examination are discussed in the proposed Glenwood Refinement Plan Historic and Cultural Resources Chapter and in the proposed Glenwood Riverfront Plan District. SDC Section 3.4-270N., which provides the developer options regarding building modifications, whether the building will be moved or demolished, and if the latter option is chosen, states that the developer must provide building documentation.

Additionally, as part of the Glenwood Phase 1, City staff requested information from the State Historic Preservation Office regarding any known below-ground historic resources in Glenwood. The State Archaeologist, Dennis Griffin, sent a response letter to the City dated March 19, 2009. The letter states that in reviewing the statewide cultural resource database, it was determined that almost no previous cultural resource surveys have been completed near the project area. However, the project area lies within an area generally perceived to have a high probability for possessing archaeological sites and/or buried human remains. Mr. Griffin stated that there are no known prehistoric archaeological resources in the area, and the only historic archaeological site in the State's records is the railroad junction trestle built around 1926 near East 19th Avenue, which is outside of the boundaries of Glenwood Phase 1. Given the uncertainty regarding possible cultural resources in Glenwood, the State Archaeologist recommended taking precautionary measures during all future ground disturbing activities in Glenwood. ORS 358.905 and ORS 97.740 protect archaeological sites and objects and human remains on public and private land in Oregon, and all new development and redevelopment in Springfield in general and Glenwood in particular is subject to these provisions per the development review criteria outlined in the Springfield Development Code.

660-023-0220 Open Space

Riparian and wetlands topics are discussed under Goal 5, above, and the Willamette Greenway is discussed under Goal 15. This OAR states that "open space" includes parks, forests, wildlife preserves, nature reservations or sanctuaries, and public or private golf courses. The two topics that apply in Glenwood are parks and forests.

Parks

Parks are addressed under Goal 8 Recreational Needs and Goal 10 Housing. However, the proposed Glenwood Refinement Plan Open Space Chapter, Parks, states: *"Provide centrally located and adequate public park blocks to serve residents of High-Density Residential Mixed-Use development in the Franklin Riverfront and the general public, as an essential quality of life attribute that provides a visual and physical connection between Franklin Boulevard and the Willamette River and that also may be used for stormwater management….Establish a linear park with a multi-use path along the Willamette River in*

the Glenwood Riverfront that is sensitive to riparian areas, wetlands, and scenic values and appropriate in size and type for the surrounding urban environment in order to: bring people and activity to the riverfront; augment the existing natural and recreational Willamette River open space corridor in the region; promote tourism; and enable recreational/educational appreciation of Glenwood's natural resources and open space/scenic areas."

Forest/Hillsides

Steeply sloped forest land is found in south Glenwood along McVey Highway and I-5. The proposed Glenwood Refinement Plan Open Space Chapter states:"*Preserve and enhance the natural beauty of the landscape by encouraging the maximum retention of natural hillside topographic features such as open drainage ways, slope ridgelines, rock outcroppings, vistas from and of the hillsides, trees, and other natural plant formations in order to retain the sense of identity and image that the hillside areas now impart to Glenwood and Springfield."*

660-023-0230 Scenic Views and Sites

The following park facilities are located within the Greenway directly north and east of Glenwood across the Willamette River: East Alton Baker Park on the west side of I-5; the Eastgate Woodlands including the Whilamut Natural Area (a natural area and recreational corridor on the east side of I-5); the West D Street Greenway (a linear park); Island Park (a community park); and the Millrace's connection to the river. The proposed Glenwood Refinement Plan Open Space Chapter, Introduction, states: *"At the same time, the views from these areas toward a more urbanized Glenwood Riverfront will be mitigated by a protected and restored riparian area along the Willamette River that is part of a linear park."*

660-023-0250 Applicability

"(3) Local governments are not required to apply Goal 5 in consideration of a PAPA unless the PAPA affects a Goal 5 resource. For purposes of this section, a PAPA would affect a Goal 5 resource only if:
(a) The PAPA creates or amends a resource list or a portion of an acknowledged plan or land use regulation adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5;
(b) The PAPA allows new uses that could be conflicting uses with a particular significant Goal 5 resource site on an acknowledged resource list; or
(c) The PAPA amends an acknowledged UGB and factual information is submitted demonstrating that a resource site, or the impact areas of such a site, is included in the amended UGB area."

Springfield's riparian and wetland inventories, as discussed above, were amended under a separate PAPA, LRP2010-00002.

While the proposed Glenwood Refinement Plan and the proposed Glenwood Riverfront Mixed-Use Plan District do discuss new uses along the Glenwood Riverfront they will not conflict with significant Goal 5 resources because these uses will be less intense than the existing industrial and commercial uses and the proposed Glenwood Refinement Plan Open Space Chapter, Natural Resource Section states: *"Provide ample opportunities for people to access and enjoy the Willamette River and the natural environment while complying with State and Federal regulation and providing stable riverbanks and conserving, protecting, restoring, and establishing a diversity of riparian habitats and wetlands in order to retain their properly functioning condition related to fish and wildlife habitat, riverine flood control, sediment and erosion control, water quality, and groundwater pollution,"*

Finally, Glenwood Phase 1 will not amend the acknowledged UGB.

Conclusion

Glenwood Phase 1 is consistent with Goal 5 because all applicable OARs implementing the Goal have been addressed and riparian and wetland inventories within the Glenwood Phase 1 boundaries have been updated.

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. Glenwood Phase 1 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 Glenwood Phase 1 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.

FEDERAL REGULATIONS
There are four federal environmental quality acts relevant to Goal 6: the Clean Water, the Clean Air, the Safe Drinking Water and the Resource Conservation and Recovery Acts[5]. These acts are enforced by the Environmental Protection Agency (EPA) to maintain air, water, and land resource quality.
STATE REGULATIONS
The EPA delegates authority to Oregon Department of Environmental Quality (DEQ) to enforce federal environmental statutes in the State of Oregon (i.e. the federal regulations listed above). The DEQ administers the federal statutes through the Oregon Administrative Rules (OAR), Oregon Revised Statutes (ORS), and DEQ programs. The OARs regulate noise control, groundwater quality protection, solid waste, hazardous waste management, ambient air quality standards, and transportation conformity. The ORSs provide procedures for compliance with sewage treatment and disposal systems, solid waste management, reuse and recycling, hazardous waste and hazardous materials, noise control, and air and water quality standards.

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[5] The Clean Water Act establishes the basic structure for regulating discharges of pollutants in the waters of the United States. The Clean Air Act regulates air emissions from area, stationary, and mobile sources, sets maximum pollutant standards and directs states to develop state implementation plans applicable to appropriate industrial sources. The Safe Drinking Water Act protects drinking water and its sources (rivers, lakes, reservoirs, springs and ground water) and sets standards for drinking water quality and oversees the states, localities, and water suppliers who implement those standards. The Resource Conservation and Recovery Act controls hazardous waste from the "cradle-to-grave", which includes the generation, transportation, treatment, storage, and disposal of hazardous waste and sets forth a framework for the management of non-hazardous wastes.

LOCAL REGULATIONS

Metro Plan
The Metro Plan contains policies related to Goal 6 that maintain air, water and land resource quality in the metropolitan area that are discussed in detail under the Metro Plan Policy discussion portion of this report.

Regional Transportation Plan/TransPlan

The Central Lane Metropolitan Planning Organization Regional Transportation Plan (RTP). This plan is the federal Regional Transportation Plan for the Eugene-Springfield metropolitan area. TransPlan guides regional transportation system planning and development in the metropolitan area. A portion of Glenwood Phase 1 is located within Nodal Area 8A as shown on the Potential Nodal Development Area Map in TransPlan. Nodal Development is the integration of land use (high density residential and mixed use commercial/employment) and transportation planning that seeks to increase the use of alternative modes of transportation, reduce per-person vehicle miles of travel and reduce demand for automobile-related transportation facilities. Increasing the use of alternative modes of transportation will help to improve regional and local air quality (See also Goal 12 Transportation). Glenwood Phase 1 increases the area of the Glenwood Nodal Development Area from 52.02 acres to 122.99 acres.

The proposed Glenwood Refinement Plan Land Use and Built Form Chapter, Introduction, states: *"Implementation Action 2.4 in the Springfield 2030 Refinement Plan Residential Land Use and Housing Element calls for Springfield to increase opportunities for mixed-use nodal development, including considering expansion of the Glenwood Node through the Glenwood Refinement Plan Update process. This Plan contains objectives, policies, and implementation strategies, as described later in the Land Use Chapter, that include direction for meeting this implementation strategy in the Glenwood Riverfront."* The Glenwood Node will include the northern portion of McVay Highway, from a point just south of the Union Pacific railroad trestle and will be expanded from its existing boundaries to include all of the Franklin Riverfront, on both sides of Franklin Boulevard.

Other Local Agencies

In the metropolitan area, Lane County, the Lane Regional Air Pollution Agency, and Springfield maintain compliance with DEQ regulations by the following:

- Lane County provides residents with waste management services through a network of disposal sites. The County's waste reduction and recycling programs are managed to conserve resources and prevent waste. In addition, the Lane County Environmental Health Manager has indicated that there are existing septic system drain field problems in Glenwood. Since annexation to Springfield is required prior to new and redevelopment in Glenwood, the existing septic tank systems will be eliminated and any existing environmental impacts caused by these systems will be remediated.

- The Lane Regional Air Pollution Agency (LRAPA) regulates regional air quality in Lane County through regulations, programs and permits for residents and businesses. When Glenwood Phase 1 land use applications are submitted to Springfield, the applicant must obtain the applicable air quality permits from LRAPA as a condition of Site Plan Review approval.

- The Springfield Public Works Department maintains water quality in the City through metropolitan sewage and stormwater treatment systems that are required to operate under specific guidelines set forth by the DEQ. Springfield also has design standards for wastewater and stormwater collection systems in the Springfield Public Works, Standard Construction Specifications and the Engineering Design Standards & Procedures Manual. In addition, as part of the Stormwater Management Program, the City amended the SDC in 2002 to address the protection and enhancement of river corridor and waterway environments (riparian/wetlands areas) for endangered fish and water quality under Statewide Planning Goal 6 in order to comply with the Federal Clean Water Act, the Endangered Species Act and the Safe Drinking Water Act. The regulations included measures required to maintain and improve water quality implementing Goal 6 and responding to the applicable federal laws referenced above. In 2008, Springfield adopted its Total Maximum Daily Load (TMDL) Implementation Plan, which describes strategies Springfield will implement to reduce temperature, bacteria, and mercury pollution in the Willamette and McKenzie Rivers. This plan was required to comply with the Willamette Basin TMDL order to help meet pollutant load allocations for the Upper Willamette sub-basin as approved by the U.S. Environmental Protection Agency in September 2006. Additionally, the Park Blocks will serve as a multi-functional area: open space, recreation and stormwater management.

Finally, the proposed Glenwood Refinement Plan Transportation Chapter, Introduction Section states: *"A joint effort of the Oregon Department of Transportation (ODOT), the Department of Land Conservation and Development, the State's seven Metropolitan Planning Organizations, and a variety of citizen and industry interest groups is developing guidelines and methodologies for scenario planning…."* to reduce green house gases.

Conclusion

Glenwood Phase 1 complies with Goal 6 requirements to manage and improve the quality of air, water, and land by implementing the regulations cited above through the proposed Glenwood Refinement Plan Land Use and Built Form, Transportation, Open Space and Public Facilities Chapters and the proposed Glenwood Riverfront Mixed-Use Plan District, Sections 3.4-270 Public and Private Development Standards and 275 Building Design Standards. Protecting, preserving and restoring water quality is a major focus of Springfield's stormwater management program. This focus originates from City Council direction to assure compliance with federal and state laws cited above. Strategies in the regional and local transportation plans that help maintain quality of air, water, and land resources include but are not limited to a multimodal transportation system that reduces vehicle miles traveled and thus pollutants, increases vehicle occupancy, and encourages use of alternate modes, increased connectivity, more direct routes to destinations, improved access to public transit, and encouragement of bicycle and pedestrian travel.

STATEWIDE PLANNING GOAL 7 AREAS SUBJECT TO NATURAL HAZARDS

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

Findings

Statewide Planning 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. The Goal prohibits development in natural hazard areas without appropriate safeguards.

1999 Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps were updated.
2004 Springfield adopted the Multi-Hazard Mitigation Plan for the Eugene/Springfield Metropolitan Area (Metro Hazard Plan).
2008 Wildish Land Company Letter of Map Revision submitted to and approved by FEMA.
2009 Springfield adopted an updated version of the Metro Hazard Plan.

FLOODS
Glenwood Phase 1 encompasses the entire Willamette River frontage in Glenwood. Portions of properties fronting the river are within the 100 year floodplain as well as the floodway. The following regulations apply in Springfield generally and in Glenwood specifically: Development within flood hazard areas is regulated by FEMA policy, which is then adopted into the Metro Plan (Environmental Resources Element) and the SDC (Section 3.3-400, Floodplain Overlay District). FEMA Flood Insurance Rate Maps (FIRMs) enable property and business owners to qualify for federally underwritten flood insurance.

However, in July 2008, the Wildish Land Company received approval from FEMA for a Letter of Map Revision (LOMR) to change the mapping of the floodway and floodplain boundaries, as well as the 100 year base flood elevations along a portion of the Willamette River generally located between the Union Pacific railroad trestle on the north and the confluence of the Coast and Middle Forks of the Willamette River on the south and east. The result of this LOMR reduced the size of the floodplain and floodway in this area. Springfield has initiated a project to provide more accurate floodplain information for the remainder of the Willamette River from the Union Pacific railroad trestle to the Willamette River Bridge at Interstate 5 (I-5). The necessary data for analyzing water flows for this next downstream reach of the river has been collected for the riverbed. Additional survey work and hydrological analyses of the area's topography and river flows remains to be done. Once that information is collected, Springfield anticipates submitting a LOMR on this next reach of the river. However, this project is not funded for 2012; therefore the completion of this project is unknown as of the date this staff report was written. In the interim, the standards in effect at the time of application submittal will apply to this portion of the Glenwood Riverfront.

The proposed Glenwood Refinement Plan Open Space Chapter states: *"Protect private and public investment, health, safety, and welfare from riverine flooding through the implementation of development standards that incorporate the requirements of the National Flood Insurance Program."*

The existing SDC floodplain regulations in Section 3.3-400 offer proper safeguards to guide development along the Willamette River during the development review process in a manner that will provide protection from the potential flood hazards within the boundaries of Glenwood Phase 1.

HILLSIDES
Glenwood Phase 1 contains steep slopes in the southern portion of the area along the west side of McVay Highway. The Metro Hazard Plan (2009, revised) discusses areas on hillsides with high potential for surface debris flows (movements in which loose soils, rocks and organic matter combine with entrained water to form slurries that flow rapidly down slope) as well slope instability hazards. The Metro Plan states that local governments must require site specific soil surveys and geologic studies where potential problems exist (Metro Plan p. III-C-16). SDC Sections 3.3-500, Hillside Development Overlay District regulates hillside development; 5.12-100 Land Division; and 5.17-100 Site Plan Review,

require submittal of a geological study that will offer proper safeguards during the development review process in a manner that provides protection from any potential landslide hazards for those hillside areas within the boundaries of Glenwood Phase 1.

The proposed Glenwood Refinement Plan Open Space Chapter states: "*Hillside protection as a natural resource is regulated by Springfield Development Code and in the Springfield Engineering Design Standards and Procedures Manual (EDSPM)…. Preserve and enhance the natural beauty of the landscape by encouraging the maximum retention of natural hillside topographic features such as open drainage ways, slope ridgelines, rock outcroppings, vistas from and of the hillsides, trees, and other natural plant formations in order to retain the sense of identity and image that the hillside areas now impart to Glenwood and Springfield."*

Conclusion

Springfield currently has provisions regulating development in floodplains and floodways; and hillsides. Glenwood Phase 1 complies with Goal 7 requirements to protect life and property from natural disasters and hazards by implementing the regulations cited above. Glenwood Phase 1 does not affect Springfield's regulations on development in areas subject to natural disasters and hazards.

STATEWIDE PLANNING GOAL 8 RECREATIONAL NEEDS (See also applicable Metro Plan policy H.2 beginning on Page 127 of this report)

"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 destination resort provisions of Goal 8 apply to counties and therefore do not apply to Glenwood Phase 1.

Goal 8 defines three terms that are directly related to Glenwood Phase 1:

"Open Space -- means any land that is retained in a substantially natural condition or is improved for recreational uses such as golf courses, hiking or nature trails or equestrian or bicycle paths or is specifically required to be protected by a conservation easement. Open spaces may include ponds, lands protected as important natural features, land preserved for farm or forest use and lands used as buffers. Open space does not include residential lots or yards, streets or parking areas."

"Recreation Areas, Facilities and Opportunities -- provide for human development and enrichment, and include but are not limited to: open space and scenic landscapes; recreational lands; history, archaeology and natural science resources; scenic roads and travelers; sports and cultural events; camping, picnicking and recreational lodging; tourist facilities and accommodations; trails; waterway use facilities; hunting; angling; winter sports; mineral resources; active and passive games and activities."

"Recreation Needs -- refers to existing and future demand by citizens and visitors for recreations areas, facilities and opportunities."

The provision for parks in the Eugene/Springfield area is specified in the Metro Plan's Parks and Recreation Facilities Element.

Parks and recreation services are currently provided in Springfield through the Willamalane Park and Recreation District to properties both within the city limits and outside of the city limits, but within Springfield's Urban Growth Boundary.

Willamalane's 20-year Park and Recreation Comprehensive Plan (Comp Plan) was adopted in 2004 by the Willamalane Board of Directors, Lane County and Springfield as a refinement to the Metro Plan.[6]

James Park, Willamalane's first park, is the only existing park in Glenwood. However, this park is outside the Glenwood Phase 1 boundaries and issues pertaining to James Park will be discussed during Glenwood Phase 2. No parks exist in the Glenwood Phase 1 area.

A detailed discussion of recreational needs in Springfield and Glenwood specifically is in the Glenwood Refinement Plan Update Project *Existing Conditions Report*, August 2009, Pages 152-158. The report stated: *"Willamalane's Comp Plan states that in Glenwood, three underserved areas are identified: the existing residential area in central Glenwood* (which is outside of the Glenwood Phase 1 boundaries*); the North Riverfront Corridor between Franklin Boulevard and the river that is planned for mixed-use development; and the East Riverfront Corridor between McVay Highway and the river that is planned for mixed-use development…. "*

"*The Existing and Proposed Park and Recreation Resources map also shows a proposed special-use park along the Willamette River near the north boundary of Subareas A and B. The corresponding Action 5.3 states: Glenwood Riverfront Park—Pursue acquisition and development of a multi-use riverfront park in the Glenwood area (Comp Plan p. 52). This proposal is described in more detail in the Highlights of Improvements section of the Comp Plan, as follows: As the Glenwood area is revitalized …the community will have opportunities…to expand the popular riverfront park system. This system, which includes multiuse trails, picnic and active recreation areas, and river access, is one of our most significant regional recreation resources. The park will also expand recreation opportunities for Glenwood residents, who currently have limited access to close-to-home parks (Comp Plan p. 16). The Existing, Planned, and Proposed Multiuse Paths and Bikeways map shows a planned pathway along the bank of the Willamette River through Glenwood. As noted in Comp Plan's map key, the projects shown as 'planned' are from TransPlan and the Springfield Bicycle Plan. The corresponding Actions in the Comp Plan are 4.15, which is to work with the City to develop a multi-use path along the Willamette River from I-5 to the Springfield Bridge and 4.16, which is to work with the City to develop a multi-use path along the Willamette River from the Springfield Bridge to Seavey Loop Road (Comp Plan p. 50)."*

Glenwood Phase 1 proposes to provide for the recreational needs of the proposed high density residential neighborhood in the Franklin Riverfront, Subarea A by requiring two park blocks and a linear park and multi-use path along the Willamette River.

<u>Linear Park and Multi-Use Path</u>

Glenwood Phase 1 implements Willamalane Comp Plan Actions 4.15 and 4.16 by requiring a linear park and multi-use path along the Willamette River to meet recreation needs.

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[6] Willamalane is currently updating their Comp Plan.

The Linear Park and Multi-Use Path along the entire Willamette River frontage will provide recreational walking and bicycle riding in close proximity to the Willamette River, connect Springfield and Eugene, provide a better connection to downtown Springfield via a proposed bike bridge and provide for a future connection from south Glenwood to Mt. Pisgah. The linear park and multi-use path will be used by the residential neighborhood, as well as, out of area visitors. Currently, there is no formal public access to the Willamette River. The linear park and multi-use path will allow for that access to occur.

The linear park and multi-use path are discussed in the Open Space and Transportation Chapters of the Glenwood Refinement Plan and in the Glenwood Riverfront Mixed-Use Plan District (SDC Section 3.4-200). The linear park and multi-use path are within the Willamette Greenway. The linear park and multi-use path are within the riparian area.

Park Blocks

Glenwood Phase 1 implements Willamalane Comp Plan Action 5.3 by requiring two park blocks that extend the riverfront park amenity area into the residential area.

The proposed park blocks provide for both open space amenities, including recreational needs, necessary for a livable very urban-density residential neighborhood, and a restored and enhanced riparian corridor that protects a key natural resource and provides for regional-serving open space opportunities and a unique stormwater management function. The stormwater system for Glenwood Phase 1 will require on-site detention and treatment incorporating Best Management Practices that utilize low-impact development approaches to treat storm water. The park blocks are discussed in the proposed Glenwood Refinement Plan Open Space Chapter and in the proposed Glenwood Riverfront Mixed-Use Plan District (SDC Section 3.4-270 Public and Private Improvements).

The proposed park blocks will meet recreation needs of future residents of Subarea A, while also being attractive to visitors and residents living south of Franklin. The park blocks requirement ensures that parkland will be provided concurrently with residential development.

The need for park land to support the proposed residential area (Subarea A) was identified in the *Springfield Residential Land and Housing Needs Analysis* page 71. The results of the analysis indicated that since no surplus of land designated for high density residential uses exists in Springfield, the 21 acre high density residential plan designation deficit needed to be increased by at least 7 acres to provide parkland/open space immediately adjacent to the proposed high density residential district in Glenwood. This parkland need is addressed in Finding 11 of the Springfield 2030 Refinement Plan Residential Land Use and Housing Element: *"There is not enough buildable land in Springfield's UGB designated for high density residential uses within the existing Springfield UGB to meet the future housing needs of the projected population. The High Density Residential designation has a deficit of approximately 28 gross acres. At a minimum, the City will meet the high density residential land deficit of 28 acres (including 7 acres of HDR designated land to provide public open space for the higher density development, as well as any needed public facilities) through its redevelopment strategies in Glenwood."*

Glenwood Phase 1 proposes to provide for the recreational needs of the proposed high density residential neighborhood in the Franklin Riverfront, Subarea A by requiring two park blocks and a linear park and multi-use path along the Willamette River.

While the narrow linear design of linear park is sufficient to accommodate a multi-use path and water quality/riparian enhancement features, future Glenwood multi-family dwelling residents in Subarea A will need access to parkland for other recreation needs such as play areas for children, picnic areas, etc. that have space requirements larger than the space to be provided by the linear riverfront park.
The park blocks and the linear park and multi-use path are also discussed in this report under Goal 5 (Open Space). In addition, the park blocks are discussed under Goal 6 (Clean Water) and the linear park and multi-use path is discussed under Goal 10 (Housing) and Goal 12 (Transportation).

Typically, parks are designated Public/Semi-Public and zoned Public Land and Open Space. However, at this time they will remain zoned and designated as specified in Glenwood Phase 1 (The Plan designations are: Residential Mixed-Use; Commercial Mixed-Use; Office Mixed-Use; and Employment Mixed-Use). The proposed Glenwood Riverfront Mixed-Use (GRMU) Plan District will list Residential Mixed-Use; Commercial Mixed-Use; Office Mixed-Use; and Employment Mixed-Use zones that will permit and implement park development.). If in the future, Willamalane takes ownership and/or maintenance of the park blocks and/or the linear park and multi-use path, redesignation and rezoning will occur at that time. In order for Willamalane to take responsibility for these facilities, they must be constructed to Park District standards. Willamalane has indicated that it is committed to planning and operating its parks in a manner that is in keeping with Statewide Planning Goal 15, Willamette Greenway, and local implementing ordinances associated with the Greenway. Several Willamalane policies, including some that relate to Glenwood, are consistent with the overall goal of enhancing the public's ability to access and enjoy the river.

Conclusion

Glenwood Phase 1 is consistent with Statewide Planning Goal 8 because the plan considers and responds to existing and future demand by citizens and visitors for recreations areas, facilities and opportunities.

STATEWIDE PLANNING GOAL 9 ECONOMIC DEVELOPMENT (See also applicable Metro Plan policies B.7, 9, 13, 16, 18, 19 and 21-23 beginning on Page 97 of this report)

"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. To date, the following has occurred:

- 1982/2004 - Metro Plan adopted/updated
- 1993 - Metropolitan Industrial Lands Inventory Report, July 1993
- 1993 - Metropolitan Industrial Lands Policy Report, July 1993
- 2000 - Springfield Commercial Lands Study, February 2000
- 2007 - Oregon Administrative Rule 660-009-000-030, Economic Development, amended
- 2007 - House Bill 3337 adopted, requiring Springfield to establish its own UGB

- 2010 – Draft Springfield Commercial Industrial Buildable Lands Inventory, Economic Opportunities Analysis and Economic Development Objectives and Strategies adopted by Council Resolution 10-03 on January 19, 2010
- 2011 – Springfield UGB acknowledged, September 2011

The Metropolitan Industrial Lands Special Study (MILSS) commenced in 1989 and produced two documents, the Metropolitan Industrial Lands Inventory Report (MILIR) and the Metropolitan Industrial Lands Policy Report (MILPR). The adopted inventory was published in July, 1993 as the Metropolitan Industrial Lands Inventory Report (industrial lands inventory). The 1993 industrial lands inventory identified 3,604 acres of buildable industrial land in the Eugene-Springfield UGB, out of a total of 4,039 vacant industrial acres. At the time the Industrial Lands Inventory was completed, these industrial sites were zoned (Eugene's zoning district, roughly equivalent to Springfield's Light Medium Industrial zoning) and their Plan Designation was Commercial/ Industrial/ Multi-Family Mixed Use. During the transfer of jurisdiction of Glenwood from Eugene to Springfield, property owners were given the opportunity to change their zoning if the Plan Designation allowed for a different zoning than what was currently in effect, if the property owner desired. Because of the Mixed Use Plan Designation, property owners were given an opportunity to change to Community Commercial, Medium Density Residential, or Light Medium Industrial as the City transferred Eugene's Zoning Districts into Springfield's.

In 1995, the Springfield Commercial Lands Study (SCLS) was initiated. Springfield adopted the study in 2000 and the Oregon Department of Land Conservation and Development (DLCD) acknowledged the SCLS as a completed periodic review task. The SCLS identified a need for an additional 255 acres to meet the demand for commercial land to the year 2015. The study looked only at lands within Springfield's urban growth boundary and did not make changes to either the Metro Plan or the Springfield Development Code. Commercial land in Glenwood was not included in the inventory, because Springfield had recently assumed jurisdiction of Glenwood from Eugene. However, as an area specific periodic review task, it updates the "Economic Element" of the Metro Plan and includes findings, policies and implementation strategies regarding the supply of commercial lands.

For almost 30 years, Springfield and Eugene have shared a single Urban Growth Boundary, jointly adopted by the governing bodies of the two cities and Lane County. In 2007, the Oregon legislature passed House Bill 3337 (2007 Or Laws Chapter 650). HB 3337 required Springfield and Eugene to:

- Separately establish its own UGB consistent with the jurisdictional area of responsibility specified in the Metro Plan with Interstate 5 as the dividing line.
- Demonstrate that its comprehensive plan provides sufficient buildable lands to accommodate estimated housing needs for 20 years.
- Develop separate but coordinated residential lands inventory required by HB 3337. However, Springfield chose to conduct a commercial and industrial lands inventory as well.

Springfield and Eugene are currently working on comprehensive planning for the metro area and have/will co-adopt their respective UGBs with Lane County. Springfield's Residential Land and Housing Needs Analysis and Urban Growth Boundary were acknowledged on September 2, 2011.

Springfield locally adopted the Springfield Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis and Economic Development Objectives and Implementation Strategies in January 2010. The final decision on adoption of the Springfield Commercial and Industrial Buildable

Lands Inventory and Economic Opportunities Analysis shall be made by the Springfield City Council and the Lane County Board of Commissioners as this document is incorporated into the Springfield 2030 Refinement Plan, a refinement plan of the Eugene-Springfield Metro Plan.

The Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis contains the most current and best data available to inform the update of the Glenwood Refinement Plan as it addresses land needed for employment for the planning period 2010-2030.

The proposed Glenwood Refinement Plan Housing and Economic Development Chapter states:

"Springfield is a business-oriented city. The City is undergoing revitalization, with on-going redevelopment efforts in Downtown and Glenwood, and the recent opening of the hospital at RiverBend. The City's vision for economic growth over the next 20 years, as articulated in the adopted Springfield Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis, and Economic Development Objectives and Implementation Strategies (CIBL), combines sustaining existing businesses and helping them expand and embracing a broad variety of new opportunities for growth."

The CIBL, which is intended to guide planning studies and land use actions in Springfield, including the Glenwood Refinement Plan, summarizes Springfield's economic development strategy as follows:

- *"Facilitate the redevelopment of Downtown Springfield and Glenwood through strategic infrastructure and other investments from programs such as urban renewal and planning for redevelopment.*
- *Provide sites with a variety of site characteristics to meet both commercial and industrial economic opportunities, including providing sites that are available for relatively fast development. This includes providing large sites for major employers.*
- *Use land within the existing urban growth boundary efficiently, through promoting redevelopment, infill development, and dense development in nodal areas. The study assumes that 52% of new employment during the planning period will locate on lands that are already developed.*
- *Provide infrastructure efficiently and fairly by coordinating capital improvement planning with economic development planning.*
- *Support and assist existing businesses within Springfield by assessing what help businesses need and developing programs to respond to business needs.*
- *Attract and develop new businesses, especially those related to regional business clusters. The City would like to build on the developing health care cluster, promote development of high-tech businesses, and attract sustainable businesses.*
- *Maintain flexibility in planning through providing efficient planning services and developing flexible planning policies to respond to the changing needs of businesses."*

The proposed Glenwood Refinement Plan Housing and Economic Development Chapter states:

"*CIBL also articulates the types of industries that Springfield wants to attract as having the following attributes: high-wage, stable jobs with benefits; jobs requiring skilled and unskilled labor; employers in a range of industries that will contribute to a diverse economy; and industries that are comparable with Springfield's community values. Springfield's 'target industries' include: medical services; services for seniors; small scale manufacturing; call centers; back-office functions; tourism; specialty food processing; high-tech; professional and technical services; green businesses; corporate headquarters; and services*

for residents. Springfield's attributes that may attract these types of firms are: proximity to Interstate-5, high quality of life, proximity to the University of Oregon, the presence of the RiverBend campus, positive business climate, availability of skilled and semi-skilled labor, and proximity to indoor and outdoor recreational opportunities."
The CIBL added that 'consistent with City Council policies, the areas that are expected to have the most redevelopment in the plan period are in Glenwood, especially along the Willamette Riverfront and Franklin/McVay corridor[7], and the Downtown Urban Renewal District."

"The proposed Employment Mixed-Use, Office Mixed-Use, and Commercial Mixed-Use refinement plan designations and zoning described in the Land Use Chapter respond accordingly. However, meeting Statewide Planning Goal 9, Economic Development, requires not only providing an adequate land supply to provide for an adequate 20-year supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial uses, but also policies regarding opportunities for a variety of economic activities vital to the health, welfare, and prosperity of citizens."

The proposed Glenwood Riverfront Mixed-Use Plan District will implement the CIBL economic development policies and implementation strategies in Glenwood Phase 1.

660-009-0010 APPLICATION

"(1) This division applies to comprehensive plans for areas within urban growth boundaries. This division does not require or restrict planning for industrial and other employment uses outside urban growth boundaries. Cities and counties subject to this division must adopt plan and ordinance amendments necessary to comply with this division. "

The Metro Plan is Springfield's comprehensive plan. All land within the Glenwood Phase 1 boundaries is either within Springfield's city limits or outside of the city limits, but within its UGB. There is no land in Glenwood that is outside of Springfield's UGB. The Springfield Development Code provides development standards and procedures in all of Springfield and Glenwood in particular. Springfield and Lane County must co-adopt the Glenwood Phase 1 amendments.

"(2) Comprehensive plans and land use regulations must be reviewed and amended as necessary to comply with this division as amended at the time of each periodic review of the plan pursuant to ORS 197.712(3). Jurisdictions that have received a periodic review notice from the Department (pursuant to OAR 660-025-0050) prior to the effective date of amendments to this division must comply with such amendments at their next periodic review unless otherwise directed by the Commission."

Glenwood Phase 1 is part of the Glenwood Refinement Plan Update Project Post Acknowledgement Plan Amendment (PAPA) and, therefore, is not part of periodic review.

"(3) Cities and counties may rely on their existing plans to meet the requirements of this division if they conclude: (a) There are not significant changes in economic development opportunities (e.g., a need for sites not presently provided for in the plan) based on a review of new information about

[7] The terminology used in the CIBL to describe the area expected to have the most redevelopment in the plan period is different from the terminology used in this Plan to describe the same geographic area of Glenwood. In this Plan, the term 'Glenwood Riverfront' is used to describe Glenwood Phase I which includes approximately three miles of Willamette River frontage and is comprised of land on either side of Franklin Boulevard and McVay Highway extending from the I-5 Bridge to Springfield's south urban growth boundary in Glenwood.

national, state, regional, county and local trends; and (b) That existing inventories, policies, and implementing measures meet the requirements in OAR 660-009-0015 to 660-009-0030."

A brief history of existing economic development studies/regulations applicable to Springfield is discussed above.

The requirement for Eugene and Springfield to establish separate UGBs triggered the need and opportunity for Springfield to conduct and adopt separate land inventories and analyses.

In 2008-2010 the City prepared an Economic Opportunities Analysis in accordance with OAR 660-009-0015. The analysis includes a Review of National, State, Regional, County and Local Trends; Identification of Required Site Types; an inventory of vacant and developed lands within the planning area designated for industrial or other employment use; the description, including site characteristics, of vacant or developed sites within each plan or zoning district; a description of any development constraints or infrastructure needs that affect the buildable area of sites in the inventory; and the approximate total acreage and percentage of sites within each plan or zoning district that comprise the short-term supply of land; an estimate of the types and amounts of industrial and other employment uses likely to occur in the planning area and an Assessment of Community Economic Development Potential. The analysis included an assessment of community economic development potential conducted through an on line visioning survey, public workshops and open houses and citizen advisory committee meetings. The Springfield Planning Commissions and City Council conducted public hearings on the analysis in October 2009- January 2010. The Springfield and Lane County Planning Commissions conducted joint public hearings on the analysis in April-May 2010.

Springfield's UGB was acknowledged in September 2011 and the City is currently conducting a multi-step, multi-year adoption process for the Springfield 2030 Refinement Plan. The new city-wide refinement plan will be based on the technical analysis provided by the recently completed Springfield land studies. Final adoption of the Economic Opportunities Analysis into the comprehensive plan will add economic development policies and implementation strategies to supplement and refine Metro Plan policies.

The City conducted the analyses and public involvement activities of the Commercial Industrial Buildable Lands Inventory concurrently with its planning process to update the Glenwood Refinement Plan, offering an excellent opportunity to coordinate these comprehensive planning efforts. Springfield's proposed growth management strategy for employment lands — as articulated in and supported by the Economic Opportunities Analysis — is to provide a substantial percentage of Springfield's projected employment growth through redevelopment.

"(4) For a post-acknowledgement plan amendment under OAR chapter 660, division 18, that changes the plan designation of land in excess of two acres within an existing urban growth boundary from an industrial use designation to a non-industrial use designation, or another employment use designation to any other use designation, a city or county must address all applicable planning requirements, and:

The proposed Metro Plan and Glenwood Refinement Plan do change the plan designation of land in excess of two acres as follows:

Amendments to the Metro Plan diagram:
Existing and Proposed Metro Plan Designations

Metro Plan Designation	Acres Existing	Acres Proposed
Low Density Residential	16.96	0.00
Commercial	2.67	0.00
Commercial/Industrial/Multi-Family Residential Mixed-Use	29.13	0.00
Commercial/Industrial Mixed-Use	44.38	0.00
Light Medium Industrial	87.73	0.00
Mixed-Use	0.00	144.28
Mixed-Use/Nodal	52.02	122.99
Parks and Open Space	34.39	0.00
Total	267.28	267.28

Amendment to the Glenwood Refinement Plan diagram and text:
Existing and Proposed Refinement Plan Designations

Refinement Plan Designation	Acres Existing	Acres Proposed
Low Density Residential	16.96	0.00
Commercial	2.67	0.00
Commercial/Industrial/Multi-Family Residential Mixed-Use	29.13	0.00
Commercial/Industrial Mixed-Use	44.38	0.00
Light Medium Industrial	87.73	0.00
Mixed-Use/Nodal	52.02	0.00
Parks and Open Space	34.39	0.00
Residential Mixed-Use	0.00	33.26
Commercial Mixed-Use	0.00	14.58
Office Mixed-Use	0.00	46.33
Employment Mixed-Use	0.00	173.11
Total	267.28	267.28

Currently, there is a 16.96 acre Low Density Residential designation. The proposed amendment will establish a Residential Mixed-Use designation of 33.26 acres. This means that 16.3 acres will be removed from existing Commercial/Light-Medium Industrial in order to comply with the RHLNA requirement to address a deficit in high density residential land as discussed under Goal 10, beginning on Page 38 of this staff report. The proposed Employment Mixed-Use designation does provide 173.11 acres of employment land with light industrial as a primary use. The Commercial Mixed-Use, 14.58 acres, and Office Mixed-Use, 46.33 acres, designations are also considered employment land designations based on the primary use listed specified in the Glenwood Riverfront Mixed-Use Plan District, Section 3.4-250.

The CIBL provides technical analysis to determine the amount of land that would be required to provide for economic development in Springfield. See also the discussion under Subsection (4), above. As stated previously, while all of Glenwood is either within Springfield's city limits or outside the city limits but within the existing UGB, Glenwood Phase 1 does not contemplate or require any UGB expansion. CIBL states: *"Springfield will be able to meet employment needs on sites 5 acres and smaller within the existing UGB, through redevelopment, infill development and employment uses on non-employment land*

(e.g., home occupations). One of the City's economic development strategies is to encourage redevelopment, especially in Downtown and Glenwood." Upon adoption, Glenwood Phase 1 will contain 234.02 acres of commercial/employment land.

Plan Designations

(a) Demonstrate that the proposed amendment is consistent with its most recent economic opportunities analysis and the parts of its acknowledged comprehensive plan which address the requirements of this division; or (b) Amend its comprehensive plan to incorporate the proposed amendment, consistent with the requirements of this division; or (c) Adopt a combination of the above, consistent with the requirements of this division."

In response to (a), as discussed above, the Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis mandated by HB 3337 and implemented by ORS 197.304 contains the most current and best data available to inform the update of the Glenwood Refinement Plan as it address land needed for employment for the planning period 2010-2030. However, proposed amendments are consistent with the Metro Plan Economic Element discussion beginning on Page 97 of this report.

In response to (b), the proposed amendments will amend the Metro Plan diagram only.

"(5) The effort necessary to comply with OAR 660-009-0015 through 660-009-0030 will vary depending upon the size of the jurisdiction, the detail of previous economic development planning efforts, and the extent of new information on national, state, regional, county, and local economic trends. A jurisdiction's planning effort is adequate if it uses the best available or readily collectable information to respond to the requirements of this division."

Given new information on national, state, regional, county, and local economic trends, CIBL presents technical analysis to determine the amount of land that would be required to provide for economic development in Springfield and Glenwood, based on the inventory of land available under existing Metro Plan residential designations, Plan policies, and statutory provisions for making such a determination.

"(6) The amendments to this division are effective January 1, 2007. A city or county may voluntarily follow adopted amendments to this division prior to the effective date of the adopted amendments. "

This staff report was prepared in September 2011, which is after the above effective date. The existing 1993 and 2000 Industrial and Commercial Inventories have not been adjusted to comply with the amendments to Goal 9. The information contained in CIBL currently is the best available information to respond to Goal 9.

The proposed Glenwood Refinement Plan Housing and Economic Development Chapter states: "*The economic development strategy for Springfield can be summarized as follows:*

- *"Facilitate the redevelopment of Downtown Springfield and Glenwood through strategic infrastructure and other investments from programs such as urban renewal and planning for redevelopment."*

All Chapters of the proposed Glenwood Refinement Plan address this strategy.

- *"Provide sites with a variety of site characteristics to meet both commercial and industrial economic opportunities, including providing sites that are available for relatively fast development. This includes providing large sites for major employers".*

The proposed Glenwood Refinement Plan Land Use and Built Form Transportation, Public Facilities and Services, and Financing Public Infrastructure Chapters address this strategy.

- *"Use land within the existing urban growth boundary efficiently, through promoting redevelopment, infill development, and dense development in nodal areas. The study assumes that 52% of new employment during the planning period will locate on lands that are already developed."*

The proposed Glenwood Refinement Plan Land Use and Built Form Transportation, Public Facilities and Services, and Financing Public Infrastructure Chapters address this strategy.

- *"Provide infrastructure efficiently and fairly by coordinating capital improvement planning with economic development planning."*

The proposed Glenwood Refinement Plan Land Use and Built Form Transportation, Public Facilities and Services, and Financing Public Infrastructure Chapters address this strategy.

- *"Support and assist existing businesses within Springfield by assessing what help businesses need and developing programs to respond to business needs."*

The proposed Glenwood Refinement Plan Land Use and Built Form Transportation, Housing and Economic Development and Financing Public Infrastructure Chapters address this strategy.

- *"Attract and develop new businesses, especially those related to regional business clusters. The City would like to build on the developing health care cluster, promote development of high-tech businesses, and attract sustainable businesses."*

The proposed Glenwood Refinement Plan Land Use and Built Form Chapter and the proposed Glenwood Riverfront Mixed-Use Plan District Section 3.4-250 address this strategy.

- *"Maintain flexibility in planning through providing efficient planning services and developing flexible planning policies to respond to the changing needs of businesses."*

The proposed Glenwood Riverfront Mixed-Use Plan District Sections 3.4-230 and 235 address this strategy.

The proposed Glenwood Refinement Plan Housing and Economic Development Chapter also states: *"The CIBL also articulates the types of industries that Springfield wants to attract as having the following attributes: high-wage, stable jobs with benefits; jobs requiring skilled and unskilled labor; employers in a range of industries that will contribute to a diverse economy; and industries that are comparable with Springfield's community values. Springfield's 'target industries' include: medical services; services for seniors; small scale manufacturing; call centers; back-office functions; tourism; specialty food processing; high-tech; professional and technical services; green businesses; corporate headquarters; and services*

for residents. Springfield's attributes that may attract these types of firms are: proximity to Interstate-5, high quality of life, proximity to the University of Oregon, the presence of the RiverBend campus, positive business climate, availability of skilled and semi-skilled labor, and proximity to indoor and outdoor recreational opportunities."

The proposed Glenwood Riverfront Mixed-Use Plan District Section 3.4-250 lists all of the above cited uses as permitted uses in Glenwood Phase 1.

660-009-0020 Industrial and Other Employment Development Policies

"(1) Comprehensive plans subject to this division must include policies stating the economic development objectives for the planning area. These policies must be based on the community economic opportunities analysis prepared pursuant to OAR 660-009-0015 and must provide the following: (a) Community Economic Development Objectives. The plan must state the overall objectives for economic development in the planning area and identify categories or particular types of industrial and other employment uses desired by the community. Policy objectives may identify the level of short-term supply of land the planning area needs. Cities and counties are strongly encouraged to select a competitive short-term supply of land as a policy objective. (b) Commitment to Provide a Competitive Short-Term Supply. Cities and counties within a Metropolitan Planning Organization must adopt a policy stating that a competitive short-term supply of land as a community economic development objective for the industrial and other employment uses selected through the economic opportunities analysis pursuant to OAR 660-009-0015. (c) Commitment to Provide Adequate Sites and Facilities. The plan must include policies committing the city or county to designate an adequate number of sites of suitable sizes, types and locations. The plan must also include policies, through public facilities planning and transportation system planning, to provide necessary public facilities and transportation facilities for the planning area. "

The CIBL (p. 43) states: "*Objectives in the economic development strategy supporting the provision of employment land include objectives to: (1) provide employment land in a variety of locations, configurations, and site sizes for industrial and other employment uses, (2) provide an adequate competitive short-term supply of suitable land to respond to economic development opportunities as they arise, (3) reserve sites over 20-acres for special developments and industries that require large sites, and (4) provide adequate infrastructure to sites. The economic development strategy also includes objectives that support redevelopment of existing land within the UGB, especially in Downtown and in Glenwood, and infill development."*

The proposed Glenwood Refinement Plan Land Use and Built Form, Transportation, Public Facilities and Services, and Financing Public Infrastructure Chapters address Subsection (1). In addition, the proposed Glenwood Riverfront Mixed-Use Plan District Section 3.4-215B.2. states: "*Land divisions shall be prohibited on lots/parcels larger than one acre and designated and zoned Office Mixed-Use or Commercial Mixed-Use, or on lots/parcels larger than 20 acres and designated and zoned Employment Mixed-Use until Final Site Plan Review or Final Master Plan approval has been granted by the City."*

"(3) Plans may include policies to maintain existing categories or levels of industrial and other employment uses including maintaining downtowns or central business districts".

Glenwood Phase 1 supports and enhances Springfield's downtown district by designating land for housing and jobs in close proximity to downtown; maintains and expands existing employment uses

(Subareas B, C and D); and allows retail commercial uses as secondary uses so as not to compete with downtown Springfield future plan as a retail center.

"(4) Plan policies may emphasize the expansion of and increased productivity from existing industries and firms as a means to facilitate local economic development."

The CIBL (p. 45) states: *"Demand for commercial and industrial land will be driven by the expansion and relocation of existing businesses and new businesses locating in Springfield. The level of this business expansion activity can be measured by employment growth in Springfield."* This may occur by the future relocation of existing industrial uses to make way for the proposed employment uses, which are generally less intense. The proposed Glenwood Refinement Plan Land Use and Built Form, Transportation, Public Facilities and Services, and Financing Public Infrastructure Chapters address Subsection (4).

"(7) Cities and counties are strongly encouraged to adopt plan policies that include additional approaches to implement this division including, but not limited to: (a) Tax incentives and disincentives; (b) Land use controls and ordinances; (c) Preferential tax assessments; (d) Capital improvement programming; (e) Property acquisition techniques; (f) Public/private partnerships; and (g) Intergovernmental agreements.

The proposed Glenwood Refinement Plan Land Use and Built Form, Housing and Economic Development, the Public Facilities and Services and the Financing Public Infrastructure Chapters; and various Sections of the proposed Glenwood Riverfront Mixed-Use Plan District address the topics listed above.

660-009-0025 Designation of Lands for Industrial and Other Employment Uses

"Cities and counties must adopt measures adequate to implement policies adopted pursuant to OAR 660-009-0020. Appropriate implementing measures include amendments to plan and zone map designations, land use regulations, public facility plans, and transportation system plans.

(1) Identification of Needed Sites. The plan must identify the approximate number, acreage and site characteristics of sites needed to accommodate industrial and other employment uses to implement plan policies. Plans do not need to provide a different type of site for each industrial or other employment use. Compatible uses with similar site characteristics may be combined into broad site categories. Several broad site categories will provide for industrial and other employment uses likely to occur in most planning areas. Cities and counties may also designate mixed-use zones to meet multiple needs in a given location."

The CIBL (pp. 59-63) addresses the identification of needed sites. Specifically, the site needs analysis identified five types of buildings: warehousing and distribution (secondary use), general industrial (primary use), office (primary use), retail, and other services (secondary uses). All of these uses, as categorized, will be permitted in Glenwood Phase 1, Subarea D, Employment Mixed Use. Primary office and commercial uses and secondary retail uses will be permitted in Subareas B and C. Glenwood Phase 1 will establish 234.04 acres of employment land based on the primary uses permitted in each Subarea as specified in the proposed Glenwood Riverfront Mixed-Use Plan District Section 3.4-250.

"(3) Short-Term Supply of Land. Plans for cities and counties within a Metropolitan Planning Organization or cities and counties that adopt policies relating to the short-term supply of land must

designate suitable land to respond to economic development opportunities as they arise. Cities and counties may maintain the short-term supply of land according to the strategies adopted pursuant to OAR 660-009-0020(2). (a) Except as provided for in subsections (b) and (c), cities and counties subject to this section must provide at least 25 percent of the total land supply within the urban growth boundary designated for industrial and other employment uses as short-term supply. (b) Affected cities and counties that are unable to achieve the target in subsection (a) above may set an alternative target based on their economic opportunities analysis. (c) A planning area with 10 percent or more of the total land supply enrolled in Oregon's industrial site certification program pursuant to ORS 284.565 satisfies the requirements of this section."

The CIBL (PP. 25-27) addresses the short-term supply of land. OAR 660-009-005(10) defines short term supply as follows: *"…means suitable land that is ready for construction within one year of an application for a building permit or request for service extension. Engineering feasibility is sufficient to qualify land for the short-term supply of land. Funding availability is not required. "Competitive Short-term Supply" means the short-term supply of land provides a range of site sizes and locations to accommodate the market needs of a variety of industrial and other employment uses*." The CIBL states: *"Despite the issues staff identified, all areas within the Springfield UGB can be considered to technically meet the Goal 9 Rule criteria of "engineering feasibility." Staff identified few areas where it was not possible to extend services within one year—provided that funding is available. Funding is a much broader and more complicated issue, but falls outside of the Goal 9 rule as written." The CIBL continues by stating: "The results indicate that 91% of the vacant commercial and industrial land is considered available as short-term supply, and 85% of land with redevelopment potential is available as short-term supply."* Although CIBL is UGB-wide, an extrapolation for Glenwood demonstrates that the vast majority of vacant and redevelopable land can be considered to comply with the short-term definition cited above. The proposed Glenwood Refinement Plan provides land to meet Springfield's short-term supply.

"(5) Institutional Uses. Cities and counties are not required to designate institutional uses on privately owned land when implementing section (2) of this rule. Cities and counties may designate land in an industrial or other employment land category to compensate for any institutional land demand that is not designated under this section."

Institutional uses include, but are not limited to: public and private schools or colleges; hospitals; places of religious assembly; civic buildings such as libraries, police stations and fire stations; public recreational uses; public utilities necessary to serve development; and residential care facilities.

Since School District 4J and 19 students are bused from Glenwood to schools within these respective districts, it is not anticipated that there will be a need for additional public schools during the planning period. Both the proposed Glenwood Refinement Plan, Land Use and Built Form Chapter and the proposed Glenwood Riverfront Mixed-Use Plan District (specifically Section 3.4-250) makes accommodation for the siting of hospitals, civic buildings such as fire stations, recreational uses by way of the linear park/multi-use path and the park blocks in addition to the public facilities necessary to serve these uses.

"(6) Compatibility. Cities and counties are strongly encouraged to manage encroachment and intrusion of uses incompatible with industrial and other employment uses. Strategies for managing encroachment and intrusion of incompatible uses include, but are not limited to, transition areas around uses having negative impacts on surrounding areas, design criteria, district designation, and limiting non-essential uses within districts."

The proposed Glenwood Refinement Plan Land Use and Built Form Chapter establishes, designates and zones four Subareas that will regulate permitted uses. All subareas are subject to design standards that allow compatible secondary supporting uses. Subarea A, Residential Mixed-Use, provides high density residential uses with a minimum density of 50 dwelling units per net acre as the primary use. Glenwood Phase 1 is designating 234.02 acres for employment land as follows: Subarea B, Commercial Mixed-Use, provides a mix of employment commercial uses such as hotels and conference centers as primary uses. Subarea C, Office Mixed-Use provides office employment mixed use and integrated hospitality uses as primary uses. Subarea D, Employment Mixed-Use provides office employment use and light industrial manufacturing uses, as well as siting for a possible future hospital. The proposed Glenwood Riverfront Mixed-Use Plan District Section 3.4-255 specifically prohibits auto/truck related uses including drive through facilities in all Subareas. The proposed Glenwood Riverfront Mixed-Use Plan District establishes public and private development standards (Section 3.4-270, especially the landscaping standards) and building design standards (Section 3.4-275) that will address use impacts on abutting properties. The specific impacts will be addressed during the Master Plan Review and/or the Site Plan Review process.

"(8) Uses with Special Siting Characteristics. Cities and counties that adopt objectives or policies providing for uses with special site needs must adopt policies and land use regulations providing for those special site needs. Special site needs include, but are not limited to large acreage sites, special site configurations, direct access to transportation facilities, prime industrial lands, sensitivity to adjacent land uses, or coastal shoreland sites designated as suited for water-dependent use under Goal 17. Policies and land use regulations for these uses must: (a) Identify sites suitable for the proposed use; (b) Protect sites suitable for the proposed use by limiting land divisions and permissible uses and activities that interfere with development of the site for the intended use; and (c) Where necessary, protect a site for the intended use by including measures that either prevent or appropriately restrict incompatible uses on adjacent and nearby lands.

By redesignating and rezoning Subareas A-D as stated above, identified sites will be suitable for the appropriate use, and incompatible uses will not be permitted.

The proposed Glenwood Refinement Plan Housing and Economic Development Chapter, Economic Development Section states: *"Nearly all parcels in the Glenwood Riverfront are classified in the CIBL as vacant or potentially redevelopable industrial, commercial, and mixed-use sites. The proposed plan designations for the Glenwood Riverfront, as described in the Land Use and Built Form Chapter, will result in vacant and redevelopable parcels in the Glenwood Riverfront contributing to Springfield's commercial and industrial buildable lands supply…. There is a citywide deficit of industrial parcels greater than 20 acres, and there is a deficit of commercial and mixed-use parcels greater than 1 acre. Therefore, parcels sized in these categories must be maintained or increased (through parcel consolidation) to preserve the commercial and industrial land supply."* The limitation on land divisions is necessary to protect commercial and industrial land of both small and large (20 or more acres, for example the Wildish property) acreages as specified in CIBL. The Glenwood Riverfront Mixed-Use Plan District, Section 3.4-215B.2. prohibits land divisions on lots/parcels less than 5 acres or more than 20 until either Final Site Plan Review or Final Master Plan approval has been granted by the City.

There are no uses proposed for Glenwood Phase 1 that require special siting characteristics. The proposed Glenwood Riverfront Mixed-Use Plan District establishes public and private development standards (Section 3.4-270, especially the landscaping standards) and building design standards (Section 3.4-275) that will address use impacts on abutting properties. The specific impacts will be addressed during the Master Plan Review and/or the Site Plan Review process.

Conclusion

Glenwood Phase 1 is consistent with Statewide Planning Goal 9 because Plan implementation will designate land for a mix of commercial and employment uses to provide a short-term supply of land with redevelopment potential for Commercial Mixed-Use (Subarea B) Office Mixed-Use (Subarea C) and Employment Mixed Use (Subarea D) designation and zones that allow uses in Glenwood Phase 1 consistent with the findings in the CIBL and the requirements of Statewide Planning Goal 9.

STATEWIDE PLANNING GOAL 10 HOUSING (See also applicable Metro Plan policies A.2, 4, 7, 10-12, 14, 15, 17-19, 22 – 25 and, 37 beginning on Page 90 of this report)

"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. Oregon Administrative Rule 660 Division 8 defines standards for compliance with Goal 10. "***Sufficient 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. The local buildable lands inventory must document the amount of buildable land in each residential plan designation."***

- 1999 - The Eugene-Springfield Residential Lands Study (RLS) was completed.
- 2010/11 - The Springfield Residential Land and Housing Needs Analysis (RLHNA) adopted by Council resolution.

In 2007, the Oregon Legislature required Eugene and Springfield to establish separate urban growth boundaries (UGB) that included separate 20 year residential lands inventories for each city. In response to House Bill 3337, Springfield conducted a study to determine the City's housing needs for 2010-2030 and to evaluate the sufficiency of land available for residential uses within Springfield's UGB. The Springfield Residential Land and Housing Needs Analysis (RLHNA) was adopted by the City Council by Resolution 09-54 on December 7, 2009. The RLHNA along with the Springfield 2030 Refinement Plan's Residential Land Use and Housing Element was adopted by City Council Ordinance 6268 on June 20, 2011 and by Lane County Board of Commissioners Ordinance PA1274 on June 6, 2011.

The RLHNA states: *"The last step in the analysis is to add in public and semi-public land needs. Table S-5 shows the reconciliation of land need and supply. The results show that Springfield has an overall surplus of residential land, but has deficits in the High-Density Residential and Parks and Open Space categories.*

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

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

Source: ECONorthwest

The results lead to the following findings:

- *The Low Density Residential designation has a surplus of approximately 378 gross acres.*
- *The Medium Density Residential designation has a surplus of approximately 76 gross acres.*
- *The High Density Residential designation has a deficit of approximately 28 gross acres. At a minimum, the City will meet the deficit of 411 dwellings (21 acres) through its redevelopment strategies in Downtown and Glenwood. The additional seven acres of public/semi-public land is intended to provide public open space for the higher density development, as well as any needed public facilities. This need could potentially be met through a variety of approaches—from designating seven additional acres high-density residential to ensuring that land designated park and open space is provided adjacent to high density residential developments.*
- *The Parks and Open Space designation has a deficit of 300 acres. This need does not imply that the City should expand the UGB for parks and open space. The City has a surplus of buildable lands in the low and medium density residential plan designations that can provide land for future parks within those designations, consistent with the objectives of the adopted Park and Recreation Comprehensive Plan. A portion of the parks and open space need can also be met on residentially designated land that has constraints and therefore is not counted as buildable acres (e.g., ridgeline trail systems). Since no surplus of land designated for high density residential uses exists, the 21-acre high density residential plan designation deficit has been increased by seven (7) acres to provide parkland immediately adjacent to the proposed high density residential district.*
- *Government and employment land needs will be met through existing lands or land needs identified in the Springfield Economic Opportunities Analysis." (Ref. pp. iv-v)*

The proposed Glenwood Refinement Plan Land Use and Built Form Chapter introduces the discussion regarding the deficit of 28 gross acres for high-density residential uses and associated public/semi-public land intended to provide public open space for the higher density development, as well as any needed supporting public facilities.

The proposed Glenwood Refinement Plan Housing and Economic Development Chapter, Introduction, discusses the High Density Residential and parks and open space deficits by stating: *"As described in the Land Use Chapter, the adopted Springfield RLHNA identified a deficit of 28 gross acres for high-density residential uses and associated public/semi-public land intended to provide public open space for the higher density development, as well as any needed supporting public facilities. To address this deficit, Implementation Action 2.1 in the Springfield 2030 Residential Land Use and Housing Element directs the City Council to re-designate at least 28 additional gross buildable acres as part of Glenwood Phase I (seven acres of which are intended to provide public open space for the higher density development, as well as any needed supporting public facilities). Implementation Action 2.2 directs Springfield to support development of additional high-density residential uses adjacent to commercial and employment areas. The Land Use Chapter therefore directs the designation of 33.26 gross acres with a minimum density of 50 net dwelling units per acre in the Glenwood Riverfront as Residential Mixed-Use to provide housing choice for Springfield residents and ensure that Springfield's high-density housing needs can be met through annexation and redevelopment, consistent with Springfield's adopted housing policies. The Housing Section of this Chapter contains additional policies intended to: enhance the progress of high-*

density residential development; facilitate the development neighborhood where residents from a range of economic levels, household sizes, and ages can choose to live; address the impact of redevelopment on existing manufactured home park residents; and support the preservation, rehabilitation, and maintenance of existing housing to safe and sanitary standards over the Plan period." Housing type includes:

The proposed Glenwood Refinement Plan Open Space Chapter, Neighborhood Urban Park Section, also supports fulfilling the open space deficit by stating: *"In addition, Springfield's Residential Land and Housing Needs Analysis directs the designation of at least seven gross acres of high-density residential land for public/semi-public uses to support a minimum of 21 needed gross acres of land designated for high-density residential uses in the Glenwood Riverfront. This public/semi-public land allocation will provide public open space for the higher density development and regional/metropolitan open space needs, as well as any needed public/semi-public facilities, including, but not limited to, local and state government facilities, schools, hospitals, and non-profit organizations."*

The proposed Glenwood Refinement Plan Land Use and Built Form, Housing and Economic Development and Open Space Chapters contain policies and implementation strategies and the proposed Glenwood Riverfront Mixed-Use Plan District contains development and building design standards to implement resolution of the High Density Residential and Parks and Open Space designation deficits.

In response to the Goal 10 reference cited above, Glenwood Phase 1 will result in the following redesignated land use designations:

In Subarea A, 9.73 acres of land currently designated Light Medium Industrial and 23.52 acres of land designated Mixed Use/Nodal will be redesignated Residential Mixed-Use/Nodal for a total of 33.26 acres as described above. The redesignated land in Glenwood Phase 1 will meet the High Density Residential deficit identified in the RLHNA.

As part of the Glenwood Phase 1 adoption process, in Subarea D, 16.96 acres of land currently designated Low Density Residential will be redesignated Employment Mixed-Use. This situation will not detrimentally affect the Low Density Residential inventory, which has a surplus of 378 gross acres.

There are a number of applicable Oregon Administrative Rules (OARs) that must also be addressed concurrently with Goal 10.

OAR 660-008-0010 Allocation of Buildable Land

"The mix and density of needed housing is determined in the housing needs projection. Sufficient 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. The local buildable lands inventory must document the amount of buildable land in each residential plan designation."

The RLHNA applies City-wide and documents the amount of buildable land in each of the three primary residential land use designations in Springfield identified in Table S-5, above. The RLHNA has demonstrated that there is a surplus of Low Density Residential (1 through 10 dwelling units per gross acre) and Medium Density (10 through 20 dwelling units per gross acre) designated land; but identified a deficit of 28 gross acres of land designated High Density Residential (over 20 dwelling units per gross acre) and Public Open Space and Parks. The City Council has directed staff to plan for and rely on a

redevelopment strategy in the Glenwood Riverfront to address that deficit. In order to accomplish this strategy, Glenwood Phase I, specifically the proposed Glenwood Refinement Plan Land Use and Building Form Chapter and the proposed Glenwood Riverfront Mixed-Use Plan District will redesignate and rezone 33.26 gross acres to Residential Mixed-Use, with a minimum density of 50 dwelling units per net acre in Subarea A. Seven of these gross acres are intended to provide public open space (the portion of the multi-use path in Subarea A and the park blocks), as well as any needed supporting public facilities.

Before OAR 660-008-0015, Clear and Objective Approval Standards Required, can be addressed, one must define "Needed Housing", which is defined in ORS 197.303 **a**s follows: ***"… On and after the beginning of the first periodic review of a local government's acknowledged comprehensive plan, 'needed housing' also means:***

"(a) Housing that includes, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy;"

The Springfield Development Code, Section 3.2-200, currently allows attached and single-family detached and multiple family housing for both owner and renter occupancy. As stated above, the RLHNA found a surplus of LDR and MDR designated land in Springfield, but a deficit of HDR designated land.

"(b) Government assisted housing;"

The SDC does not differentiate government assisted housing from permitted housing types. Springfield's Housing and Community Development Division does provide financial assistance to qualified low income persons through a number of programs and the SDC Section 2.1-135C. provides fee waivers for non-profit affordable housing providers. A proposed Glenwood Refinement Plan policy and implementation strategy contained in the Housing and Economic Development Chapter specifically states: *"Continue existing programs designed to help improve the housing stock through Federal housing and community development programs and tax increment funded programs. "*

"***(c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490; and"***

SDC Sections 3.2-210 and 3.2-235 permit mobile home and manufactured dwelling parks in the LDR and MDR zoning districts throughout Springfield.

The proposed Glenwood Refinement Plan Housing and Economic Development Chapter states: *"At the time the GRP was originally prepared, over 60% of Glenwood's housing stock was comprised of travel trailers, mobile homes, and other manufactured dwelling units, many of which are located in Glenwood Phase 1. Given the age, variety, and quality of these types of units, manufactured home park owners in the Glenwood Riverfront will face increased pressure to redevelop their land for more valuable mixed uses. Further, most of the manufactured home parks in the Glenwood Riverfront are served by aging and marginal onsite septic systems. As these systems fail, owners will face considerable expense to annex and connect to the public wastewater system. These costs may factor into owners' decisions to close existing manufactured home parks. Most existing manufactured home parks in the Glenwood Riverfront are now pre-existing non-conforming uses, either by zoning, plan designation, or both. These mobile homes may remain as pre-existing non-conforming uses until such time the properties are redeveloped."*

The proposed Glenwood Refinement Plan Housing and Economic Development Chapter contains policies and implementation strategies and the proposed Glenwood Riverfront Mixed-Use Plan District contains development standards to address the mobile/manufactured home/dwelling topic.

"(d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions…."

SDC Section 3.2-210, currently allows manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions. However, the vast majority of manufactured dwellings in Glenwood Phase 1 are within parks, as discussed above. As development/redevelopment occurs in Glenwood Phase 1, these parks will be phased out. The only residential development proposed in Glenwood Phase 1 is High Density Residential which addresses the RLHNA deficits previously discussed.

660-008-0015 Clear and Objective Approval Standards Required

"Local approval standards, special conditions and procedures regulating the development of needed housing must be clear and objective, and must not have the effect, either of themselves or cumulatively, of discouraging needed housing through unreasonable cost or delay."

As part of Glenwood Phase 1, the proposed Glenwood Riverfront Mixed-Use Plan District contains specific public and private development (Section 3.4-270) and building design (Section 3.4-275) standards for this area.

Public and private development standards include: public streets, alleys and sidewalks; lighting; bicycle facilities; the multi-use path; private property landscape standards; vehicle/bicycle parking and loading standards; wastewater facilities and services; stormwater facilities and services; public park and open space; location of transit stops; signs; light manufacturing operational performance standards; and historic and cultural resources.
Building design standards include: facades; height; massing/building articulation; windows and doors; orientation/entrances; build-to lines and maximum setbacks; pedestrian amenities; screening mechanical equipment; storage standards for residential mixed-use development; and parking standard design standards.
Both sets of standards contain either specific numeric standards or refer to other SDC Sections and/or the Springfield Engineering Design Standards and Procedures Manual (which is adopted by Council resolution).

The proposed Glenwood Riverfront Mixed-Use Plan District (Section 3.4-230) provides for minor and major modifications to Glenwood Refinement Plan Implementation Strategies that do not require a Glenwood Refinement Plan amendment.

The proposed Glenwood Riverfront Mixed-Use Plan District (Section 3.4-235) allows for design standards alternatives/exemptions from design standards. This process also allows for an alternative Type III review process.

In addition, the following housing development cost savings measures are contained in the proposed Glenwood Riverfront Mixed-Use Plan District: alternative landscape irrigation options; a reduction in the number or required parking spaces by utilizing parking maximums and the provision of a list of

options to help meet these maximums including allowing a legally-binding shared-parking agreement, on-street parking credits, unbundled parking and car sharing; utilization of Low Impact Development Approach (LIDA) for stormwater management that may have lower construction costs than conventional stormwater treatment infrastructure; and allowing 4 or 5 over 1 construction to meet the minimum High Density Residential density is a project cost incentive for developers.

Finally, the proposed Glenwood Refinement Plan Housing and Economic Development Chapter, New Housing Development Section, contains several policies and implementations strategies to support the development of new high-density housing units, including affordable housing units as funding becomes available from a number of sources.

660-008-0020 Specific Plan Designations Required

"(1) Plan designations that allow or require residential uses shall be assigned to all buildable land. Such designations may allow nonresidential uses as well as residential uses. Such designations may be considered to be "residential plan designations" for the purposes of this division. The plan designations assigned to buildable land shall be specific so as to accommodate the varying housing types and densities identified in the local housing needs projection."

In Springfield, the LDR, MDR and HDR plan designations have been addressed in the adopted RLHNA. In Glenwood Phase 1, no LDR or MDR designations are recommended. However, proposed Subarea A will address the HDR deficit stated in the RLHNA.

The proposed Glenwood Refinement Plan Land Use and Built Form Chapter, Land Use Designation, Zoning & Subareas Section states: *"Residential Mixed-Use is established where the intended primary use is high-density residential. However, to increase the development of housing opportunities in close proximity to supporting commercial or civic uses needed by residents, limited small scale retail, office, and service uses are intended as secondary uses if developed as an integral part of the residential development."* The Residential Mixed-Use designation is applicable to Subarea A.

The proposed Glenwood Refinement Plan Land Use and Built Form Chapter, Land Use Designation, Zoning & Subareas Section continues: *"Subarea A includes just over 33 acres of land in the core of the Franklin Riverfront and is bounded on the north by the Willamette River, on the south by Franklin Boulevard, on the west by a future northerly extension of Henderson Avenue, and on the east by a future northerly extension of McVay Highway. Public infrastructure, as well as the required 75-foot Willamette River riparian setback, reduce the developable acreage of Subarea A by 32.5% (13.9% streets, 10.5% neighborhood park blocks, 8.1% riparian setback and riverfront linear park). This figure conforms to the approximately 32% of residentially-designated land made available by the Metro Plan for auxiliary uses, such as streets, neighborhood parks, and other public facilities....Subarea A is intended for the development of an urban high-density residential mixed-use neighborhood to:*

- *capitalize on the proximity of transit stations serving a high frequency transit corridor and existing and future job centers;*
- *take advantage of riverfront views and unique development opportunities;*
- *provide additional housing choices for area residents;*

- *support the high level of public investment in infrastructure that has occurred or is planned in the Franklin Riverfront; and*
- *help meet an identified deficiency in high density residential land in Springfield.*

Residential uses at densities of at least 50 dwelling units per net acre are required as a primary use for all new development and redevelopment in Subarea A… [No maximum densities are proposed and no maximum height limitations outside of the Willamette Greenway boundary are proposed]…. *Residential buildings at these density levels encourage development in a compact, urban form and are typically four to six stories in height. The most common occupancy types at these densities are multi-family apartment rentals and condominiums, but senior/congregate living facilities and other attached dwelling types are permitted. Glenwood Phase I encourages developers in Subarea A to provide a variety of unit sizes and occupancy opportunities to enable residents from a wide range of economic levels, household sizes, and ages to live in this subarea. At full build out at this minimum level of density, the roughly 22 net developable acres in Subarea A would include approximately 1,100 additional high-density dwelling units to Springfield's housing stock. Subarea A provides the capacity, however, for at least twice that number of dwelling units….The types of commercial uses allowed in Subarea A are those that generate foot traffic and have few external adverse impacts on residential life. The permitted uses include: retail sales and services; eating and drinking establishments; personal services; and professional, scientific, and technical services. However, auto- or truck-oriented/dependent commercial uses are not consistent with the intent of pedestrian and transit-oriented development and, in some instances, may actually conflict with safe and convenient movement of pedestrians and bicycles. Uses not permitted nor intended for Subarea A include, but are not limited to: auto/truck sales, rentals, or services; auto/truck washes; drive-through facilities; and auto/truck part sales or services…* Subarea A also includes interlocking Park Blocks to provide for open space amenities necessary for a livable urban high-density residential neighborhood and an urban riparian corridor that protects an important natural resource and provides for unique stormwater management and regional-serving open space opportunities."

The housing types permitted in the Residential Mixed Use designation/zone are: apartments, dormitories, lofts, rowhouses, senior/congregate care facilities, townhouses and live/work units as specified in Section 3.4-250 of the proposed Glenwood Riverfront Mixed-Use Plan District.

"(2) A local government may defer the assignment of specific residential plan designations only when the following conditions have been met:
(a) Uncertainties concerning the funding, location and timing of public facilities have been identified in the local comprehensive plan;
(b) The decision not to assign specific residential plan designations is specifically related to identified public facilities constraints and is so justified in the plan; and
(c) The plan includes a time-specific strategy for resolution of identified public facilities uncertainties and a policy commitment to assign specific residential plan designations when identified public facilities uncertainties are resolved."

Glenwood Phase 1 includes a concurrent application to redesignate land to Residential Mixed-Use in Subarea A to meet a High Density Residential deficiency discussed in the RLHNA. No deferral is being requested by the City.

660-008-0025 The Rezoning Process

A local government may defer rezoning of land within an urban growth boundary to maximum planned residential density provided that the process for future rezoning is reasonably justified. If such is the case, then:
(1) The plan shall contain a justification for the rezoning process and policies which explain how this process will be used to provide for needed housing.
(2) Standards and procedures governing the process for future rezoning shall be based on the rezoning justification and policy statement, and must be clear and objective.

Glenwood Phase 1 includes a concurrent application to rezone land to Residential Mixed-Use in Subarea A to meet a High Density Residential deficiency discussed in the RLHNA. No deferral is being requested by the City.

660-008-0030 Regional Coordination

"(1) Each local government shall consider the needs of the relevant region in arriving at a fair allocation of housing types and densities.
(2) The local coordination body shall be responsible for ensuring that the regional housing impacts of restrictive or expansive local government programs are considered. The local coordination body shall ensure that needed housing is provided for on a regional basis through coordinated comprehensive plans."

In 2007, the Oregon Legislature required Eugene and Springfield to establish separate urban growth boundaries (UGB) that included separate 20 year residential lands inventories for both Eugene and Springfield. In response to House Bill 3337, Springfield conducted a study to determine the City's housing needs for 2010-2030 and to evaluate the sufficiency of land available for residential uses within Springfield's UGB. The Springfield Residential Land and Housing Needs Analysis (RLHNA) was adopted by the City Council and Lane County in 2011 and is the basis for the rationale for the High Density Residential need that Glenwood Phase 1 addresses. Glenwood Phase 1 will be co-adopted by Lane County. Eugene was sent a referral letter on September 1, 2011 in compliance with SDC Section 5.14-125.

660-008-0035 Substantive Standards for Taking a Goal 2, Part II Exception Pursuant to ORS 197.303(3)

"(1) A local government may satisfy the substantive standards for exceptions contained in Goal 2, Part II, upon a demonstration in the local housing needs projection, supported by compelling reasons and facts, that:
(a) The needed housing type is being provided for elsewhere in the region in sufficient numbers to meet regional needs;
(b) Sufficient buildable land has been allocated within the local jurisdiction for other types of housing which can meet the need for shelter at the particular price ranges and rent levels that would have been met by the excluded housing type; and
(c) The decision to substitute other housing types for the excluded needed housing type furthers the policies and objectives of the local comprehensive plan, and has been coordinated with other affected units of government.

(2) The substantive standards listed in section (1) of this rule shall apply to the ORS 197.303(3) exceptions process in lieu of the substantive standards in Goal 2, Part II. The standards listed in section (1) of this rule shall not apply to the exceptions process authorized by OAR 660-007-0360."

The RLHNA has been adopted by City Council and Lane County Ordinance. The adoption of Glenwood Phase 1 will not necessitate the need for a Goal 2 exception. Therefore OAR 660-008-0030 does not apply.

660-008-0040 Restrictions on Housing Tenure

"Any local government that restricts the construction of either rental or owner occupied housing on or after its first periodic review shall include a determination of housing need according to tenure as part of the local housing needs projection."

The RLHNA has been adopted by City Council Ordinance. As stated previously, the SDC currently has three primary residential designations; Low Density Residential, Medium Density Residential and High Density Residential. The SDC does not restrict the construction of either rental or owner occupied housing. The adoption of Glenwood Phase 1 will also not restrict the construction of either rental or owner occupied housing. Therefore OAR 660-008-0040 does not apply.

Conclusion

Glenwood Phase 1 complies with Goal 10 because it addresses the deficiency of land designated High Density Residential as discussed in the RLHNA and the clear and objective standards, with an alternative Type III review track are proposed do not have the effect, either of themselves or cumulatively, of discouraging needed housing through unreasonable cost or delay.

STATEWIDE PLANNING GOAL 11 (See also applicable Metro Plan policies G.1-2, 5-7, 10, 14-15 and 17-19 beginning on Page 121 of this report)

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

In order to comply with Goal 11, Springfield has adopted the following documents:

- The Eugene-Springfield Metropolitan Area General Plan, revised 2004
- The Eugene-Springfield Metropolitan Area Public Facilities and Services Plan, 2001
- The Eugene-Springfield Metropolitan Area TransPlan
- The Springfield Stormwater Management Plan, November 2008
- The Springfield Stormwater Facilities Master Plan, October 2008
- The Springfield Wastewater Master Plan, June 2008
- The Springfield Conceptual Road Network Map, updated July, 2005
- The Springfield Drinking Water Protection Plan, adopted May, 1999

- The Springfield Development Code, September 2007
- The Springfield Engineering Design Standards and Procedures Manual, 2002, as amended
- The Springfield 2012-16 Capital Improvement Plan

660-011-0000 Purpose

"The purpose of this division is to aid in achieving the requirements of Goal 11, Public Facilities and Services, OAR 660-015-0000(11), interpret Goal 11 requirements regarding public facilities and services on rural lands, and implement ORS 197.712(2)(e), which requires that 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 purpose of the plan is to help assure that urban development in such urban growth boundaries is guided and supported by types and levels of urban facilities and services appropriate for the needs and requirements of the urban areas to be serviced, and that those facilities and services are provided in a timely, orderly and efficient arrangement, as required by Goal 11. The division contains definitions relating to a public facility plan, procedures and standards for developing, adopting, and amending such a plan, the date for submittal of the plan to the Commission and standards for Department review of the plan."

OAR 660-011-0005(1) defines ***"Public Facility"*** to include: " …***water, wastewater, sanitary sewer, and transportation facilities. …"***

However, both the Metro Plan and the proposed Glenwood Refinement Plan Public Facilities and Services Chapter, the Open Space Chapter, the Financing Public Infrastructure and Transportation Chapters address the provision of these and several other public facilities and services in Springfield, including Glenwood. The Eugene-Springfield Metropolitan Public Services and Facilities Plan (PFSP), which has been acknowledged by DLCD, is a refinement plan of the Metro Plan that guides the provision of public infrastructure, including water, wastewater, storm water management, electricity, schools and solid waste management within Springfield's Urban Growth Boundary.

All of Glenwood Phase 1 is located within Springfield's Urban Growth Boundary; some properties have already been annexed to Springfield. Prior to development of any property outside of Springfield's city limits, property owners must execute an annexation agreement, which will stipulate responsibilities for provision of public services prior to annexation. Upon annexation, the following public facilities and services that are required under Goal 11 can be provided to properties within Glenwood Phase 1[8]:

<u>Transportation (See also Goal 12 Transportation)</u>
Franklin Boulevard and McVay Highway are the two arterial streets serving Glenwood Phase 1. These streets are listed in both TransPlan and the Springfield CIP as future projects. Objectives from the proposed Glenwood Refinement Plan Transportation Chapter are cited regarding these two streets and also the local street grid north of Franklin Boulevard and the riverfront multi-use path.

Franklin Boulevard
"Re-design and re-construct Franklin Boulevard as a multimodal 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."

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[8] The provision of additional public facilities required by the Metro Plan will be discussed in staff's response to those specific policies.

Local Street Network
"Establish a grid block pattern of streets to support redevelopment of the Franklin Riverfront that provides multi-modal internal circulation, disperses traffic, facilitates walking and biking, orients development to a public realm, and enables clear and direct physical and visual routes between Franklin Boulevard and the riverfront".

McVay Highway
"Re-design and re-construct McVay Highway as a multimodal transportation facility to support redevelopment in Glenwood as envisioned in the Land Use Chapter while also providing an improved arterial connection between Springfield, Eugene, and Interstate 5."

Riverfront Multi-Use Path
"Develop a multi-use path along the Willamette River in Glenwood from I-5 to the southern tip of Springfield's Urban Growth Boundary so that the multi-use path strengthens physical and visual connections to the river and supports recreational uses and bicycle/pedestrian commuters along the riverfront."

Water Facilities and Services
"The water system in the Glenwood Riverfront is … fed from an intertie with SUB's west distribution system located at the east end of the South A Street Bridge…. Personnel from the GWD and SUB have reported that existing pipe sections removed from the water system during water improvement construction projects show existing pipe to be in relatively good hydraulic condition. Additional large diameter water mains are planned as development occurs that requires the additional capacity."

Public Wastewater System
"The Springfield Wastewater Master Plan states that adequate wastewater capacity will be available in Glenwood with the completion of the backbone system, including: upgrades to the Glenwood Pump Station; upgrades to, or decommissioning of, the Nugget Way Pump Station; and the extension of the Glenwood Trunk Sewer…."

Public Stormwater System
"The Springfield Stormwater Facility Master Plan adopted in 2008, identifies Glenwood as the highest priority area for stormwater infrastructure improvements…. The existing public stormwater facility serving Franklin Boulevard is an undersized system. Current plans call for replacement by a minimally sized system for the future Multi-Way Boulevard that utilizes LIDA to minimize and infiltrate most runoff. Where capacity is available, Springfield will utilize this system to accept treated stormwater overflows from adjacent development for large rainfall events, but not runoff from regularly occurring rainfall events which should be addressed on each development site."

Finally, the proposed Glenwood Refinement Plan Financing Public Infrastructure Chapter lists a number of capital financing resources that may be utilized to accommodate the needed Glenwood Phase 1 public facilities.

Conclusion

Glenwood Phase 1 complies with Goal 11 because existing public facilities and services either have the capacity to serve future development in Glenwood Phase 1 or future public facilities can be provided in a timely, orderly, and efficient manner.

STATEWIDE PLANNING GOAL 12 TRANSPORTATION (See also applicable Metro Plan policies F.1, 3, 4, 7-8, 10- 11, 13-14, 17-20, 22-24, 26-29 and 37 beginning on Page 113 of this report)

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

Findings

OVERVIEW

The two arterials serving the Glenwood Riverfront are Franklin Boulevard and McVay Highway; both streets are part of the Oregon highway system. Specific details regarding future improvements to these streets are contained in the proposed Glenwood Refinement Plan Transportation Chapter. There are a number of State regional and local transportation regulations currently in place or proposed to be amended. These regulations are listed below:

STATE TRANSPORTATION REGULATIONS

Transportation Planning Rule (TPR) and Oregon Administrative Rule (OAR) 660, Division 12
LCDC and ODOT adopted the TPR and OAR 660, Division 12 in 1991 in order to implement Goal 12. Since then, it has been amended in May and September 1995, and March 2005. Because Springfield's population is greater than 2,500, the TPR requires the City to prepare and adopt a Transportation System Plan (TSP). To date, this requirement has been met through the local and regionally adopted TransPlan. However, Springfield has begun a TSP Update that will focus solely on Springfield's jurisdiction, providing better local transportation system guidance for Springfield and its citizens. The TSP will support the Metro Plan and its identified land uses.

Oregon Transportation Plan (OTP)
The OTP is the state's long-range multimodal transportation plan. The OTP is the overarching policy document among a series of plans that together form the state transportation system plan. The OTP considers all modes of Oregon's transportation system as a single system and addresses the future needs of Oregon's airports, bicycle and pedestrian facilities, highways and roadways, pipelines, ports and waterway facilities, public transportation, and railroads through 2030. It assesses state, regional, and local public and private transportation facilities. The OTP establishes goals, policies, strategies and initiatives that address the core challenges and opportunities facing Oregon. The Plan provides the framework for prioritizing transportation improvements based on varied future revenue conditions, but it does not identify specific projects for development. The new OTP, adopted September 20, 2006, supersedes the 1992 Plan.

Oregon Highway Plan
The 1999 Oregon Highway Plan is a modal element of the Oregon Transportation Plan. It further refines the goals and policies of the Oregon Transportation Plan, focusing on the highway system.

Oregon Bicycle and Pedestrian Plan
The 1995 Oregon Bicycle and Pedestrian Plan serves as the modal element of the OTP. It provides guidance to cities in establishing facilities on local transportation systems and contains standards used on state highway projects. The goal of the Plan is the provision of safe and

accessible bicycling and walking facilities for the purposes of encouraging increased levels of bicycling and walking. The Plan provides actions that will assist local jurisdictions in understanding the principles and policies that ODOT follows in providing bike and walkways along state highways.

Statewide Transportation Improvement Program (STIP) 2010-2013

Oregon's STIP is a four year document targeting multimodal transportation improvements statewide. The existing 2010-2013 STIP is currently in draft form. The STIP serves as the State's four year transportation capital improvement program. It identifies funding and scheduling for regionally significant transportation projects and programs and/ or for projects which use federal funding. It includes local, regional, state and federal projects. The following Glenwood Phase 1 project is on the STIP:

- South Bank Path Extension - Springfield Viaduct: As part of the new I-5 Willamette River Bridge Project, this project will provide bicycle and pedestrian access along the south bank of the Willamette river, linking Eugene and Springfield – Key 16760.
- Franklin Boulevard from the I-5 Bridges to McVay Highway – NEPA Analysis – Key 17217.

Oregon Public Transportation Plan

The Oregon Public Transportation Plan is an element of the OTP. Its primary purpose is to outline transit, rideshare and transportation demand management services. The Plan describes the "Public Transportation System of 2015," which explains a three-level process for plan implementation. It provides guidance for level of service standards and planning assumptions. Springfield is coordinating directly with LTD on its Long Range Transit Plan. LTD provides public transit for the region. Springfield will participate fully in LTD's planning process by serving as representatives on its Technical Advisory Committee(TAC). In addition, LTD has representatives serving on several Springfield TACs, including Glenwood Phase 1, to help coordinate public transit interests into the planning process. The Springfield TSP will incorporate all relevant aspects of this plan.

<u>REGIONAL TRANSPORTATION REGULATIONS</u>

Central Lane MPO Regional Transportation System Plan (RTP) 2007

The Central Lane MPO RTP meets federal guidelines for the area and guides regional transportation system planning and development. The RTP currently has a planning horizon that goes beyond the planning horizons of the Metro Plan and TransPlan. The RTP is updated every four years. Springfield's TSP Update must be consistent with the most currently updated RTP. The RTP is supportive of a number of Glenwood Phase 1 transportation/land use policies:

- Nodal Development;
- Transit-Supportive Land Use Patterns;
- Multi-Modal Improvements in New Development;
- Transportation Demand Management Policies;
- Transportation System Improvements;
- Roadway Policies;
- Transit Policies;
- Bicycle Policies;
- Pedestrian Policies; and

- Other Modes Policies, such as rail

Glenwood Phase 1 addresses all of these topics both in the Glenwood Refinement Plan and in the Glenwood Riverfront Mixed-Use Plan District.

Lane County Transportation System Plan (LCTSP) -2004
The 2004 LCTSP is an update to the County's 1980 Transportation Plan. The County TSP is a 20-year planning document used to guide the County's transportation system. The LCTSP is consistent with the County Comprehensive Plan and currently adopted local TSPs (i.e. TransPlan). The LCTSP relies on TransPlan to address urban transportation systems within the UGB. County roads within the UGB must comply with the County TSP. Of note for Glenwood Phase 1 is Policy 1-h which states: ***"City standards shall apply to County Roads functionally classified as local roads within urban growth boundaries. In the absence of City standards, the County's road design standards shall apply."*** Springfield currently has street standards that are applicable within the City's UGB and these standards will be applicable to Glenwood Phase 1. Note: All development/redevelopment in Glenwood Phase 1 will require connection to sanitary sewer, which, in turn, will require annexation to Springfield. As part of Glenwood Phase 1, the Springfield Engineering Design Standards and Procedures Manual will be concurrently amended to include specific street design standards for Glenwood.

Eugene-Springfield Metropolitan Area General Plan (Metro Plan) - 2004
The Metro Plan serves as the Comprehensive Plan for both Eugene and Springfield. The 2004 Metro Plan is the third update of the 1990 Plan (c. 1968). The Metro Plan serves as Eugene, Springfield and metropolitan Lane County's long range policy document, guiding land use for all three jurisdictions within the Plan's boundaries. The Metro Plan addresses all applicable statewide planning goals either in the Plan itself, or through supporting facility or master plans such as local TSPs, parks plans, etc. In order to comply with State regulations, the Metro Plan provides a 20-year land supply. However, as part of compliance with HB 3337, Springfield has established its own UGB (June 20, 2011) and ultimately a separate, Springfield-wide 2030 Refinement Plan to the Metro Plan will be adopted. Applicable Metro Plan policies will be addressed elsewhere in this report.

The Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan) - 2002
TransPlan is the transportation element of the Eugene-Springfield Metropolitan Area General Plan. While adopted as a refinement to Metro Plan, and therefore technically a land use plan, TransPlan is also intended as a system plan that guides local and regional transportation system planning and development in the Eugene-Springfield metropolitan area. TransPlan also serves as the City's facilities plan (transportation system plan, or TSP) for identifying projects needed to meet the transportation demand of residents over a 20-year planning horizon while addressing transportation issues and making changes that can contribute to improvements in the region's quality of life and economic vitality. In addition to roadway facilities, TransPlan also calls for significant increases in the amount and convenience of transit service, increases in the amount of bikeways and sidewalks, and an expansion of the existing program of transportation demand management (TDM) travel incentives. Because TransPlan is currently serving as the locally adopted TSP for Springfield, all of its policies will be addressed as part of the Springfield TSP update. Applicable TransPlan policies will be addressed elsewhere in this report.

LOCAL TRANSPORTATION REGULATIONS

Springfield Bicycle Master Plan
The Springfield Bicycle Master Plan references other relevant local, state and federal policies, but does not specifically create new policies. It does reference action items towards meeting TransPlan goals and objectives.

Willamalane Parks and Recreation Comprehensive (Comp) Plan - 2004
The Willamalane Comp Plan was adopted by the Willamalane Board of Directors, the Springfield City Council, and the Lane County Board of Commissioners in 2004, as an updated element of the Metro Plan. The Willamalane Comp Plan is discussed under Goal 8, Parks, but there are certain elements of that plan that are applicable to Goal 12. The following Willamalane Comp Plan action items are found to be relevant to Glenwood Phase 1:

"A51. Develop linear parks and trails that preserve open space and provide opportunities for trail-oriented activities, such as walking, running, biking, skating, etc. Linear parks also may provide neighborhood recreation facilities when adequate space is available.
A53. Work with partner agencies, including the City of Springfield, ODOT, and other jurisdictions, to implement bicycle and multiuse trails recommended in the City of Springfield Bicycle Plan and TransPlan.
A54. Work with City of Springfield and other affected agencies to evaluate the feasibility of proposed multiuse paths and, where feasible, to include the paths in future TransPlan updates.
A55. Connect schools, parks, and other community destinations with linear parks, bikeways, and trails where feasible.
A56. Work with the City of Springfield to encourage the development of linear parks as part of new residential, commercial, and industrial development.
A57. Work with Lane Transit District and the City of Springfield to develop plans for a multiuse pathway in conjunction with the Bus Rapid Transit (BRT) program.
F12. Continue to collaborate with the City in implementing community planning and economic development objectives, such as downtown redevelopment, planning for new development, and refinement planning for existing neighborhoods.
F13. Expand collaboration with the City and other involved agencies in citywide planning for tourism, open space, wetlands, trails and bikeways, and other efforts focused on improving quality of life."

Springfield Capital Improvement Program (CIP) - 2012-2016
Springfield's CIP is a five-year Community Reinvestment Plan which describes the funding and construction of City public facilities. The CIP is updated annually and is an intermediate step in a process that originates with long term planning activities that anticipates the need for public facilities at least 20 years into the future, and the ultimate construction and operation of those facilities. The CIP identifies the facilities concepts that may reasonably be expected to be required in the next five years, refines those concepts, and provides a priority list of projects. Priority projects are selected from the long list of needed capital improvements identified in the various master plans and refinement plans adopted by the City Council. After inclusion in the CIP, the next step in the process is the City's annual Capital Budget which draws from the first

year of the CIP, with such modifications as are necessary or prudent, to respond to immediate concerns and the often fluid nature of funding opportunities. The 2011-2015 CIP includes those projects that are currently in the capital budget and in various stages of planning, design, and construction. In addition, the CIP includes descriptions of projects that have been identified through various facilities planning efforts but do not currently have complete funding identified. These projects are aimed at improving neighborhoods, providing for economic growth, improving traffic safety, mobility and access, complying with environmental standards, and maintaining the existing city infrastructure. The CIP is the source of projects which form the capital budget for each ensuing fiscal year. The following CIP projects are applicable to Glenwood, Phase 1:

- **Springfield CIP projects labeled "In Process":**
  South Bank Viaduct Extension. The South Bank Viaduct Extension (SVE) is located along the south bank of the Willamette River between the I-5 Bridge and the Oldham property on the north side of Franklin Boulevard. The SVE will connect the existing bike path from the south side of the Knickerbocker pedestrian/bike bridge west of I-5, north of Franklin Boulevard, under the I-5 Bridge, and along the river bank to the sidewalk along Franklin on the south edge of the Oldham property. In the future the SVE will also be able to connect to the planned Glenwood Riverfront Path.

- **Springfield projects labeled "Funding Secured":**
  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.

- **Springfield CIP projects labeled "Funding Unsecured":**
  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.

Springfield Development Code

The following existing SDC Sections provide implementing development standards relating to transportation: 4.2-105 Public Streets; 4.2-110 Private Streets; 4.2-115 Block Length; 4.2-120 Site Access and Driveways; 4.2-125 Intersections; 4.2-130 Vision Clearance; 4.2-135 Sidewalks; 4.2-140 Street Trees; 4.2-145 Street Lighting; 4.2-150 Bikeways; 4.2-155 Pedestrian Trails; and 4.2-160 Accessways. However, as stated above, the Springfield Engineering Design Standards and Procedures Manual will be concurrently amended to include specific street design standards for Glenwood. Some of the standards in the Sections referenced above are specifically applied in Glenwood Phase 1 as part of the Glenwood Refinement Plan objectives, policies and implementation strategies, as are the development standards in the proposed Glenwood Riverfront Mixed-Use Plan District, Sections 3.4-270 and 3.4-275.

TRANSPORTATION PLANNING RULE ANALYSIS AND FINDINGS

Goal 12 is implemented through the Transportation Planning Rule (TPR), as defined in Oregon Administrative Rule OAR 660-012-0000, et. seq. The Eugene-Springfield Metropolitan Area

Transportation Plan (TransPlan) provides the regional policy framework through which the TPR is implemented at the local level. OAR 660-012-0060 states that when land use changes, including amendments to acknowledged comprehensive plans, significantly affect an existing or planned transportation facility the local government shall put in place measures to assure that the allowed land uses are consistent with the identified function, capacity and performance standards (level of service, volume to capacity ratio, etc.) of the facility. The subject proposal consists of amendments to: the Metro Plan diagram; the Glenwood Refinement Plan (with a new refinement plan diagram, policies and implementation strategies, and corresponding Zoning Map amendments); and Springfield Development Code amendments (collectively called Glenwood Phase 1).

"660-012-0000 Purpose

(1) This division implements Statewide Planning Goal 12 (Transportation) to provide and encourage a safe, convenient and economic transportation system. This division also implements provisions of other statewide planning goals related to transportation planning in order to plan and develop transportation facilities and services in close coordination with urban and rural development. The purpose of this division is to direct transportation planning in coordination with land use planning to:

(a) Promote the development of transportation systems adequate to serve statewide, regional and local transportation needs and the mobility needs of the transportation disadvantaged;

(b) Encourage and support the availability of a variety of transportation choices for moving people that balance vehicular use with other transportation modes, including walking, bicycling and transit in order to avoid principal reliance upon any one mode of transportation;

(c) Provide for safe and convenient vehicular, transit, pedestrian, and bicycle access and circulation;

(d) Facilitate the safe, efficient and economic flow of freight and other goods and services within regions and throughout the state through a variety of modes including road, air, rail and marine transportation;

(e) Protect existing and planned transportation facilities, corridors and sites for their identified functions;

(f) Provide for the construction and implementation of transportation facilities, improvements and services necessary to support acknowledged comprehensive plans;…

(h) Ensure coordination among affected local governments and transportation service providers and consistency between state, regional and local transportation plans; and

(i) Ensure that changes to comprehensive plans are supported by adequate planned transportation facilities.

(2) In meeting the purposes described in section (1), coordinated land use and transportation plans should ensure that the planned transportation system supports a pattern of travel and land use in urban areas that will avoid the air pollution, traffic and livability problems faced by other large urban areas of the country through measures designed to increase transportation choices and make more efficient use of the existing transportation system…."

Glenwood Phase 1 complies with OAR 660-012-0000 because the proposed Glenwood Refinement Plan Transportation Chapter and the proposed Glenwood Riverfront Mixed-Use Plan District contain objectives, policies, implementation strategies and development standards that address all of the items listed above.

660-012-0045 Implementation of the Transportation System Plan

"(1) Each local government shall amend its land use regulations to implement the TSP."

Because Springfield's population is greater than 2,500, the TPR requires the City to prepare and adopt a Transportation System Plan (TSP). To date, this requirement has been met through the local and regionally adopted TransPlan. However, Springfield has begun a TSP Update that will focus solely on Springfield's jurisdiction, providing better local transportation system guidance for Springfield and its citizens. The TSP will support the Metro Plan and its identified land uses. Glenwood Phase 1, both the updated Glenwood Refinement Plan and the Glenwood Riverfront Mixed-Use Plan District contain objectives, policies, implementation strategies and development standards that address the issues raised in both 660-012-0045 and 0060.

"(2) Local governments shall adopt land use or subdivision ordinance regulations, consistent with applicable federal and state requirements, to protect transportation facilities, corridors and sites for their identified functions."
"(3) Local governments shall adopt land use or subdivision regulations for urban areas and rural communities as set forth below. The purposes of this section are to provide for safe and convenient pedestrian, bicycle and vehicular circulation consistent with access management standards and the function of affected streets, to ensure that new development provides on-site streets and accessways that provide reasonably direct routes for pedestrian and bicycle travel in areas where pedestrian and bicycle travel is likely if connections are provided, and which avoids wherever possible levels of automobile traffic which might interfere with or discourage pedestrian or bicycle travel."
"*(7) Local governments shall establish standards for local streets and accessways that minimize pavement width and total right-of-way consistent with the operational needs of the facility. The intent of this requirement is that local governments consider and reduce excessive standards for local streets and accessways in order to reduce the cost of construction, provide for more efficient use of urban land, provide for emergency vehicle access while discouraging inappropriate traffic volumes and speeds, and which accommodate convenient pedestrian and bicycle circulation."*

The existing Springfield Development Code contains land use and subdivision regulations. The proposed Glenwood Refinement Plan contains objectives, policies and implementation strategies in the Land Use and Built Form and Transportation Chapters that will be implemented by the public and private development standards and building design standards in the Glenwood Riverfront Mixed-Use Plan District. All development in the Glenwood Riverfront will require Site Plan Review approval. Conditions of approval may be applied during this review process.

Glenwood Phase 1 provides for safe and convenient pedestrian, bicycle and vehicular circulation consistent with access management standards and the function of affected streets, to ensure that new development provides on-site streets and accessways that provide reasonably direct routes for pedestrian and bicycle travel in areas where pedestrian and bicycle travel is likely if connections are provided, and which avoids wherever possible levels of automobile traffic which might interfere with or discourage pedestrian or bicycle travel; bicycle parking facilities; on-site facilities which accommodate safe and convenient pedestrian and bicycle access from within new multi-family developments, commercial districts to adjacent residential areas and transit stops; and regulations assuring that amendments to land use designations, densities, and design standards are consistent with the functions, capacities and performance standards of facilities identified in TransPlan.

The following topics are specifically addressed:

Bicycle parking facilities; pedestrian accessways through parking lots; bikeways along arterials and collectors; sidewalks along arterials, collectors and local streets; standards for spacing of streets or

accessways; bicycle and pedestrian routes, facilities and improvements that are reasonably free from hazards and provide a reasonably direct route of travel between destinations; new retail, office and institutional buildings are located at or near major transit stops; designated employee parking areas in new developments provide preferential parking for carpools and vanpools; and adequate densities of land uses to support transit.

Public Works staff is currently amending the Springfield Engineering Design Standards and Procedures Manual which will include standards for the local street grid proposed in the Franklin Riverfront. The intent of these standards is to comply with the rationale in Subsection (7). The Springfield Engineering Design Standards and Procedures Manual will be adopted either concurrently or within a month of adoption of Glenwood Phase 1.

OAR 660-012-0060(1) is addressed beginning on Page 62 of this staff report.

OAR 660-012-0060(2) states:

"Where a local government determines that there would be a significant effect, compliance with section (1) shall be accomplished through one or a combination of the following:
(a) Adopting measures that demonstrate allowed land uses are consistent with the planned function, capacity, and performance standards of the transportation facility.
(b) Amending the TSP or comprehensive plan to provide transportation facilities, improvements or services adequate to support the proposed land uses consistent with the requirements of this division; such amendments shall include a funding plan or mechanism consistent with section (4) or include an amendment to the transportation finance plan so that the facility, improvement, or service will be provided by the end of the planning period.
(c) Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes.
(d) Amending the TSP to modify the planned function, capacity or performance standards of the transportation facility.
(e) Providing other measures as a condition of development or through a development agreement or similar funding method, including transportation system management measures, demand management or minor transportation improvements. Local governments shall as part of the amendment specify when measures or improvements provided pursuant to this subsection will be provided."

The traffic generation analysis discussed in Subsection (6) shows that proposed plan designations and zoning in Glenwood Phase 1 would have no significant effect on the performance of Franklin Boulevard and McVay Highway during the 20 year Plan period.

OAR 660-012-0060(3) states:

"Notwithstanding sections (1) and (2) of this rule, a local government may approve an amendment that would significantly affect an existing transportation facility without assuring that the allowed land uses are consistent with the function, capacity and performance standards of the facility where:
(a) The facility is already performing below the minimum acceptable performance standard identified in the TSP or comprehensive plan on the date the amendment application is submitted;
(b) In the absence of the amendment, planned transportation facilities, improvements and services as set forth in section (4) of this rule would not be adequate to achieve consistency with the identified

function, capacity or performance standard for that facility by the end of the planning period identified in the adopted TSP;
(c) Development resulting from the amendment will, at a minimum, mitigate the impacts of the amendment in a manner that avoids further degradation to the performance of the facility by the time of the development through one or a combination of transportation improvements or measures;
(d) The amendment does not involve property located in an interchange area as defined in paragraph (4)(d)(C); and
(e) For affected state highways, ODOT provides a written statement that the proposed funding and timing for the identified mitigation improvements or measures are, at a minimum, sufficient to avoid further degradation to the performance of the affected state highway. However, if a local government provides the appropriate ODOT regional office with written notice of a proposed amendment in a manner that provides ODOT reasonable opportunity to submit a written statement into the record of the local government proceeding, and ODOT does not provide a written statement, then the local government may proceed with applying subsections (a) through (d) of this section."

The traffic generation analysis discussed in Subsection (6) shows that proposed plan designations and zoning in Glenwood Phase 1 would have no significant effect on the performance of Franklin Boulevard and McVay Highway during the 20 year Plan period.

OAR 660-012-0060(4) states:

"Determinations under sections (1)-(3) of this rule shall be coordinated with affected transportation facility and service providers and other affected local governments…."

The traffic generation analysis discussed in Subsection (6) shows that proposed plan designations and zoning in Glenwood Phase 1 would have no significant effect on the performance of Franklin Boulevard and McVay Highway during the 20 year Plan period. This determination has been coordinated with ODOT for state facilities. This determination has been coordinated with Lane County for County facilities to the extent that urban transition agreements and the proposed Glenwood Phase 1 implementation acknowledge that upon annexation, urbanization and redevelopment, remnant county local access roads will either be vacated in favor of the proposed street grid or improved to urban standards and transferred to City jurisdiction.
OAR 660-012-0060(5) states:

"The presence of a transportation facility or improvement shall not be a basis for an exception to allow residential, commercial, institutional or industrial development on rural lands under this division or OAR 660-004-0022 and 660-004-0028."

This Subsection does not apply because Glenwood Phase 1 is entirely within Springfield's Urban Growth Boundary.

OAR 660-012-0060(6) is addressed beginning on Page 62 of this staff report.

Introduction

Situated between two central business districts connected by Lane Transit District's Bus Rapid Transit system, Glenwood Phase 1 will require development consistent with a high-density, mixed use, multi-modal (transit, pedestrian and bicycle friendly) environment to create an area less dependent on auto-

centric activities by reducing vehicle trips and overall vehicle miles traveled (VMT) while accommodating future growth entirely within Springfield's established Urban Growth Boundary. Glenwood Phase 1 provides several automotive trip reduction strategies including surface parking restrictions, transit program incentives, car sharing, bicycle and pedestrian amenity standards, and other policies and incentives aimed at reducing vehicle dependence and encouraging a mix of multimodal options and behaviors.

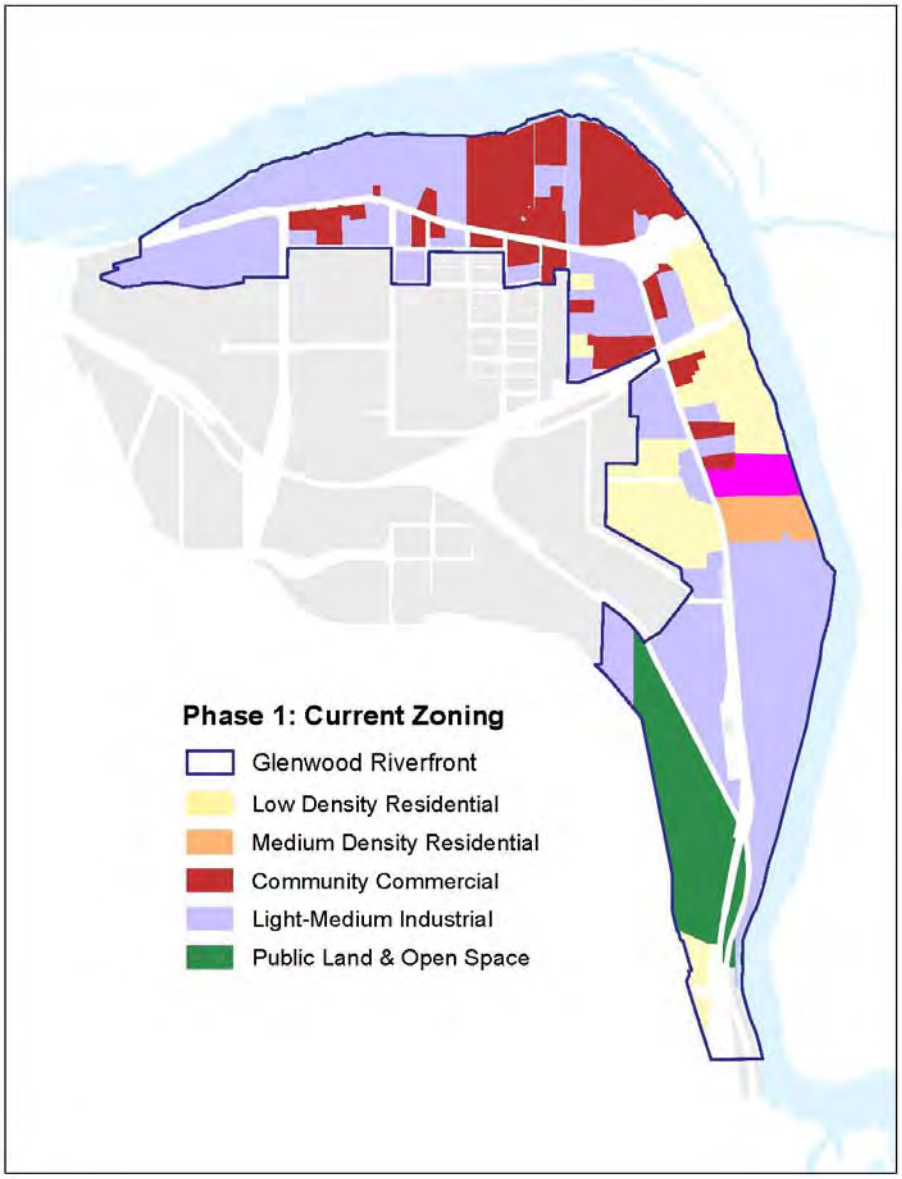
Transportation Planning Rule Analysis Methodology

As part of the approval process for Glenwood Phase 1, Springfield has the responsibility to make a determination of whether or not these changes will cause a significant negative effect to the surrounding transportations system per the Transportation Planning Rule (OAR 660-012-0000 et.seq.). Analysis was conducted to determine whether or not Glenwood Phase 1 would have an impact to the surrounding transportation system. The outcome of this analysis provides a clear understanding and degree of consistency between potential land uses, future planned infrastructure, and existing transportation system needs under existing and proposed land use scenarios.

The analysis focuses on the potential trip generation characteristics within the PM peak period for existing zoning compared to the zoning proposed in Glenwood Phase 1. In performing this analysis, the existing and proposed conditions were evaluated for a twenty year planning horizon according to reasonable worse case scenarios for types of land uses under ITE's *Trip Generation, 8th Edition (1),* and reasonable assumptions for build out of the respective Subareas within the 20-year planning period. Details regarding the trip generation evaluation, development, and assumptions for analysis of both existing and proposed development trip generation potential are provided below.

Existing Zoning Trip Generation Potential

To identify the reasonable worse case trip generation development potential for Glenwood Phase 1, the existing Glenwood area zoning was assessed as illustrated in Figure 1.
Figure 1: Existing Zoning



As shown in Figure 1, existing zoning within Glenwood Phase 1 consists of a wide variety of zoned parcels with varying trip generation potential. The lower end of trip generation potential for existing zoning includes single family homes and mobile home parks. The higher end of trip generation potential for the existing condition includes Community Commercial (CC) zoning. While determination of current trip generation potential for land uses such as single family home and light industrial is straight forward, the broader ranging zoning characteristic of CC zoning must be addressed. For the purpose of this analysis, and to avoid confusion and ambiguity between trip generation for existing and proposed zoning, the CC zoning in the existing condition was treated the same as zoning assumptions for commercial in the proposed condition. For both existing and proposed conditions, the ITE land use for a shopping center (LU 820) was used because it encompassed the largest variety of possible land uses observed in the existing CC zone while also accounting for the varying uses associated with mixed use development for proposed zoning.

It is important to understand that even though existing and proposed CC zoning are treated the same for this analysis, existing CC zoning allows for auto centric types of land uses such as drive through restaurants and gas stations. The proposed commercial zoning specifically prohibits such auto centric land uses (proposed Glenwood Riverfront Mixed-Use Plan District, Section 3.4-255). A list of all of the applicable existing land uses and designated ITE Trip Generation Manual land use codes used for this analysis are located in Table 1.

Once the zoning was matched with ITE *Trip Generation Manual* land use codes, the analysis then moved to determining the applicable building areas. Non-buildable areas such as riparian setbacks, designated wetlands, and planned future street rights-of-way were removed from the total Glenwood Phase 1 acreage for both existing and proposed zoning as shown in Table 3.

After the identified non-buildable areas were removed, reasonable building coverage footprints for the remaining area in Glenwood Phase 1 were determined based on existing and proposed zoning. Land uses such as light medium industrial and mobile home parks used the respective independent variables such as dwelling units and total acreage for trip generation. Land uses such as General Office and CC utilized their respective building square footages according to assumptions for building coverage. Once again, assumptions for buildable area and coverage within the existing condition were mirrored for their respective proposed Subarea assumptions within Glenwood Phase 1 in order to fairly assess trip generation potential. For example, existing CC zoning in Subarea D has the same building coverage assumption as the proposed Employment Mixed-Use zoning building coverage. Individual Subarea building coverage assumptions can be found in Table 2.

Finally, reasonable worse case assumptions were set for build-out under current zoning during the 20-year planning period. For analysis purposes it was assumed that current zoning would be fully built out within the planning period. Trip generation under current zoning is shown in Table 1.

Table 1: Glenwood Current Zoning Trip Generation Estimates

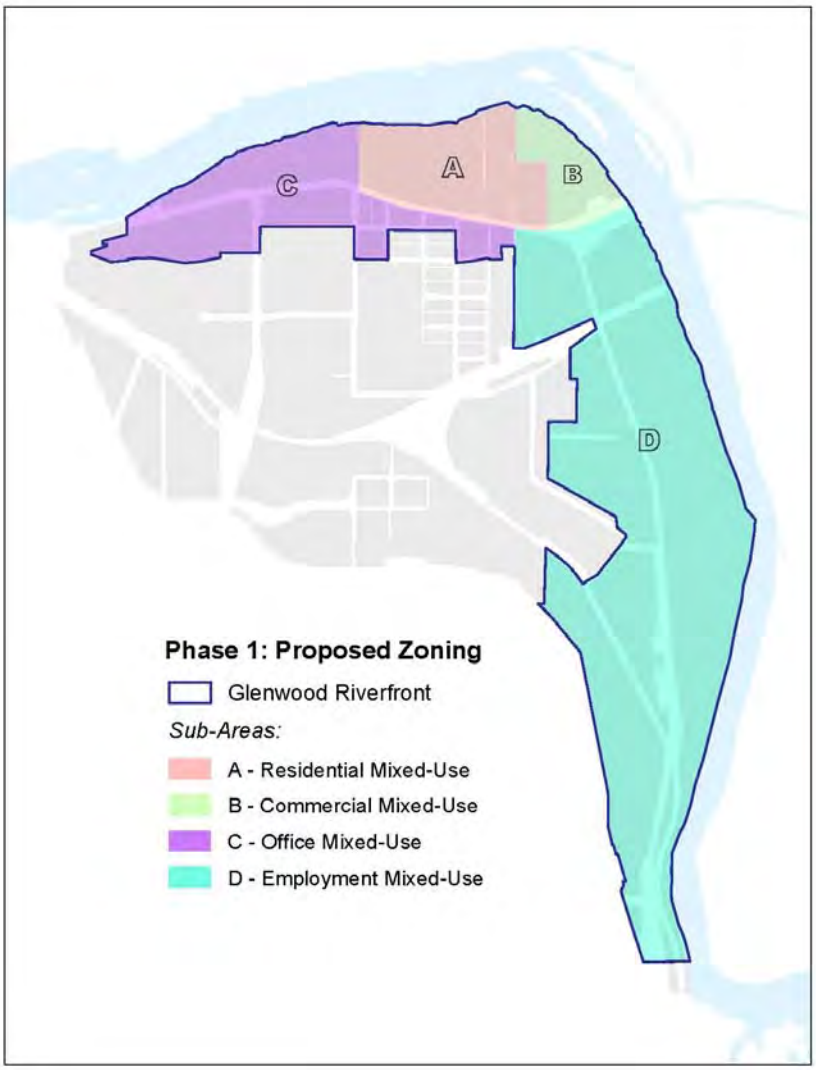
	LU Code	Buildable Area	Unit	PM Peak Trips
Community Commercial	820	713979	sq. ft.	1756
Low Density Residential	210	1.09	Acres	4
Parks and Open Space	411	27.94	Acres	6
Light-Medium Industrial	110	87.91	Acres	638
General Office	710	39599	sq. ft.	59
Single Family Resident	210	3	DU	3
Mobile Home Park	240	239	DU	141
Mixed Use Residential				
-Professional Services	720	95674	sq. ft.	331
-Retail	820	95674	sq. ft.	235
-Eating/Drinking	820	95674	sq. ft.	235
-Personal Services	820	95674	sq. ft.	235
-Residential	232	8.79 (AC)	12 DU/Acres	40
Mixed Use Commercial				
-Commercial	820	502288	sq. ft.	1236

-General Office	710	71755	sq. ft.	107
-Residential	232	6.59 (AC)	12 DU/Acres	30
		TOTAL PM PEAK TRIPS		5057

Glenwood Refinement Plan Zoning Trip Generation Potential

The proposed zone changes for Glenwood Phase 1 would allow for a variety of mixed use Subareas comprising 267.28 gross acres that is intended to redevelop the Glenwood Riverfront into a vibrant mixed use neighborhood supported by quality pedestrian, bicycle, and transit infrastructure to incent responsible growth within Springfield's Urban Growth Boundary. The proposed zone changes include four Subareas: A, Residential Mixed-Use; B, Commercial Mixed Use; C, Office Mixed-Use; and D, Employment Mixed-Use. These four Subareas are designed to work together and maximize the trip generation reduction benefits associated with mixed use development. Proposed zoning for Glenwood Phase 1 is illustrated in Figure 2 below.

Figure 2: Proposed Glenwood Phase 1 Zoning



In determining the trip generation characteristics for Glenwood Phase 1, the City developed a set of assumptions for permitted uses within each of the four Subareas. For this analysis, the reasonable worse case trip producing uses in each Subarea were used in comparison to existing zoning. As mentioned previously, this analysis used similar uses for similar zoning to provide consistency in terms of comparison. Associated use mix assumptions for each individual Subarea can be found in Table 2.

Table 2: Glenwood Phase 1 Trip Generation Assumptions

Zone A (Salmon Pink): Residential Mixed Use	
Typical Building Height	=4-5 Story
First Floor Land Use Split	= 1/4 Retail, 1/4 Eating/Drinking, 1/4 Personal Services, 1/4 Professional Services
Coverage	= 40% of Buildable Land
Residential Density	=30 – 50 Dwelling Units Per Acre
Zone B (Light Green): Commercial Mixed Use	
Typical Building Height	=4-5 Story
First Flood Land Use Split	= 1/4 general office, 3/4 commercial
Second Floor	=Commercial
Remaining Floors	=Residential
Coverage	= 60% of Buildable Land
Zone C (Purple): Office Mixed Use	
Typical Building Height	=2 Story
First Floor Land Use Split	= 1/3 office, 2/3 Other (Retail, Eating/Drinking, Personal Services)
Coverage	= 30% of Buildable Land
Zone D (Dark Green): Employment Mixed Use	
Typical Building Height	=1-2 Story
First Floor Land Use Split	= 3/4 Corporate office, 1/4 Other (Retail, Eating/Drinking, Personal Services)
Coverage	= 20% of Buildable Land

Once zoning was matched with ITE Trip Generation Manual land use codes, the analysis then moved to determining the applicable building areas for proposed zoning. As discussed under the existing condition, non-buildable areas such as riparian setbacks, designated wetlands, and planned future street rights-of-way, and additional planned parks and open space were removed from the total acreage of the proposed Subareas. Applicable areas removed for both existing and proposed conditions can be found in Table 3.

Table 3: Glenwood Phase 1 Non-Developable Areas

Total Non-Developable Area (Roads+Parks+Riparian+Wetlands)

Plan Unit	Plan Area (Ac)	Road Area (Ac)	Park Area (Ac)	Riparian Area (Ac)	Wetland Area (Ac)	Total Area (Ac)	% of Plan Area
A	33.3	4.64	3.50	2.69	0	10.83	32.5%
B	14.5	1.51	0	2.79	0	4.30	29.7%
C	46.3	2.35	0	4.41	1.69	8.44	18.2%
D	173.6	7.47	0	32.27	1.54	41.28	23.8%

Once again, assumptions for buildable area and coverage within the existing condition were mirrored for their respective proposed condition assumptions within Glenwood Phase 1 in order to fairly assess trip generation potential. For example, existing CC zoning in Subarea D has the same building coverage assumption as the future Employment Mixed-Use designation building coverage in that Subarea.

Finally, reasonable worse case assumptions were set for build out under proposed zoning during the 20-year planning period. Within Subareas A, B, and C, it was assumed that future zoning would have a 90 percent build out of net available land within the 20-year planning period. Glenwood Phase 1, along the frontages of these Subareas, has identified improvements to Franklin Boulevard as a hybrid multi-way boulevard that includes pedestrian and bicycle facilities and improvements to the existing Lane Transit District Bus Rapid Transit line. This project is being designed and planned for in partnership with the Oregon Department of Transportation and the Lane Transit District. The City and ODOT are also currently negotiating a Jurisdictional Transfer Agreement detailing the transfer of facility ownership to the City.

Within Subarea D, it was assumed that proposed zoning would have a build out of 50 percent of net available land within the 20-year planning period. The proposed Glenwood Refinement Plan, Transportation Chapter, along the frontage of this Subarea, has identified improvements to McVay Highway. These improvements include the extension of Lane Transit District's Bus Rapid Transit system along with pedestrian and bicycle enhancements. The time table for these improvements is not as immediate as those proposed for Franklin Boulevard. In addition to these less timely improvements, the desirability of this location given the current narrow right-of-way width at the Union Pacific railroad trestle, hillsides on the west side of McVay Highway, and needed future extension of public wastewater facilities are considerations in the 50 percent build out scenario in Subarea D for a 20 year planning period. Given current economic conditions and forecast recovery, both the 90 percent and 50 percent land absorption assumptions are likely aggressive, but nevertheless can be considered reasonable worse case land redevelopment assumptions.

Trips associated with existing development that is not anticipated to redevelop during the planning period (10% in Subareas A, B and C; 50% in Subarea D) were added to the proposed zoning potential

trips to adequately determine proposed future conditions. Potential development trip generation under the proposed zone changes with expressed assumptions are shown in Table 3.

Table 3: Proposed Zoning Trip Generation Estimate

	LU Code	Buildable Area	Unit	PM Peak Trips
(A) Residential Mixed Use				
-Professional Services	720	88091	sq. ft.	305
-Retail	820	88091	sq. ft.	217
-Eating/Drinking	820	88091	sq. ft.	217
-Personal Services	820	88091	sq. ft.	217
-Residential	232	8.09 acres	50 DU/Acre	154
(B) Commercial Mixed Use				
-Commercial	820	418228	sq. ft.	1030
-General Office	714	59747	sq. ft.	89
-Residential	232	5.49 acres	50 DU/Acre	104
(C) Office Mixed Use				
-General Office	710	592221	sq. ft.	882
-Retail	820	97961	sq. ft.	241
-Eating/Drinking	820	97961	sq. ft.	241
-Personal Services	820	97961	sq. ft.	241
Remaining From Existing Zoning (A, B, C)				165
(D) Employment Mixed Use				
-Corporate Office	714	720646	sq. ft.	1009
-Retail	820	48023	sq. ft.	118
-Eating/Drinking	820	48023	sq. ft.	118
-Personal Services	820	48023	sq. ft.	118
Remaining From Existing Zoning (D)				294
			TOTAL PM PEAK TRIPS	5760

Transportation Planning Rule Applied Mixed-Use Trip Reduction Findings

The Transportation Planning Rule (TPR) (OAR 660-12-0000 et. seq), as amended, implements Statewide Planning Goal 12. The intent of the TPR is to ***"…promote the development of safe, convenient and economic transportation systems that are designed to reduce reliance on the automobile…"*** The Metro Plan is Springfield's comprehensive plan acknowledged by LCDC in 1982. TransPlan (the Eugene-Springfield Metro Area's adopted Transportation System Plan, TSP) is the transportation element of the Metro Plan. DLCD acknowledged the current TransPlan in 2001. The Metro Plan was also amended at that time to include the Nodal Development Area land use designation. Both documents implement Goal 12 and the TPR in the Eugene-Springfield metropolitan area.

OAR-660-12-0060(6) allows for trip reductions to proposed zone changes associated with uses located in mixed-use, pedestrian-friendly centers, and neighborhoods. This section of the TPR allows for an initial 10% trip reduction with allowance for higher percentage reductions. Each TPR subsection (**bold**) as it relates to the proposed refinement plan is addressed below.

"(6) In determining whether proposed land uses would affect or be consistent with planned transportation facilities as provided in 0060(1) and (2), local governments shall give full credit for potential reduction in vehicle trips for uses located in mixed-use, pedestrian-friendly centers, and neighborhoods as provided in (a)-(d) below;
(a) Absent adopted local standards or detailed information about the vehicle trip reduction benefits of mixed-use, pedestrian-friendly development, local governments shall assume that uses located within a mixed-use, pedestrian-friendly center, or neighborhood, will generate 10% fewer daily and peak hour trips than are specified in available published estimates, such as those provided by the Institute of Transportation Engineers (ITE) Trip Generation Manual that do not specifically account for the effects of mixed-use, pedestrian-friendly development. The 10% reduction allowed for by this section shall be available only if uses which rely solely on auto trips, such as gas stations, car washes, storage facilities, and motels are prohibited; "

Glenwood Phase 1 implements a mixed use, pedestrian friendly, transit oriented, non-auto oriented zoning. Various pedestrian, bicycle and high capacity transit infrastructure, and the development standards outlined within the Glenwood Refinement Plan Land Use and Built Form and Transportation Chapters; and the Glenwood Riverfront Mixed-Use Plan District, Sections 3.4-270 and 3.4-275 meet the requirements and definitions set forth within the TPR for mixed use pedestrian-friendly centers or neighborhoods as described in OAR-660-12-0060(8). Accordingly, the City finds the baseline 10% reduction is applicable to the trip generation analysis for future zoning of sub-areas A, B, and C under OAR-660-12-0060(6).

Due to the inclusion of Light Industrial zoning (Employment Mixed-Use) in Subarea D, for the purpose of this study this area may not meet the standard for the 10% trip reduction as a pedestrian friendly mixed-use zoning. Subarea D will have the same pedestrian, transit, and bicycle amenity standards as the other Subareas, and is planned for provision of the associated quality mode-choice infrastructure. While the City is also planning for this to be a mixed use area, light-medium industrial could be interpreted as part of "most industrial uses" under the Rule. To avoid confusion, the City has decided not to pursue potential trip reductions for Subarea D at this time.

"(b) Local governments shall use detailed or local information about the trip reduction benefits of mixed-use, pedestrian-friendly development where such information is available and presented to the local government. Local governments may, based on such information, allow reductions greater than the 10% reduction required in (a);"

A recent study of the trip reduction benefits for mixed use transit oriented development utilizing case studies from the Portland Metro area has demonstrated potential 30% to 50% trip reductions. This study, "TCRP - REPORT 128, Effect of TOD on Housing, Parking, and Travel"(2), provides relevant analysis which closely matches the characteristics of proposed Glenwood Phase 1. The proposed refinement plan update incorporates many of the cited criteria within the TCRP study including the tightening of parking ratios, flexible parking codes, incentives for investment in supporting public infrastructure, and car sharing. In addition Glenwood Phase 1 incorporates other incentives for reduced reliance on personal auto travel through enhancement of the existing Lane Transit District Bus Rapid Transit line, well developed bicycle and pedestrian infrastructure, additional parks and open space, increased requirements for bicycle amenities, transit usage incentive programs, and other policies, implementation strategies, and standards targeting the reduction of vehicle miles traveled outlined within the Glenwood Refinement Plan Land Use and Built Form and Transportation Chapters; and the Glenwood Riverfront Mixed-Use Plan District, Sections 3.4-270 and 3.4-275.

Given the trip reduction standards, incentives, prohibited land uses, and planned multimodal improvement projects specified as part of Glenwood Phase 1 and the existing adopted transportation plans referenced above, Springfield reasonably assumes that the overall trip reduction benefits for Subareas A, B, and C far exceed the baseline 10 percent credit provided for in OAR-660-12-0060(6)(a). In fact it is most likely that based on the TCRP – Report 128, and additional supporting analyses in ITE's *Trip Generation Handbook* (3) for mixed use and TOD, the Glenwood Riverfront as a whole will ultimately realize a net vehicle trip reduction between 30 and 50 percent.
This conclusion and the reasons in support of this conclusion notwithstanding, it is also prudent and reasonable to be somewhat conservative in projecting future trip reductions. Given the range in the 30 to 50 percent potential for trip reduction and the City's findings that full build out of the proposed Glenwood Riverfront is not likely to occur during the plan period, the City finds that a 20 percent vehicle trip reduction for Subareas A, B and C is warranted. This 20 percent vehicle trip reduction is two thirds of the lower end of the range in the detailed information cited above.

Table 4: Proposed Zoning Trip Generation Estimate With 20 percent Trip Reduction A, B, and C

	PM Peak Trips	PM Peak Trips (20% Reduction A, B and C)
(A) Residential Mixed Use		
-Professional Services	305	244
-Retail	217	173
-Eating/Drinking	217	173
-Personal Services	217	173
-Residential	154	123
(B) Commercial Mixed Use		
-Commercial	1030	824
-General Office	89	71
-Residential	104	83
(C) Office Mixed Use		
-General Office	882	706
-Retail	241	193
-Eating/Drinking	241	193
-Personal Services	241	193
Remaining From Current Zoning (A,B,C)	165	165
(D) Employment Mixed Use		
-Corporate Office	1009	1009
-Retail	118	118
-Eating/Drinking	118	118
-Personal Services	118	118
Remaining From Current Zoning (D)	294	294
TOTAL PM PEAK TRIPS	5760	4971

"(c) Where a local government assumes or estimates lower vehicle trip generation as provided in (a) or (b) above, it shall assure through conditions of approval, site plans, or approval standards that subsequent development approvals support the development of a mixed-use, pedestrian-friendly center or neighborhood and provide for on-site bike and pedestrian connectivity and access to transit

as provided for in 0045(3) and (4). The provision of on-site bike and pedestrian connectivity and access to transit may be accomplished through application of acknowledged ordinance provisions which comply with 0045(3) and (4) or through conditions of approval or findings adopted with the plan amendment that assure compliance with these rule requirements at the time of development approval; and"

Amendment of the Glenwood Refinement Plan within the Glenwood Riverfront. This amendment establishes objectives, policies and implementation strategies to create mixed use, pedestrian friendly, transit oriented, non-auto oriented zoning and the concurrent pedestrian, bicycle and high capacity transit infrastructure to support this type of development. These items are specifically addressed in the Transportation and the Financing Public Infrastructure Chapters of the Plan.

Amendment of the Springfield Development Code to establish the Glenwood Riverfront Mixed-Use Plan District. This amendment contains specific standards that implement the Glenwood Refinement Plan objectives, policies and implementation strategies referenced above. Specifically, this amendment implements specific standards regarding public streets, alleys and sidewalks; bicycle facilities; a multi-use bicycle/pedestrian path along the entire Glenwood Phase 1 Willamette River frontage; vehicle/bicycle parking and loading standards; the location of transit stops; and light manufacturing operational performance standards that limit the impact of proposed industrial uses in Subarea D. In addition, the Plan District requires all development in Glenwood Phase 1 to submit a Site Plan Review application that will require Springfield staff to address the standard referenced above and any other applicable Springfield Development Code standards contained in Chapters 3 Land Use Districts and 4 Development Standards. Proposed development estimated to generate 500 or more vehicle trips per day as specified in the current version of the Institute of Transportation Engineers Trip Generation Informational Report may be required to prepare a Traffic Impact Study (TIS) to identify potential traffic impacts from proposed development and needed mitigation measures. The basic requirements for a TIS are specified in the Department of Public Works Standard Operating Procedures which may be amended independently from the Springfield Development Code as necessary to address potential impacts of specific land development proposals. Based on the TIS findings, conditions of approval can be applied during the Site Plan Review approval process. The City will maintain a trip log based on TIS data, SDC calculations, and/or other best practices methods for estimating trip generation from all proposed development. Springfield staff will use the trip log to monitor the 50 percent build out assumption in Subarea D and the 90 percent build out assumption for Subareas A, B and C as required.

"(d) The purpose of this section is to provide an incentive for the designation and implementation of pedestrian-friendly, mixed-use centers and neighborhoods by lowering the regulatory barriers to plan amendments which accomplish this type of development. The actual trip reduction benefits of mixed-use, pedestrian-friendly development will vary from case to case and may be somewhat higher or lower than presumed pursuant to (a) above. The Commission concludes that this assumption is warranted given general information about the expected effects of mixed-use, pedestrian-friendly development and its intent to encourage changes to plans and development patterns. Nothing in this section is intended to affect the application of provisions in local plans or ordinances which provide for the calculation or assessment of systems development charges or in preparing conformity determinations required under the federal Clean Air Act."

Glenwood Phase 1 is intended to designate and implement a high quality pedestrian friendly mixed use neighborhood along the Willamette River in Glenwood. As stated earlier, the City finds that a 20% vehicle trip reduction assumption is valid for the given case. The City also finds that the proposed trip

reduction will not affect adopted system development charge methodologies currently in place, nor any project or plan conformity determinations under the federal Clean Air Act.

Transportation Planning Rule Significant Effects Test Findings

Plan amendments and land use regulation amendments are regulated under OAR 660-012-0060, the 'Transportation Planning Rule.' If an amendment significantly affects a transportation facility, a local government must provide a form of mitigation. OAR 660-012-0060(1) states:

"A plan or land use regulation amendment significantly affects a transportation facility if it would:
(a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);
(b) Change standards implementing a functional classification system; or
(c) As measured at the end of the planning period identified in the adopted transportation system plan:
(A) Allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;"

Finding

Per OAR 660-012-0060(1)(a) and (b), the proposed Glenwood Refinement Plan Amendment would not change the functional classification of any transportation facility, nor would it change the standards for implementing a functional classification system. With regard to OAR 660-012-0060(1)(c)(A), the Glenwood Refinement Plan Amendment would not allow types or levels of uses which would result in levels of travel or access which are inconsistent with the functional classification of a transportation facility. The policies of the City of Springfield Development Code and the TransPlan establish the proposed plan designation as appropriate to the classification of the streets serving the site. The City finds that Glenwood Phase 1 adoption meets the criteria in OAR 660-012-0060(1)(a),(b),and (c)(A).

"(B) Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP or comprehensive plan; or
(C) Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan."

OAR 660-012-0060(1)(c)(B): Proposed zone changes constitute a lower potential trip generation than existing zoning: 5057 peak hour trips are associated with current zoning (Table 1) and 4,971 peak hour trips associated with proposed zoning (Table 4). The City's adopted and acknowledged TSP (TransPlan) and comprehensive plan (Metro Plan) both anticipate levels of development in the subject area and associated trip generation. Both plans have been acknowledged by the state as meeting, among other requirements, those of the TPR. Since the proposed Glenwood Phase 1 amendments do not generate more trips than those already planned, the City finds that the amendments do not reduce performance standards for existing or planned facilities.

OAR 660-012-0060(1)(c)(C): Proposed zone changes constitute a lower potential trip generation than existing zoning (5057 peak hour trips are associated with current zoning (Table 1) and 4,971 peak hour trips associated with proposed zoning (Table 4)), thus no transportation facilities will be worsened in performance below the minimum acceptable performance standards as a result of the proposed

Glenwood Refinement Plan Amendment. Those facilities which may operate below the performance standard in the plan year will do so regardless of the proposal under review. The City therefore finds that no facilities are significantly affected by the proposed amendments.

The City of Springfield further finds that conditions related to a prolonged economic recovery, and the current lack of key urban services such as sanitary sewer and urban standards roadways in the Glenwood Phase 1 area support the land development and associated trip generation assumptions of a 50 percent build out of sub-area D and 90 percent build out for sub-areas A, B, and C within the applicable planning period. In the unlikely event that development is proposed, during the plan horizon, that exceeds the land absorption and trip generation assumptions in these findings, the City has included an implementation strategy in the Land Use and Built Form Chapter of the proposed Glenwood Refinement Plan Update which will require proposed development exceeding these thresh holds to meet the relevant analysis and significant effect requirements of the TPR in place at that time (See the Land Use and Built Form Chapter of the Glenwood Refinement Plan, under the Subareas Section, Policies & Implementation Strategies).

OAR 660-012-0060(8) states:

A 'mixed-use, pedestrian-friendly center or neighborhood' for the purposes of this rule, means:
(a) Any one of the following:
(A) An existing central business district or downtown;
(B) An area designated as a central city, regional center, town center or main street in the Portland Metro 2040 Regional Growth Concept;
(C) An area designated in an acknowledged comprehensive plan as a transit oriented development or a pedestrian district; or
(D) An area designated as a special transportation area as provided for in the Oregon Highway Plan….

Finding

With regard to (a)(C), in TransPlan, "*a mixed-use, pedestrian-friendly center or neighborhood*" is called a "Node". The nearest comparable category is "*An area designated in an acknowledged comprehensive plan as a transit oriented development or a pedestrian district*."

Glenwood Phase 1 is a concentration of land uses within a well defined area that has the following characteristics: Residential Mixed-Use, Subarea A, with a minimum density of 50 dwelling units per net acre; office buildings permitted in Subareas B, Commercial-Mixed Use, C, Office Mixed-Use and D, Employment Mixed-Use designations and zoning; retail stores and services and restaurants as secondary uses in all Subareas limited to the ground floor; the park blocks in Subarea A and the Linear Park that includes a multi-use path along the Willamette River in all Subareas; civic and cultural uses are permitted in Subarea B; multi-story buildings are permitted in all Subareas; buildings and building entrances are oriented to the street in all Subareas; safe and convenient street connections are proposed for all Subareas; a local street grid is proposed in the Franklin Riverfront/a local street or driveway grid is proposed for the McVay Riverfront – both areas will have wide sidewalks and other features, including pedestrian-oriented street crossings, street trees, pedestrian-scale lighting and on-street parking; transit stops will be addressed as part of the proposed hybrid multi-way boulevard on Franklin and will be addressed at the time improvements are made to McVay Highway; and automobile sales and services, other auto/truck related uses and drive-through uses will be prohibited. However, light industrial uses will be permitted in Subarea D. The light industrial uses in Subarea D are limited in

that all manufacturing and storage of materials and vehicles must be obscured from public view, and the light medium industrial uses cannot be potentially dangerous or environmentally incompatible with Office Employment uses. In addition, the routine movement of heavy equipment on or off the light medium industrial development areas is not permitted, and light medium industrial uses must meet operational performance standards around noise, vibration, hazards, etc. Further, the light medium industrial uses will be of higher intensity and less land extensive than are typically found in a general industrial zoning district. For instance, the base zone development standards (maximum 10' setbacks, minimum 2 story heights), private development standards (bicycle parking, landscaping, vehicle parking limitations, etc.), and building design standards (massing, windows and doors, orientation of entrances, etc.) apply to all Subareas and are intended to support compatibility with a mixed-use, pedestrian friendly environment regardless of what goes on inside a building. In addition, the proposed development in this Subarea will be limited as conditioned in staff's response to Subsection (6).

Transportation Planning Rule Current Legislative Actions

As required by the State Legislature, the Land Conservation and Development Commission (LCDC) and the Oregon Transportation Commission (OTC) established a joint subcommittee to coordinate the process of rulemaking to amend the Transportation Planning Rule (TPR) Section 0060 and the Oregon Highway Plan (OHP) mobility standards.

On April 20, 2011 recommendations for amendments were approved by the OTC followed by approval by LCDC at their April 21, 2011 meeting. Of importance to Glenwood Phase 1 is the recommendation to exempt up-zoning in urban centers based on the ***"principal that intense development within UGBs, and especially within central locations, is actually better for the overall transportation system and providing efficient services when compared to the same amount of development spread out along the urban fringe, because it reduces trip lengths and increases the options for walking, biking or transit (1)."***

This amendment, when approved, would exempt the zone changes proposed with Glenwood Phase 1 from the TPR significant effects test in OAR 660-012-0060, and thus negate the need for Springfield to make a determination of significant effect for Glenwood Phase 1. While Springfield cannot rely on pending rulemaking or future legislation for the current Glenwood Phase 1 adoption process at this time, the direction of these proposed rule changes to facilitate implementation of state policy to develop mixed use neighborhoods away from the urban fringe is important to note as most, if not all, the proposed Glenwood Phase 1 legislative changes would not be subject to analysis and findings as currently in the Rule.

There are several additional factors to consider in moving Glenwood Phase 1 forward which relate to pending actions that are now underway and may create new conditions or provide additional information that is not included in these facts, findings and conclusions at this time. These are:

- The ultimate conclusion of the Jurisdictional Transfer Agreement between ODOT and the City to transfer jurisdiction of Franklin Boulevard from the state to the City. Once Franklin Boulevard is a City facility it will be the responsibility of the Springfield City Council to set operational and performance standards for that facility in support of desired community redevelopment objectives.

- The pending completion of the Springfield Transportation System Plan update expected in Summer 2012. Traffic operations and capacity output results from the travel demand model now being updated in support of the TSP project may provide new information relevant to the future operating condition of Franklin Boulevard and McVay Highway.

- The pending National Environmental Policy ACT (NEPA) Environmental Assessment (EA) expected to be complete by summer 2013. The EA will include, as required, detailed future year operational analysis for the Franklin corridor in support of implementing the multi-way boulevard concept with dedicated bus rapid transit. Detailed EA traffic analysis may provide new information relevant to the future operating condition of Franklin Boulevard and McVay Highway.

- Mixed Use Development Data. Development patterns both in Glenwood and elsewhere, and continued data and analysis of mix use center development in Oregon, may provide useful inputs to future decisions on reasonable assumptions for vehicle trip reduction in mixed use centers and neighborhoods.

Conclusion

Glenwood Phase 1 adoption, including reasonable worst case trip generation scenarios associated with development absorption over the 20-year Plan period as well as the identified vehicle trip reduction in Subareas A, B and C, will generate a lower potential trip generation than existing zoning. Glenwood Phase 1 will not significantly affect the surrounding transportation system under TPR 660-012-0000 et.sec.

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."

Finding

When energy was cheap and easy to come by, cities were developed with little regard for energy consumption, in terms of travel patterns, use of renewable resources and energy efficient building materials and methods. As the availability of energy decreased and costs increased, the realization that resources were not in everlasting supply became evident. Cities have not traditionally played a major and direct role in the development of new energy supplies. However, a city government uses or controls energy in many ways and can develop policies and development regulations to promote energy conservation. With a limited supply of energy available, and demand continuing to increase, conservation actions can postpone costly development of new power generation.

Establishment of energy efficient programs is also less expensive than building new power plants and avoids negative environmental impacts.

Springfield has adopted the following standards/policies to address energy efficiency:

- The Oregon Residential Specialty Code 2008 (Chapter 11, Energy Efficiency).
- The Oregon Structural Specialty Code 2007 (Chapter 13, Energy Efficiency). Both codes have impacted building practices through stricter regulation and required performance standards and will play a significant role in energy conservation now and in the future.
- OAR 660-12-(000-070) requires jurisdictions to reduce vehicle miles traveled by 10% by the year 2015; TransPlan establishes nodes to comply with the OAR through promoting efficient transportation systems, mixed use development, encouraging alternatives to auto trips, and making the design of new development more amenable to users of alternative transportation such as carpooling, walking, bicycling and transit. Transportation systems and land use patterns are directly linked to energy conservation goals and have the potential to impact energy use.
- The Springfield Development Code (various standards).

In addition:

- The Lane County Solid Waste Management Plan emphasizes reducing, reusing, recycling and recovering energy from waste, before land filling. Awareness of solid waste management reduction, reuse, recycling and recovery of resources as a way to conserve energy has increased and programs have been put in place to encourage these activities.
- SUB has an energy conservation program for residential, commercial and industrial customers.
- The Metro Plan's Energy Element provides policies for energy conservation.

Goal 13 is primarily directed at the development of local energy policies and implementing provisions. There is no implementing rule that clarifies the requirements of Goal 13. However, Goal 13 lists the following guidelines:

"A. PLANNING

1. ***Priority consideration in land use planning should be given to methods of analysis and implementation measures that will assure achievement of maximum efficiency in energy utilization.***
2. ***The allocation of land and uses permitted on the land should seek to minimize the depletion of non-renewable sources of energy.***
3. ***Land use planning should, to the maximum extent possible, seek to recycle and re-use vacant land and those uses which are not energy efficient.***
4. ***Land use planning should, to the maximum extent possible, combine increasing density gradients along high capacity transportation corridors to achieve greater energy efficiency.***
5. ***Plans directed toward energy conservation within the planning area should consider as a major determinant the existing and potential capacity of the renewable energy sources to yield useful energy output. Renewable energy sources include water, sunshine, wind, geothermal heat and municipal, forest and farm waste. Whenever possible, land conservation and development actions provided for under such plans should utilize renewable energy sources.***

B. IMPLEMENTATION

1. ***Land use plans should be based on utilization of the following techniques and implementation devices which can have a material impact on energy efficiency:***
   a. ***Lot size, dimension, and siting controls;***
   b. ***Building height, bulk and surface area;***
   c. ***Density of uses, particularly those which relate to housing densities;***

d. Availability of light, wind and air;
e. Compatibility of and competition between competing land use activities; and
f. Systems and incentives for the collection, reuse and recycling of metallic and nonmetallic waste."

Glenwood Phase 1:

- Reduces energy consumption related to transportation by promoting more efficient movement of vehicles, pedestrian, bicycles, and transit to reduce out-of-direction travel, decrease vehicles miles traveled and congestion, increase vehicle occupancy, and decrease fuel consumption and air pollution from vehicles;
- Requires energy-efficient land use and circulation patterns promoting high density residential development and employment and shopping opportunities near transit, and design of developments to encourage alternative transportation;
- Promotes energy efficiency through site planning for high density residential, commercial, office and employment mixed use projects including applicable energy efficiency requirements established by the Building Specialty Codes.

Conclusion

Glenwood Phase 1 complies with Goal 13 because future development/redevelopment will conserve energy.

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."

Finding:

Goal 14 requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs. Staff's responses to Goals 9 and 10 in this staff report address this topic in detail. While a portion of Glenwood Phase 1 is within Springfield's city limits, all of Glenwood is within Springfield's Urban Growth Boundary. Glenwood Phase 1 does not necessitate the need for an Urban Growth Boundary amendment. Glenwood Phase 1 is intended to aid efficient development/redevelopment for urban uses, thereby facilitating the "efficient use of land" and "livable communities" aspects of Goal 14. Since development/redevelopment in Glenwood Phase 1 cannot commence without annexation to Springfield and connection to wastewater facilities, future development approval will increase and intensify land use within the city limits, alleviating pressure to urbanize rural lands. Staff's response to Goal 11 demonstrates Glenwood Phase 1 is either served or can be served with public facilities and services to allow development/redevelopment to occur as proposed.

Conclusion

Glenwood Phase 1 complies with Goal 14 because Springfield has adopted updated residential and employment land inventories, all of Glenwood Phase 1 is located within Springfield's Urban Growth Boundary , no Urban Growth Boundary expansion is proposed or required and Glenwood Phase 1 can be fully served by urban services.

GOAL 15: WILLAMETTE RIVER GREENWAY (See also applicable Metro Plan policies D.2-3, 5-6 and 8-9 beginning on Page 108 of this report)

"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

The Willamette River is recognized as a valuable natural resource that needs enhancement and protection. The Willamette Greenway is a 150-foot swath established under Goal 15 and ORS 390.318 that runs parallel to the river from the I-5 Bridges to the southern tip of Glenwood. The Metro Plan contains Greenway polices in the Willamette River Greenway, River Corridors, and Waterways Element discussed elsewhere in this report. SDC Section 3.3-300 contains regulations that apply to development within this area. Currently, any activity in the Willamette Greenway (WG) Overlay District involving intensification of any use, change in use, or development requires Type III Discretionary Use and concurrent Site Plan Review approval from the Planning Commission and in conformance with the Willamette Greenway development criteria. This review process will remain, but the proposed Glenwood Riverfront Mixed-Use Plan District Section 3.4-280 will update the provisions of the Greenway Overlay District in Glenwood Phase 1 only.

The following is a brief history of Willamette Greenway protection measures applicable to Springfield in general and Glenwood in particular:

- 1973 – The Oregon legislature passed the Willamette River Greenway Act House Bill 2497 (ORS 390.310-368), which established ties to a comprehensive state land use law (Oregon Senate Bill 100) passed that same year.
- 1975 - The Oregon Department of Land Conservation and Development included the Willamette River Greenway as one of nineteen standards for statewide planning.
- 1980 – The Willamette Greenway Subdistrict adopted as part of the Springfield Zoning Code.
- 1982 – The Eugene-Springfield Metropolitan Area Plan, acknowledged by DLCD, contained Willamette Greenway policies.
- 1986 – Springfield Development Code is adopted including the Willamette Greenway (WG) Overlay District. The WG Overlay District, currently Section 3.3-300, has not been amended since. The Greenway Setback Line in Springfield was established as top of bank.
- 1999 – Springfield obtains jurisdiction of Glenwood and adopts the Glenwood Refinement Plan with no policy changes. The Glenwood Refinement Plan contained Site Development Guidelines, that established a 20 to 35 foot Greenway Setback Line *"…from the top of the riverbank, unless the location of the floodway boundary requires a greater separation."* (Ref. P. 37)
- 2001- The National Marine Fisheries Service (NMFS) endorsed the concept of a 75 foot "Salmon Setback" which would preclude development and an additional 75 feet of limited impact area to make up a 150 foot "salmon recovery zone" along the bank of the Willamette River.

- 2002 – Riparian standards were adopted by Springfield (ref. SDC Section 4.3-115) implementing Federal regulations imposed by the Clean Water Act, the Endangered Species Act and the Safe Drinking Water Act establishing a 75 foot setback, measured from the top of bank,.
- 2004 – Salix prepared a "Report on Establishment of a Draft Willamette River Greenway Setback Line on the South and West Sides of the Willamette River Glenwood (Springfield), Oregon" as part of the 48 acre Glenwood Specific Area Plan Report. The report discussed the "Salmon Setbacks" cited earlier.
- 2005 – The City Council adopted amendments to the Glenwood Refinement Plan, Subarea 8, and the Springfield Development Code, the Glenwood Riverfront Plan District, SDC Section 3.4-200. The Glenwood Specific Area Plan, aka the Glenwood Riverfront Plan, was never officially adopted by the City. However the existing SDC Section 3.4-205B., states: *"The GR regulations also implement the guiding principles of the "Glenwood Riverfront Plan"*; and, in Subsection D., there is a reference to the Willamette Greenway Overlay District. The Glenwood Specific Area Plan did show the 75 foot riparian setback, but there is no mention of the salmon setback or the salmon recovery zone.
- 2005 – The Hearings Official established a Greenway Setback Line (SHR 2005-00004) on the Marvin property (Assessor's Map 17-93-34-41, TL 00100). The decision required a recorded survey showing *"… the existing riparian vegetation line…."*

Glenwood Phase 1 proposes to: 1) Establish a concurrent Greenway Setback Line and Riparian Setback (See also Goal 6 Natural Resources) of 75 feet measured from the top of bank as specified in the proposed Glenwood Mixed-Use Riverfront Plan District, Section 3.4-280; and 2) Establish clear and objective standards for the processing of applications within the Glenwood Riverfront portion of the WG Overlay District; the proposed standards are similar to other jurisdictions in the Willamette Valley.

Goal 15 states: ***"A setback line will be established to keep structures separated from the river in order to protect, maintain preserve and enhance the natural, scenic, historic and recreational qualities of the Willamette River Greenway, as identified in the Greenway Inventories."*** Springfield has established a Greenway Setback Line along the Willamette River in areas <u>outside of Glenwood</u> that is currently the top of bank measured from the ordinary low water line of the river; <u>no changes</u> are proposed in these areas as part of Glenwood Phase 1.

However, except for the Marvin property cited above, an official Greenway Setback Line does not currently exist in Glenwood. The existing Glenwood Refinement Plan includes Willamette River Site Development Guidelines stating that *"… all new structures, expansion of existing structures, drives, parking, and other new or expansion of existing open storage areas shall be set back between 20 and 35 feet from the top of the riverbank, unless the location of the floodway boundary requires a greater separation."* (p. 37) The existing Glenwood Refinement Plan also states that: *"Springfield will establish a Glenwood Greenway Setback Line within one year of the adoption of the current GRP between 20 and 35 feet from the top of the riverbank"…* [and] … *"that the Willamette River Site Development Guidelines shall continue to apply until the Glenwood Greenway Setback Line is established."* (p. 28).

In 2004, the City contracted with Salix Associates, as part of the Glenwood Riverfront project, to establish a draft Willamette River Greenway Setback for the south and west bank of the Willamette River from the I-5 bridge to Glenwood's southern boundary. The document is entitled, *A Conceptual Plan for Riparian Habitat Protection, Restoration and Management for the Willamette River at Glenwood.* Specifically, the plan states: *"The potential riparian protection and restoration area includes near-shore aquatic habitat, the existing shoreline and bank, and land within 150 feet of the top of the*

existing bank. From the top of the existing bank, a 75-foot 'no build' zone is proposed, and between 75 and 150 feet, a 'partial build' zone is proposed." The plan also contains a survey of existing conditions and proposals for rehabilitation and protection of the riparian area. This Plan is also referenced in The *Glenwood Specific Area Plan*. The *Glenwood Specific Area Plan* is referenced in ORD. 6137, which was adopted in 2005 amending the existing Glenwood Refinement Plan, Subarea 8 and the Springfield Development Code (by establishing the Glenwood Riverfront Plan District). Establishment of the Greenway Setback Line as described in the Salix Conceptual Plan was never formally adopted by Springfield.

Under existing regulations, a Greenway Setback Line must be established for each proposed development within the WG Overlay District in the Glenwood Riverfront. This will add additional cost and time to the developer. Since there is an established 75 foot riparian setback along the Willamette River along the Glenwood Riverfront and since Goal 15 requires the protection of ***"Significant natural and scenic areas, and vegetative cover"*** a concurrent 75 foot Greenway Setback Line is proposed both in the Glenwood Refinement Plan Open Space Chapter and in the Glenwood Riverfront Mixed-Use Plan District, Section 3.4-280 so that both setbacks can be established at the same time.

The proposed Glenwood Refinement Plan Open Space Chapter states: "*Statewide Planning Goal 15, Willamette River Greenway, requires a greenway boundary of 150 feet measured from the ordinary low water line, which allows development to occur as a discretionary use. Within this boundary, a Greenway Setback Line is also required to delineate where only water-dependent and water-related development may occur, such as boat ramps, multi-use paths, and viewing areas. For much of the Glenwood Riverfront, the location of the Greenway Setback Line has not been formally established. The Implementation Strategies discussed below include establishing a standardized 75-foot Greenway Setback Line in the Glenwood Riverfront, measured from the top of bank concurrent with the existing riparian setback. Formally establishing the Greenway Setback Line in the Glenwood Riverfront will reduce uncertainty and provide predictability in achieving Goal 15 standards for public access to and views of the river, protection of fish and wildlife habitat, providing riverine flood hazard protection, restoration and enhancement of natural vegetation, and directing development away from the river."*

The proposed Glenwood Refinement Plan Open Space Chapter has the following policies and implementation strategies:

- *"Restore, enhance, and protect the riverbank and riparian and wetland areas.*
  - *Establish a standardized Willamette River Greenway Setback Line of 75 feet from top-of-bank for water-dependent and water-related uses consistent with the existing 75-foot riparian setback.*
  - *Partner with property owners, private developers, non-profit organizations, and other agencies to seek opportunities and funding sources to acquire property and/or easements to create a contiguous riverfront that is sensitive to natural resource function and human interface.*
  - *Restore, enhance, and protect the riverbank and riparian area from the ordinary low water line to the Riparian Setback Line boundary using plants appropriate to the local urban aquatic and riparian areas and zones.*
  - *Pursue funding for public/private partnerships to achieve riverbank re-shaping/benching, stabilization, and riparian and aquatic habitat restoration, as conceptually depicted in Figures 5a and 5b (also see Riverfront Linear Park objective).*

- *Establish policy for vegetation management of riverbank, riparian, wetland, and other natural resource areas through sustainable landscaping and controlling invasive species based upon introducing and supporting plants appropriate to the local urban aquatic and riparian areas and zones.*
- *Incorporate into the Glenwood Mixed-Use Riverfront Plan District and the Springfield EDSPM, as appropriate, riverfront/river bank design concepts for developing an urban river's edge along the Glenwood Riverfront that improves conditions for fish, wildlife and people.*

- *Integrate natural resources, public interface/built environment, and water resources management.*
  - *Maintain or establish riparian habitat connectivity to the maximum extent practicable while allowing for and managing appropriate and limited public access to the river, as well as sight lines through the riparian area.*
  - *Limit recreation within the Riparian and Willamette Greenway Setback areas to passive activities including, but not limited to, picnicking, pedestrian activities, cycling, bird watching, fishing, educational signing, and riverfront viewing.*
  - *Locate a multi-use path within the Riparian and Greenway Setback areas, at the most outer edge to the extent possible.*
  - *Allow for Low Impact Development Approaches for Stormwater Quality Management facilities and/or wetland educational parks that establish or restore natural stormwater functions to be within the riparian boundary and setback.*
  - *Utilize the objectives, policy and implementation strategies listed in the Riverfront Linear Park section of this document."*

The proposed Glenwood Riverfront Mixed-Use Plan District, Subsection 3.4-280, Willamette Greenway Development Standards, contains the following Subsections that incorporate the proposed Glenwood Refinement Plan policies and implementation policies on this topic:

"A. Purpose
B. Applicability
C. Definitions
D. Establishment of the Greenway Setback Line and Permitted Uses
E. Non-Conforming Uses and Development
F. Development Standards
G. Review
H. Exemptions
I. Variances
J. Application Submittal
K. Additional Notice
L. Criteria
M. Conditions
N. Notice of Decision
O. Modifications to Approved Plans"

The Glenwood Riverfront Mixed-Use Plan District, specifically Section 3.4-280, establishes a Greenway Setback Line and water-dependent/water-related permitted uses :

*"**D.** Establishment of the Greenway Setback Line and Permitted Uses.*

1. *Establishment of the Greenway Setback Line. In the Glenwood Riverfront portion of the WG Overlay District, the Greenway Setback Line shall be 75 feet upland from the top of the bank, concurrent with the existing 75 foot wide riparian setback as specified in Section 4.3-115A.1. The concurrency of these setbacks shall not lessen the significance of, or reasons for protecting the Willamette Greenway.*

2. *The Glenwood Riverfront portion of the WG Overlay District is divided into two distinct areas by the Greenway Setback Line:*

a. *From the Greenway Setback Line to the river, only the water-dependent or water-related uses listed below shall be permitted. These uses include, but are not limited to:*

i. *Public multi-use paths;*
ii. *Access ways;*
iii. *Trails;*
iv. *Boardwalks;*
v. *Picnic areas;*
vi. *Interpretive and educational displays;*
vii. *Overlooks, including benches and outdoor furniture;*
viii. *Docks;*
ix. *Boat shelters;*
x. *Piers;*
xi. *Boat ramps;*
xii. *Bridges and their approaches: pedestrian, bicycle and auto; and*
xiii. *Stormwater facilities.*

b. *From the Greenway Setback Line to the outer boundary of the WG Overlay District, permitted uses shall be the same as those in the base zones. Additional limitations on the placement of permitted uses in this area may be required to facilitate on-site stormwater management as specified in the Springfield EDSPM….”*

Finally, the WG Overlay District criteria of approval are consistent with the applicable topics required under Goal 15 under Use Management Considerations and Requirements:

*“**L.*** *Criteria. In the Glenwood Riverfront portion of the WG Overlay District, the applicant shall demonstrate compliance with the following criteria of approval:*

1. *Any development, change of use or intensification of use permitted in the base zone shall be oriented toward the river between the Willamette Greenway Setback Line and the Willamette Greenway outer boundary.*

EXCEPTION: *Proposed water-dependent and water-related uses listed in Subsection D.2. shall be permitted within the Greenway Setback Line.*

2. *Between the Greenway Setback Line and the Willamette Greenway outer boundary, any development, change of use or intensification of use shall provide the maximum possible landscaped area/open space between the activity and the river.*

3. *Significant air, water and land resources including but not limited to natural and scenic areas, views, vistas, fish and wildlife habitats in and adjacent to the Greenway shall be protected, preserved, restored, or enhanced to the maximum extent practicable.*

4. *The maintenance of public safety and protection of public and private property, especially from vandalism and trespass shall be provided for, to the maximum extent practicable.*

5. *The natural vegetative fringe along the river shall be enhanced, protected and maintained in order to assure scenic quality and view points, protection of wildlife, protection from erosion and screening of uses from the river.*

6. *Areas of annual flooding, floodplains and wetlands shall be preserved or restored in their natural state to the maximum possible extent to protect water retention, overflow and other natural functions specified in Section 3.3-400.*

7. *Recreational needs shall be satisfied as specified in the Glenwood Refinement Plan and/or this Plan District.*

8. *Adequate public access shall be provided to and along the river by appropriate legal means for all development as specified in the applicable base zone, overlay district or this Plan District.*

9. *Areas of ecological, scientific, historical or archeological significance shall be protected, preserved, restored or enhanced to the maximum extent practicable.*

10. *Significant fish and wildlife habitats shall be protected to the maximum extent practicable.*

11. *Significant natural and scenic areas, viewpoints and vistas shall be protected to the maximum extent practicable.*

12. *Any necessary tree felling shall comply with Section 5.19-100 and shall occur in a manner that shall ensure that wildlife habitat and the natural scenic qualities found in the Glenwood Riverfront portion of the WG Overlay District shall be maintained and shall be restored by mitigation on-site. Only diseased trees or trees in danger of falling may be removed with an Arborist's statement between the ordinary low water line and the Greenway Setback Line, however, snag retention shall be allowed. In the area between the Greenway Setback Line and the outer boundary of the Glenwood Riverfront portion of the WG Overlay District, tree felling may be permitted to the extent necessary to accommodate those permitted uses as specified in the applicable base zone, overlay district or this Plan District."*

Conclusion

Glenwood Phase 1 is consistent with Goal 15 because a Greenway Setback Line will be established and clear and objective development standards will apply within the WG Overlay District along the Glenwood Riverfront.

"2. ADOPTION OF THE AMENDMENT SHALL NOT MAKE THE METRO PLAN INTERNALLY INCONSISTENT."

Finding

The Metro Plan diagram is being amended as described below:

Amendments to the Metro Plan diagram;

Existing and Proposed Metro Plan Designations

	Acres	
Metro Plan Designation	Existing	Proposed
Low Density Residential	16.96	0.00
Commercial	2.67	0.00
Commercial/Industrial/Multi-Family Residential Mixed-Use	29.13	0.00
Commercial/Industrial Mixed-Use	44.38	0.00
Light Medium Industrial	87.73	0.00
Mixed-Use	0.00	144.28
Mixed-Use/Nodal	52.02	122.99
Parks and Open Space	34.39	0.00
Total	267.28	267.28

Mixed-Use and Mixed-Use/Nodal are two existing Metro Plan designations. The Metro Plan amendment is a Type II site specific amendment that does not include Metro Plan text.

Conclusion

Adoption of the Type II Metro Plan diagram amendment will not make the Metro Plan internally inconsistent because no Metro Plan text is involved and the proposed Metro Plan designations are existing designations.

This concludes staff's response to the criteria of approval for Metro Plan amendments; staff contends that all applicable criteria of approval have been successfully addressed.

REFINEMENT PLAN, PLAN DISTRICT AND SPRINGFIELD DEVELOPMENT CODE AMENDMENTS, Ref. SDC 5.6-115

There are three criteria of approval that apply to Refinement Plan, Plan District and Springfield Development Code amendments:

"A. The Metro Plan;"

Findings:

The Metro Plan Introduction provides the following definitions:

- ***"A goal is a broad statement of philosophy that describes the hopes of the people of the community for the future of the community. A goal may never be completely attainable, but is used as a point to strive for."***
- ***"An objective is an attainable target that the community attempts to reach in striving to meet a goal. An objective may also be considered as an intermediate point that will help fulfill the overall goal."***
- ***"A policy is a statement adopted as part of the Plan to provide a consistent course of action moving the community towards attainment of its goals."*** (Ref. P. I -4)

In recognition of the fact that compliance with adopted Metro Plan policies will lead towards the achievement of the Metro Plan Goals and Objectives, the analysis provided in this part of the staff report addresses Metro Plan policies exclusively.

<u>THE PLAN DIAGRAM AND LAND USE DESIGNATIONS</u>

"The Metro Plan Diagram is a generalized map and graphic expression of the goals, objectives, and recommendations found elsewhere in the Metro Plan." (Ref. P. I -5)

"Land use designations shown in the Metro Plan Diagram are depicted at a metropolitan scale. Used with the text and local plans and policies, they provide direction for decisions pertaining to appropriate reuse (redevelopment), urbanization of vacant parcels, and additional use of underdeveloped parcels." (Ref. P. II-G-2)

"Nodal Development Area (Node)
Areas identified as nodal development areas in TransPlan are considered to have potential for this type of land use pattern. Other areas, not proposed for nodal development in TransPlan, may be determined to have potential for nodal development. Nodal development is a mixed-use pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment in well-defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be pedestrian and transit oriented. Fundamental characteristics of nodal development require:
- ***Design elements that support pedestrian environments and encourage transit use, walking and bicycling;***
- ***A transit stop which is within walking distance (generally ¼ mile) of anywhere in the node;***
- ***Mixed uses so that services are available within walking distance;***
- ***Public spaces, such as parks, public and private open space, and public facilities, that can be reached without driving; and***
- ***A mix of housing types and residential densities that achieve an overall net density of at least 12 units per net acre."*** (Ref. P. II-G-8)

The Nodal Development is addressed as follows:

- The proposed urban density residential neighborhood in Subarea A, and to a lesser extent, Subareas B, C and D, contain design elements that support pedestrian environments and encourage transit use, walking and bicycling. These were discussed in detail in staff's response to the Statewide Planning Goals.
- The preliminary redesign of Franklin Boulevard shows the approximate locations of two EmX transit stops. Staff is proposing to extend the existing Nodal Development designation to the western

boundary of Glenwood at the I-5 Bridges on both sides of Franklin Boulevard. Virtually all of the Franklin Riverfront is within ¼ mile of both transit stops.

- All of the proposed subareas will allow mixed-use development. The predominant use or uses will allow supportive commercial/office uses.
- The proposed Franklin Riverfront establishes two park blocks to support the urban density residential neighborhood in Subarea A. A multi-use path/linear park is also proposed along the entire Willamette River frontage in Phase 1. For residents and workers, these open space facilities can be reached without driving.
- The existing Subarea 8 requires a 12 dwelling unit per net acre minimum. The proposed Subarea A establishes a 50 dwelling unit per acre minimum, with no maximum. The proposed Glenwood Refinement Plan Land Use and Built Form Chapter further states: *"Residential buildings at these density levels encourage development in a compact, urban form and are typically four to six stories in height, depending on the building design, unit types, and arrangement of parking and provide for multi-family living, such as apartment rentals, condominiums, senior/congregate living facilities, and other attached dwelling types. Developers in this subarea* [A]*are encouraged to provide a variety of unit sizes and occupancy opportunities to enable residents from a wide range of economic levels, household sizes, and age groups to live in this subarea* [A]".

Glenwood Phase 1 establishes a pedestrian/bicycle friendly multi-modal transportation scenario with open spaces and high density residential densities.

"Mixed Uses
This category represents areas where more than one use might be appropriate, usually as determined by refinement plans on a local level…." (Ref. P. II-G-12)

The <u>existing</u> Glenwood Refinement Plan diagram is consistent with the Metro Plan diagram. The <u>existing</u> land use designations within Glenwood Phase 1 area are:

- Low Density Residential
- Commercial
- Commercial/Industrial/Multi-Family Residential Mixed-Use
- Commercial/Industrial Mixed-Use
- Light Medium Industrial
- Mixed-Use/Nodal
- Parks and Open Space

As cited above, the Metro Plan Mixed-use land use designation allows more than one use to be permitted by a refinement plan with the intent that the underlying designation determines the predominant use. Glenwood Phase 1 Metro Plan and Refinement Plan diagram amendments will expand the Mixed-Use land use designation to encompass the entire Glenwood Phase 1 area.

Furthermore, Glenwood Phase 1 mixed-use designations are broken down into four specific categories:

- <u>Residential Mixed-Use</u> (Subarea A) "*…where the intended primary use is high-density residential. However, to increase the development of housing opportunities in close proximity to supporting commercial or civic uses needed by residents, limited small scale retail, office, service, and*

educational uses are intended as secondary uses if developed as an integral part of the residential development."

- Commercial Mixed-Use (Subarea B) *"…where the intended primary use is commercial and office employment but where flexibility is provided for high density residential and educational uses to be permitted as secondary uses either in stand-alone buildings or integrated with the primary commercial use."*
- Office Mixed-Use (Subarea C) *"…where office employment uses are intended as the primary uses. However, to provide commercial services needed by office users near their workplace, limited small scale retail and service uses are intended as secondary uses if developed as an integral part of the office development. Additional flexibility is also provided under this designation to allow for limited other uses that are compatible with office development, such as commercial hospitality services, civic uses, and educational facilities as stand-alone secondary uses or secondary uses integrated with the primary office employment use in portions of the area designated Office Mixed-Use (employment-generating educational uses may be considered primary uses)."*
- Employment Mixed-Use (Subarea D) "*…where office employment and light manufacturing employment uses are intended as the primary uses with external impacts less than or equal to office uses. Limited small scale retail, service, and educational uses are also intended as secondary uses if developed as an integral part of the primary employment development to provide commercial services needed by employees in close proximity to their workplace (employment-generating educational uses may be considered primary uses)."*

The proposed Glenwood Refinement Plan diagram is consistent with the proposed Metro Plan diagram amendments discussed above.

The proposed Glenwood Riverfront Mixed-Use Plan District will implement Glenwood Refinement Plan policies and implementation strategies by establishing: 1) zoning districts with the same titles as cited in the designations discussed above; and 2) specific public and private development standards, building design standards and Willamette Greenway Development Standards. The provisions contained in the proposed Glenwood Riverfront Mixed-Use Plan District will be applied in conjunction with several overlay districts, including the Willamette Greenway, Hillside, and Floodplain Overlay Districts, where applicable.

The proposed Glenwood Riverfront Mixed-Use District will replace the existing Glenwood Riverfront Plan District in Section 3.4-100 of the Springfield Development Code. The Glenwood Riverfront Plan was adopted in 2005 to implement the Glenwood Riverfront Specific Area Plan, which was developed as a Master Plan for 52.02 acres of land in the northeast corner of Glenwood's North Riverfront.

The existing zoning districts within Glenwood Phase 1 area are:

- Low Density Residential
- Medium Density Residential
- Community Commercial
- General Office
- Light Medium Industrial
- Parks and Open Space

The proposed zoning districts within Glenwood Phase 1 zones are:

- Subarea A Residential Mixed-Use;
- Subarea B Commercial Mixed-Use;
- Subarea C Office Mixed-Use ; and
- Subarea D Employment Mixed-Use.

The existing Glenwood Riverfront Plan District lists proposed land use allocations as follows:

- Residential: 30-60 percent (15-29 acres) with an overall net density of at least 12 dwelling units per net acre, based on the definition of a Node contained in TransPlan.
- Commercial Office/Employment: 10-30 percent (3-9 acres)
- Open space, drainage facilities, the riparian setback, and public right-of-way normally will be 25-35 percent (12-17 acres)

Some problems with the existing land use allocations are:

- An applicant would have to apply for a zone change because no zoning map amendments occurred with adoption of the Glenwood Riverfront Plan District in 2005. Only the Mixed-use and Nodal Development Area designations were adopted at that time. Rezoning to comply with land use designation would add more time to the development approval process.
- As a result of the sliding scales described above, there is no guarantee that a cohesive residential neighborhood could be developed because no boundary separating residential from commercial was established in 2005. Both residential and commercial development could be scattered throughout the 52.02 acres.
- The first developer could choose to develop all of the commercial allocation leaving only the residential allocation for the next developer.

C. Growth Management Goals, Findings, and Policies

"1. The urban growth boundary and sequential development shall continue to be implemented as an essential means to achieve compact urban growth. The provision of all urban services shall be concentrated inside the urban growth boundary." (Ref. P. II-C-3)

"8. 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." (Ref. P. II-C-4)

"9. A full range of key urban facilities and services shall be provided to urban areas according to demonstrated need and budgetary priorities." (Ref. P. II-C-4)

"16. Ultimately, land within the UGB shall be annexed to a city and provided with the required minimum level of urban facilities and services. While the time frame for annexation may vary, annexation should occur as land transitions from urbanizable to urban." (Ref. P. II-C-5)

In Glenwood Phase 1*, "…approximately one-third of the Glenwood Riverfront is annexed into Springfield, with the remainder of the area being unincorporated in part due to the desire of property owners and in part due to a lack of urban public facilities."* All of the property affected by Glenwood Phase 1 is within Springfield's Urban Growth Boundary. In order for property that is outside of Springfield's city limits, but within its Urban Growth Boundary to connect to the public wastewater system, it must be annexed to the City. In order for annexation to occur, compliance with Metro Plan Growth Management Goals 8 and 9 is required. The timing of annexations will be determined by market demand and the City's ability to fund necessary improvements. Additionally, the proposed Glenwood Refinement Plan's Public Facilities and Services, Open Space and Financing Public Infrastructure Chapters' policies and implementation strategies and the proposed Glenwood Riverfront Mixed-Use Plan District Public and Private Development Standards (SDC 3.4-275) discuss the provision of public facilities and services, including, but not limited to the provision of wastewater, stormwater, electric facilities, water facilities, solid waste facilities, police services, fire and emergency services, schools and parks and recreation facilities. In order for wastewater facilities and stormwater facilities to serve all of Glenwood, expansion of these public facilities is listed on Springfield's 2012-2016 Capital Improvement Program. All of Glenwood is within Springfield's Urban Growth Boundary, no request for an Urban Boundary expansion is necessary and a full range of key urban facilities can be provided in a logical and orderly manner.

"17. Eugene and Springfield and their respective utility branches, Eugene Water & Electric Board (EWEB) and Springfield Utility Board (SUB), shall be the water and electrical service providers within the UGB." (Ref. P. II-C-6)

"18. As annexations to cities occur over time, existing special service districts within the UGB shall be dissolved. The cities should consider developing intergovernmental agreements, which address transition issues raised by annexation, with affected special service districts." (Ref. P. II-C-6)

The proposed Glenwood Refinement Plan, Public Facilities and Services Chapter states:

<u>Electric Service</u>

"In 2001, the Springfield Utility Board (SUB) and the Eugene Water and Electric Board entered into an agreement transferring electric service responsibility in Glenwood to SUB. SUB is now the electric service provider for all of Glenwood."

<u>Water Service</u>

"There are three water districts currently in Glenwood: The Glenwood Water District (GWD); the Eugene Water and Electric Board (EWEB); and the Springfield Utility Board (SUB). SUB purchased water from EWEB and resold it to GWD during the interim period while SUB constructed water transmission facilities to provide water to GWD. The purchase of water from EWEB was incrementally reduced as SUB constructed new water distribution facilities in Glenwood and was discontinued in April 2009. The SUB-GWD Agreement was updated in 2006.

Until 2001, the GWD contracted with EWEB for water service. At that time, SUB and the GWD signed a Water Supply and Services Agreement stating that SUB will provide water supply and related operational and maintenance services to the GWD. SUB purchased water from EWEB and resold it to GWD during an interim period while SUB constructed water transmission facilities to provide water to GWD.

SUB owns all water facilities within the City limits and provides water service within the City limits, including billing and maintenance. The GWD owns all water facilities outside of the City limits and contracts with SUB to provide water within that part of the system, bill customers for monthly usage, and provide maintenance on that part of the system. Glenwood water facilities are depicted in Figure 4. The GWD is a taxing district and contracts with Springfield Fire and Life Safety for fire protection and SUB Electric for the maintenance of street lights in those areas of Glenwood outside the City limits. When land is annexed into the City, it is subsequently withdrawn from the GWD, thereby diminishing both the customer base and the service area of the district. As the responsibility of the GWD diminishes, there will become a time where it is neither logical nor cost-effective for the GWD to remain in operation. However, the GWD cannot dissolve until the entire unincorporated portion of Glenwood is annexed to Springfield due to its continued role in fire protection. The GWD will need to continue to exist to contract fire protection services for the unincorporated portion of Glenwood.

In 2001, SUB and EWEB signed a Transfer Agreement that discussed the termination of the water service agreement between GWD and EWEB and specific EWEB water facilities. There are 16- and 24-inch water mains along the southern border of Glenwood that will remain under EWEB's jurisdiction in order to serve Eugene's southern regions and along 30th Avenue, directly north of Lane Community College. These mains currently terminate at Nugget Way…."

"23. Regulatory and fiscal incentives that direct the geographic allocation of growth and density according to adopted plans and policies shall be examined and, when practical, adopted." (Ref. P. II-C-7)

There are regulatory and fiscal incentives that have been established for Glenwood. Springfield sponsored the development of a Glenwood Urban Renewal Plan (GURP) in 2004 and its formation under the wing of the SEDA, Springfield's urban renewal agency formed in the 1980's. In November 2004, the GURP was approved by 72% of the voters and then adopted by the City Council and Lane County Commissioners. The GURP was to expand industrial areas available to firms, revitalize the emerging industrial areas of this western part of Springfield, and to redevelop the Willamette riverfront areas along the northeasterly portion of Glenwood. In selecting project areas and project types for the GURP, Springfield and SEDA looked to:

- Augment redevelopment in Glenwood
- Financially assist with basic infrastructure for not only the underdeveloped riverfront areas to redevelop into high quality, mixed-use development, but also to
- Develop the underused vacant sites and redeveloping underdeveloped industrial sites anticipated to be vital to the long-term economic growth of Springfield.

SEDA's initial urban renewal efforts and strategies have focused on the following activities with advice from the citizens and business and property owners represented on the Glenwood Renewal Advisory Committee:

- Support industrial development and redevelopment that generates tax increment income for further public investments in infrastructure;
- Explore and overcome development limitations with Glenwood-specific solutions to public infrastructure systems, develop the 48-acre Glenwood Specific Area Plan area, and find creative solutions to mitigating adverse impacts to affected areas; and
- Explore how to retain and strengthen neighborhoods and residents' connections to existing residential areas of Glenwood.

SEDA further intends to create jobs and increase private investment by attracting new industrial business, building mixed-use housing in mixed-use areas of Glenwood along the Willamette riverfront. The GURP reflects and helps to implement the goals and policies in the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) and Oregon's Statewide Planning Goals while also following closely to the Oregon Revised Statutes governing the creation and operation of an urban renewal area (ORS Chapter 457).

The proposed Glenwood Refinement Plan Housing and Economic Development Chapter states: "*Glenwood makes up about seven percent of Springfield's Urban Growth Boundary and contributes about nine percent of the jobs in Springfield. An economic development survey performed by Springfield in 2009 showed locally and regionally significant firms in Glenwood employ nearly 2,000 people in a variety of businesses. With its central location and access to Interstate 5 (I-5), Glenwood's economic activity depends on and relates to activity in the Eugene-Springfield metropolitan area and to the larger regional economic base of Lane County and other nearby Willamette Valley counties. Consequently, Glenwood's underdeveloped riverfront sites position this area for significant commercial, mixed-use, and industrial redevelopment. The key to Glenwood's redevelopment will emerge through timely and appropriate responses by Springfield and its urban renewal agency (the Springfield Economic Development Agency, SEDA) to development challenges; by private sector market responses to opportunities emerging in Glenwood; and by the community working together to overcome the many challenges inherent to the redevelopment process."*

"Economic development in Glenwood is linked to similar goals, strategies, programs, efforts, and policies applicable elsewhere in Springfield and its UGB. Springfield's adopted Economic Development Plan, Springfield Enterprise Zone, Glenwood Urban Renewal Plan, and CIBL describe Springfield's general approach to development, incentives, investments, and strategies. It is anticipated that Springfield will continue to prioritize future development and redevelopment of the Glenwood Riverfront, including continued growth of existing business as well as the recruitment of new business, as detailed in the policies and implementation strategies below…."

" [Glenwood Refinement Plan] ***Policies & Implementation Strategies:***

- *Provide financial incentives for renovation of current commercial and industrial uses compatible with this Plan's goals and objectives through SEDA's tax increment-funded programs, as funding becomes available.*
- *Provide financial incentives with wastewater and other services improvements, as well as annexation, to businesses when applicable and as funding becomes available.*
- *Enhance investment and re-investment in the community by supporting expansion of existing businesses that are suitable for and conform to the Glenwood Riverfront's long-term redevelopment and land use plans.*
- *Provide creative financing approaches to facilitate large-scale infrastructure development, when applicable and as funding becomes available.*
- *Consider providing financial incentives for expenses related to relocation or displacement to other Springfield sites for existing businesses found to be in non-conformance with the Glenwood Riverfront's long-term redevelopment and land use plans through SEDA's tax increment-funded programs, as funding becomes available.*
- *Support and encourage development in appropriate areas, as identified in the Land Use and Built Use Chapter, to generate property tax revenue.*

- *Maximize public investments in planned land uses to enhance the Glenwood Riverfront's long-term economic future.*
- *Provide financial incentives to assist developers in solving critical problems and overcoming barriers to development as annexation occurs and funding becomes available.*
- *Explain, inform, and guide property owners and developers through mitigating identified development constraints.*
- *Encourage the expansion and development of value-added business to produce jobs that match the current and future labor force by considering wage levels, employment stability, training and hiring opportunities for local workers, youth, and protected classes.*
- *Leverage the community's resources to the maximum extent possible with private investment and, where appropriate, with other public funding sources, such as state and federal grants.*
- *Provide supportive programs and incentives to demonstrate how development controls and design standards can be implemented, included in development projects, and built where such protections need to be stringent.*
- *Link certain public improvements to adjust to the shifts from rural-like and separated industrial uses to urban mixed-use development.*
- *Ensure orderly sequencing of development through incentives to maximize use of existing and anticipated investments in public resources and facilities to leverage private investments and to minimize, mitigate, or offset potential negative impacts on new investments, neighborhoods, parks, and other uses.*
- *Provide suitable assistance in areas for growth, development, and redevelopment to increase employment opportunities for the local labor force, at all wage levels but especially for wage levels that allow individuals to support themselves and their households.*
- *Provide creative financing approaches to facilitate large scale infrastructure development, when applicable and as funding becomes available."*

In addition, the proposed Glenwood Refinement Plan, Financing Public Infrastructure Chapter states: "Implementing the Glenwood Refinement Plan to realize the goals and objectives of the community will require substantial capital investment in public infrastructure. Capital financing has proven to be a challenge for Springfield and its partner agencies in the years leading up to the time this Plan was written. As a result, it is reasonable to expect that Springfield and its partner agencies will find it appropriate to pursue a broad range of strategies to secure necessary capital funding in a timely way to implement the projects discussed in this Plan…."

There are regulatory and fiscal incentives that direct the geographic allocation of growth and density in the Glenwood Riverfront.

" ***24 To accomplish the Fundamental Principle of compact urban growth addressed in the text and on the Metro Plan Diagram, overall metropolitan-wide density of new residential construction, but not necessarily each project, shall average approximately six dwelling units per gross acre over the planning period."*** (Ref. P. II-C-7)

Glenwood Phase 1, Subarea A establishes a high density mixed-use residential neighborhood. The proposed Metro Plan designations are Mixed-Use and Nodal Development Area. The proposed Glenwood Refinement Plan designation is Residential Mixed-Use *"…where the intended primary use is high-density residential. However, to increase the development of housing opportunities in close proximity to supporting commercial or civic uses needed by residents, limited small scale retail, office, and service uses are intended as secondary uses if developed as an integral part of the residential development."* Metro Plan Policy 24 is expressed in gross acres. However, the minimum Nodal Development designation requires an average residential density of 12 dwelling units per net acre as

specified in TransPlan. The proposed minimum density in Subarea A is 50 dwelling units per net acre, which will also meet the high density residential shortfall described in the Springfield Residential Land and Housing Needs Analysis adopted by the City Council on May 20, 2011.

A. RESIDENTIAL LAND USE AND HOUSING ELEMENT

This section of the report addresses the consistency of the proposed amendments with both the Springfield 2030 Refinement Plan residential and Metro Plan land use and housing policies.

In 2007 the Oregon Legislature passed and the Governor signed into law Chapter 650, Oregon Laws 2007, codified as ORS 197.304 and commonly known as "House Bill 3337". ORS 197.304 states:

> *(1) Notwithstanding an intergovernmental agreement pursuant to ORS 190.003 to 190.130 or acknowledged comprehensive plan provisions to the contrary, a city within Lane County that has a population of 50,000 or more within its boundaries shall meet its obligation under ORS 197.295 to 197.314 separately from any other city within Lane County. The city shall, separately from any other city:*
>
> *(a) Establish an urban growth boundary, consistent with the jurisdictional area of responsibility specified in the acknowledged comprehensive plan; and*
>
> *(b) Demonstrate, as required by ORS 197.296, that its comprehensive plan provides sufficient buildable lands within an urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years.*
>
> *(2) Except as provided in subsection (1) of this section, this section does not alter or affect an intergovernmental agreement pursuant to ORS 190.003 to 190.130 or acknowledged comprehensive plan provisions adopted by Lane County or local governments in Lane County. [2007 c.650 §2]*

ORS 197.304 required Springfield to evaluate the sufficiency of its residential buildable land supply and to establish a separate Springfield UGB.

Springfield conducted a residential land study to evaluate the sufficiency of its residential buildable land supply and prepared local housing policies that meet the requirements of Oregon Statewide Planning Goal 10 (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008. The *Springfield Residential Land and Housing Needs Analysis* (RLHNA) and the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* were adopted by Springfield and Lane County and acknowledged in September 2011.

The residential land use policies included in the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* together with the technical analysis included in the *Springfield Residential Land and Housing Needs Analysis, February 2011* address Statewide Planning Goal 10: Housing, "To provide for the housing needs of the citizens of the state," including goals, objectives, policies and implementation actions that supplement the *Eugene-Springfield Metropolitan Area General Plan Residential Land Use and Housing Element* (Chapter III-A), while demonstrating the City's ongoing commitment to increasing housing choice and residential densities within Springfield's separate Urban Growth Boundary. The relationship between the Springfield 2030 housing element and the Metro Plan housing is discussed in page 2 of the 2030 plan.

The policies in the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* establish Springfield's long-term policies and shorter-term strategies for meeting identified housing needs for the

plan period 2010-2030. Plan provisions supplement, refine and support policies contained in the *Eugene-Springfield Metropolitan Plan Residential Land Use and Housing Element* and are applicable only within the Springfield UGB. The goals, policies and implementation strategies were developed to respond to the findings in the RLHNA in ways that best implement Springfield's preferred residential land use growth management strategies — as identified and prioritized through the public involvement process. The policies and implementation actions in Springfield's housing element support a 20% increase in density over the historical development pattern by facilitating more dense development patterns. Issues not addressed in this element are addressed in the *Metro Plan Residential Land Use and Housing Element.* The policies in this element provide direction for Springfield in updating refinement plans, zoning and development regulations to address the community's housing needs." [9]

Consistency with *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* Policies

Springfield's residential and mixed use districts —as depicted in the Metro Plan diagram and Springfield's
refinement plans and as proposed in the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* Policies and Implementation Strategies — provide a residential land base with sufficient capacity for the market to develop adequate numbers of needed housing units to meet expected demand through 2030. In 2010, the conclusions of Springfield's buildable lands inventory and housing needs analysis showed that there was a surplus of buildable land in both the Low and Medium Density Residential designations and a deficit in the High Density Residential designation of 28 gross buildable acres. The Springfield 2030 Refinement Plan included a mandatory commitment to amend the Glenwood Refinement Plan by 2012 to redesignate at least 28 acres of land for high density residential development. This measure was adopted to ensure that the City's separate UGB will include enough buildable land to satisfy Springfield's projected housing needs by type and density range, as determined in the RLHNA.

"H .2: To meet identified high-density, multiple-family housing needs, the City shall redesignate at least 28 gross buildable acres in Glenwood Refinement Plan Subarea 8 and the eastern portion of Subarea 6 to Residential Mixed Use by December 31, 2012. This residential mixed use district shall accommodate a minimum of 411 dwelling units in the high density category and shall increase the required net minimum density to at least 28 dwelling units per acre. Establishment of higher minimum and maximum densities is encouraged to support the neighborhood commercial uses and employment uses envisioned in the Glenwood Refinement Plan. District boundaries and density ranges shall be established through the Glenwood Refinement Plan amendment process by December 31, 2012.

Glenwood Phase 1, Subarea A is the area described as "Glenwood Refinement Plan Subarea 8 and the eastern portion of Subarea 6" in Policy H.2.

Glenwood Phase 1 designates and rezones 33.26 acres of land in Subarea A to Residential Mixed Use for the development of housing to meet high-density, multi-family housing needs as required by Policy H.2.

Glenwood Phase 1 increases the minimum required net density in Subarea A to 50 dwelling units per acre. The required density of 28 units per net acre required by Policy H.2 is met. Phase 1 also establishes a higher minimum density to support neighborhood commercial uses and employment uses envisioned in the Glenwood Refinement Plan pursuant to Policy H.2.

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[9] *Springfield 2030 Refinement Plan Residential Land Use and Housing Element*, page 2.

Glenwood Phase 1, Subarea A will provide land for construction of housing that will support at least 1100 new dwelling units at the minimum density of 50 dwelling units per net acre.

The Mixed Use Residential boundary and density range is established in Glenwood Phase 1.

Adoption of Glenwood Phase 1 completes City's designation of sufficient buildable residential land within the Springfield Urban Growth Boundary to satisfy Springfield's projected housing needs by type and density range, for the planning period 2010-2030.

"Implementation Action 1.1: Convert density ranges in the Springfield Development Code from gross to net densities, consistent with the broad density categories of the Metro Plan. This plan converts Metro Plan gross densities to net densities as follows:

Residential Low Density 6-14 dwelling units per acre*;
Residential Special Density 8-14 dwelling units per acre;
Residential Medium Density 14-28 dwelling units per acre;
Residential High Density 28-42 dwelling units per acre;
Residential Mixed Use in Nodal Development Overlay and Transit Corridor Overlay District: Minimum and maximum densities to be determined through Refinement Plan and/or Master Plan process".

Glenwood Phase 1 uses net densities that have been determined through the Glenwood Refinement Plan Process. Glenwood Phase 1 establishes a minimum density of 50 dwelling units per net acre within the Nodal Development area.

"Policy H-3 : Support community-wide, district-wide and neighborhood-specific livability and redevelopment objectives and regional land use planning and transportation planning policies by locating higher density residential development and increasing the density of development near employment or commercial services, within transportation-efficient Mixed-Use Nodal Development centers and along corridors served by frequent transit service."

Glenwood Phase 1 locates high density residential mixed use development and increases the density of development in a mixed use zone next to employment or commercial services, within a transportation-efficient Mixed-Use Nodal Development center located along the Franklin and McVay corridors. Franklin has existing bus rapid transit (BRT) frequent service, McVay is a planned BRT route.

"Implementation Action 3.1: As recommended through the Residential Land Study, the areas of the city best suited to high density residential uses are Downtown, Glenwood Riverfront/Franklin Corridor, and Gateway. Plans for these areas shall be updated to support development of additional high density residential uses adjacent to commercial and employment areas."
"Implementation Action 3.2: Coordinate housing, land use, human services, urban design, infrastructure and environmental strategies to support pedestrian-friendly communities at and within a ¼ mile walk of transit stations."

"Policy H-10 : Through the updating and development of each neighborhood refinement plan, district plan or specific area plan, amend land use plans to increase development opportunities for quality affordable housing in locations served by existing and planned frequent transit service that provides access to employment centers, shopping, health care, civic, recreational and cultural services."

"Policy H.13: Promote housing development and affordability in coordination with transit plans and in proximity to transit stations."

Glenwood Phase 1 designates land for high density multi-family residential mixed use development in the Franklin Riverfront Corridor adjacent to commercial and employment areas. The plan supports pedestrian-friendly communities at and within a ¼ mile walk of EmX bus rapid transit stations by designating land for housing, employment and supporting commercial uses; by requiring pedestrian oriented urban design and multi-modal transportation system requirements; and through requirements to enhance the Willamette River Greenway. The Glenwood Phase 1 Nodal Development area is linked by frequent transit service to community services located in Downtown Springfield and Eugene, the University of Oregon and Springfield's Gateway area.

"Implementation Action 3.3: Increase opportunities for Mixed Use Nodal Development (ND):

- ***Consider expansion of the Glenwood node through the Glenwood Refinement Plan process."***

Glenwood Phase 1 designates land for Mixed Use Nodal development beyond the existing node. The Plan expands the node from 52.02 acres to 122.99 acres.

"Implementation Action 3.4: Continue to target mixed-use nodal development centers and corridors served by transit as focus of redevelopment incentives and focused planning efforts. Match areas of high infrastructure cost needs (e.g. Glenwood, Main Street) with higher density development opportunity siting."

Glenwood Phase 1 is a focused planning effort to support mixed-use nodal development. The cost of extending infrastructure costs will be high, thus this plan requires higher density development. Springfield's Glenwood Urban Renewal District supports mixed-use nodal development through the incentive provided by the City's ability to use the tax increment financing tool and to partner with the private sector to provide needed infrastructure.

"Implementation Action 5.2: Considering measures to increasing building height allowances in areas designated for Mixed Use Nodal Development when updating refinement plans, zoning plan districts and development standards."

Glenwood Phase 1 increases building height allowances in the area designated for Mixed Use Nodal Development. The proposed Glenwood Riverfront Mixed-Use Plan District, Section 3.4-275D.1. and 2. establishes the following building height standards: "*In all Subareas, the minimum building height shall be 2 stories above grade.* ***EXCEPTION:*** *Single story buildings shall be only permitted within a portion of a development area. If a single story building is proposed, the minimum height shall be 20 feet…. In all Subareas, there shall be no maximum building height.* ***EXCEPTION:*** *In all Subareas, the maximum building height shall be 3 stories for the portion of a building between the Greenway Setback Line and the WG Overlay District boundary."*

"Implementation Action 5.3: Update development standards to correlate parking requirements in mixed-use districts more directly to the City's overall development vision and develop parking management strategies (such as pay-in lieu programs) in Downtown Springfield and other districts where appropriate to use land efficiently and to support economical higher density development and urban form."

Glenwood Phase 1 updates standards for parking requirements to use land efficiently and to encourage use of alternate modes of travel. The Plan District standards establish parking maximums.

"Implementation Action 10.6: In order to control the effects of regulatory processes on housing price, strive to minimize the time taken to process land use and building permits, subject to the need to review projects in accordance with applicable regulations. Continue to give priority in the plan review process to permits for very low-income housing."

Glenwood Phase 1 provides updated standards that will reduce the time taken to process land use and building permits in Glenwood by 1) providing updated plans for infrastructure extension and design that will inform and expedite the annexation process and by 2) designating and zoning land for multi-family housing. Springfield gives priority in the plan review process to permits for very low-income housing.

"Policy H.11: Continue to seek ways to update development standards to introduce a variety of housing options for all income levels in both existing neighborhoods and new residential areas that match the changing demographics and lifestyles of Springfield residents."

"Policy H.15: Update residential development standards to enhance the quality and affordability of neighborhood infill development (e.g. partitions, duplex developments, transitional neighborhoods, rehab housing, accessory dwelling units) and multi-family development."

Glenwood Phase 1 provides updated policies and implementation strategies and development standards intended to encourage mixed-income housing in a new residential mixed use neighborhood. The proposed Glenwood Refinement Plan Housing and Economic Development Chapter under Housing states: *"As discussed in the Land Use Chapter, land in the core of the Glenwood Riverfront is intended for the development of an urban high density residential mixed-use neighborhood that: … provides additional and diverse housing choices for area residents." "Sustainable neighborhoods must be inclusive and provide housing and employment opportunities for people of all races, ethnicities, ages, disability status, and income levels. Due to the Glenwood Riverfronts unique and desirable central location in the region, natural amenities, and access to employers and institutions, housing developed in the Residential Mixed-Use area may be out of reach for low- and moderate-income persons unless proactive measures, implemented through the policies and implementation strategies below, are taken to facilitate the development of new affordable housing in this area. These housing units would also provide an opportunity for potentially displaced Glenwood residents to continue to live in affordable dwellings located in a desirable riverfront setting near their current neighbors and neighborhoods."* This issue is addressed as follows: "*Objective: Facilitate the development of new high-density housing units, including affordable housing units, that enable residents from a wide range of economic levels, household sizes, and ages to live in the Glenwood Riverfront."* There are a number of financial incentives for affordable housing listed in the Plan.

The proposed Glenwood Riverfront Mixed-Use Plan District lists Public and Private Development Standards (Section 3.4-270 Public and Private Development Standards) and Building Design Standards (Section 3.4-275 Building Design Standard). These standards are clear and objective regarding needed housing as specified n OAR 660-008-0015 and ORS 197.303. Plan District Sections 3.4-230, Glenwood Riverfront Mixed-Use Plan District Modifications and 3.4-235 Design Standards Alternatives/Exemptions from Design Standards, provide mechanisms for either providing an alternative review path or relief from certain development standards.

"Implementation Action 11.1: Capitalize on new commercial and residential development opportunities that will be stimulated by new infrastructure projects such as the Franklin multi-way boulevard."

Glenwood Phase 1 was developed concurrently with plans to improve Franklin Boulevard. The proposed Residential Mixed Use neighborhood is located along the proposed multi-way boulevard segment of the Franklin improvements.

"Policy H.14: Continue to update existing neighborhood refinement plan policies and to prepare new plans that emphasize the enhancement of residential neighborhood identity, improved walkability and safety, and improved convenient access to neighborhood services, parks, schools and employment opportunities."

Glenwood Phase 1 updates the existing refinement plan policies with new plans, policies and implementation mechanisms that are consistent with Policy H.14. The proposed residential neighborhood will have a unique identity, given the plan's riverfront location, the enhancement of the riverfront, the extension of the riverfront multi-use path, a riverfront street that will create a development pattern unique to the Metro area, the park blocks that will extend the riverfront park amenity into the neighborhood, the pedestrian-friendly street grid, and a convenient central location that provides easy access to urban amenities, services and employment opportunities.

Consistency with Metro Plan Residential Land Use and Housing Element Policies

"A.2 Residentially designated land within the UGB should be zoned consistent with the Metro Plan and applicable plans and policies; however, existing agricultural zoning may be continued within the area between the city limits and the UGB until rezoned for urban uses." (Ref. P. III-A-5)

Upon adoption of Glenwood Phase 1, all properties within proposed Subarea A will have a Metro Plan designation of Mixed-Use/Nodal Development Area, have a Glenwood Refinement Plan designation of Residential Mixed-Use and be zoned Residential Mixed-Use within the proposed Glenwood Riverfront Mixed-Use Plan District. Subarea A will address a high density residential shortfall described in the Springfield Residential Land and Housing Needs Analysis (See also the response to Statewide Planning Goal 10). Springfield has no agricultural zoning districts within its city limits or in the area outside the city limits within the Urban Growth Boundary. The residential mixed-use neighborhood proposed for Subarea A will be permitted under the Metro Plan Mixed Use and Nodal Development Area designations and the designation and zoning within the proposed Glenwood Riverfront Mixed-Use Plan District.

"A.4 Use annexation, provision of adequate public facilities and services, rezoning, redevelopment, and infill to meet the 20-year projected housing demand." (Ref. P. III-A-5)

Glenwood Phase 1 designates and rezones land for redevelopment of housing to meet the 20-year projected housing demand for high-density residential uses, as identified in the Springfield Residential Land and Housing Needs Analysis. Upon adoption of Phase 1, Subarea A will provide land for construction of housing that will support at least 1100 new dwelling units at the minimum density of 50 dwelling units per net acre. The Glenwood Refinement Plan text amendments provide a plan for future extension of adequate public facilities and services as land is annexed into the City. Annexation, not an expansion of Springfield's Urban Growth Boundary, will be used to meet the 20-year housing demand.

"A.7 Endeavor to provide key urban services and facilities required to maintain a five-year supply of serviced, buildable residential land." (Ref. P. III-A-5)

Glenwood Phase 1 addresses the provision of key urban facilities and services in Subarea A under the Growth Management Goals, Findings compliance statements and the Springfield Residential Land and Housing Needs Analysis discussed above. Key urban services can be provided to maintain a five-year supply of serviced, buildable high density residential land through redevelopment.

"A.10 Promote higher residential density inside the UGB that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserves rural resource lands outside the UGB." (Ref. P. III-A-7)

Subarea A is located entirely within Springfield's Urban Growth Boundary. Glenwood Phase 1 addresses the provision of key urban facilities and services in Subarea A under the Growth Management Goals, Findings compliance statements. Designating land for higher density in Glenwood Phase 1 conserves rural resource lands outside the UGB because no UGB expansion is necessary. There is existing infrastructure to serve the proposed high density residential development and no expansion of Springfield's Urban Growth Boundary will be necessary.

"A.11 Generally locate higher density residential development near employment or commercial services, in proximity to major transportation systems or within transportation-efficient nodes." (Ref. P. III-A-7)

Subarea A, Residential Mixed-Use, will form a high density residential neighborhood. Subarea A abuts Subarea B (Commercial Mixed-Use) to the east and Subarea C (Office Mixed-Use) to the west and south. The northern portion of Subarea D (Employment Mixed-Use) is in close proximity to Subarea A. The Glenwood Riverfront establishes a mix of commercial uses that includes employment and commercial opportunities for future residents. The majority of Subarea A is within 1/4 mile of the EmX bus line which runs on Franklin Boulevard and is designed to be a walkable community. In addition, Subarea A, as well as Subareas B and C will have the Nodal Development Area Metro Plan designation (TransPlan Potential Nodal Development Area 8A). Subarea A will promote higher density development by increasing the total supply of high density designated and zoned land within the metropolitan area. The nodal development minimum density is 12 units per net acre. However, a minimum density of 50 dwelling units per net acre is proposed.

"A.12 Coordinate higher density residential development with the provision of adequate infrastructure and services, open space, and other urban amenities." (Ref. P. III-A-7)

As discussed previously, Subarea A can be served by a full range of key urban facilities and services.

Subarea A contains two open space areas, the park blocks and the riverfront linear park which will serve the high density residential neighborhood.

The Glenwood Refinement Plan Open Space Chapter, Parks subheading states: *"This Plan includes policies to ensure that the redevelopment of the Glenwood Riverfront into a significant, new mixed-use neighborhood will be supported and enhanced by the presence of and access to nearby parks and open space….Neighborhood urban park blocks in the Franklin Riverfront are intended to make the economic, social, health, and environmental benefits of neighborhood parks available for residents and workers of*

surrounding mixed-use development, as well as the general public. The park blocks also aim to create a complementary situation where residents, employees, and visitors have access to natural light and green space, and, in turn, the park space is activated by nearby residents and commercial activities, adding vitality, excitement, and safety to such spaces. The park blocks, which are bordered by north-south streets are essential for providing continuous physical and visual connections from Franklin Boulevard to the Willamette River, and they are a key component in helping to develop district identity, serving as a recognizable centerpiece of the neighborhood, and a focus for activities….Linear parks provide public access to trail-oriented activities, which may include walking, running, bicycling, and skating, and they also may provide neighborhood recreation facilities where adequate space is available. Another key component of linear parks is a corridor of open space planned for environmental or scenic protection….This Plan envisions a continuous linear park along the Glenwood Riverfront, from the Interstate-5 bridges to the southern tip of Springfield's Urban Growth Boundary[passing through Subarea A]…. The proposed multi-use path passing through the linear park will be a critical link in the regional path system connecting Eugene, Springfield, and, eventually, the Howard Buford Recreation Area and Mount Pisgah."

Other urban amenities are described under the proposed design standards are discussed in the proposed Glenwood Riverfront Mixed-Use Plan District, Section 3.4-275 Building Design Standards. Infrastructure, adequate open space areas and other urban amenities are proposed to serve the residents of proposed Subarea A.

"A.13 Increase overall residential density in the metropolitan area by creating more opportunities for effectively designed in-fill, redevelopment, and mixed use while considering impacts of increased residential density on historic, existing and future neighborhoods." (Ref. P. III-A-7)

Implementing 50 dwelling unit per net acre minimum density in Subarea A is considered redevelopment rather than infill because all of the existing commercial, industrial and residential uses will need to be removed/relocated prior to construction. As stated previously, Subarea A satisfies a deficiency of High Density Residential land. Subarea A allows for commercial uses on the ground floor to provide goods and services to the residents. The proposed Glenwood Riverfront Mixed-Use Plan District, Section 3.4-275 establishes building design standards for Subarea A and the other Subareas.

Glenwood Phase 1 designates and zones land to create opportunities for effectively-designed high density mixed use redevelopment.

Glenwood Phase 1 is not identified or designated as a historic neighborhood.

The proposed Glenwood Refinement Plan Historic and Cultural Resources Chapter states:

In 2010, the Springfield Historic Commission conducted a Reconnaissance Level Survey (RLS) to further investigate properties previously identified as having potential historic resources. *"The purpose of the survey was to: provide …an assessment of the historic resources in Glenwood;* [and] *provide Springfield with an informational basis for policy and planning decisions regarding the management and protection of historic resources located within Glenwood….The …RLS identified eight structures within the Glenwood Riverfront that have resources of local and/or national significance and warrant further examination as they have the potential for individual listing…. Of those, …Myrmo & Sons, Blue Cross Animal Hospital, and Intercity Engineering structures* [were named] *the 'most interesting' should Springfield pursue further research for any of these potentially eligible structures"*

Under "***Policies & Implementation Strategies:***

- *Collaborate with the Springfield Historic Commission to continue the survey and inventory process for potentially historic resources and identify significant historic resources, as funding becomes available.*
- *Support efforts of the Springfield Historic Commission and property owners in seeking local and/or national landmark designation for significant historic resources.*
- *Require sufficient consideration and documentation by property owners of identified potentially significant historic resources so that future development, redevelopment, and/or demolitions fully address the identified resources, either through on-site preservation, off-site preservation, or through archival documentation of the resource.*
    - *Develop Plan District standards specifying documentation requirements for: 3007 Franklin Boulevard; 3600 Franklin Boulevard; 3698 Franklin Boulevard; 3787 Franklin Boulevard; 3998 Franklin Boulevard; 4206 Franklin Boulevard; 295 N. Brooklyn Street; 1475 S. Brooklyn Street; and any future identified potentially significant historic resources."*

The Ponderosa Mobile Home Park is a pre-existing residential non-conforming use. As Subarea A redevelops into a high density residential mixed-use neighborhood, existing State-mandated mobile home relocation regulations and levels of local assistance discussed in the proposed Glenwood Refinement Plan Housing and Economic Development Chapter will apply.

During the planning period, overall density in the metropolitan area will be increased by redevelopment that meets specific building design standards and where consideration is given to the topic of increased residential density on historic and existing neighborhoods.

"A.14 Review local zoning and development regulations periodically to remove barriers to higher density housing and to make provision for a full range of housing options." (Ref. P. III-A-7)

"A.15 Develop a wider range of zoning options such as new zoning districts, to fully utilize existing Metro Plan density ranges." (Ref. P. III-A-8)

"A.17 Provide opportunities for a full range of choice in housing type, density, size, cost, and location." (Ref. P. III-A-8)

"A.18 Encourage a mix of structure types and densities within residential designations by reviewing and, if necessary, amending local zoning and development regulations." (Ref. P. III-A-8)

Subarea A will be the only predominantly residential neighborhood in the Glenwood Riverfront. Subarea A has a specific refinement plan and zoning district, Residential Mixed-Use that is applicable nowhere else in Springfield other than the Glenwood Riverfront. The Residential Mixed-Use zoning district will require a minimum of 50 dwelling units per net acre.

The following Glenwood Riverfront Mixed-Use Plan District Sections apply specifically to Subarea A:

3.4-240, Design Standards Alternatives/Exemption from Design Standards, provides a discretionary design review process in addition to the clear and objective standards specified below.

3.4-255, Schedule of Use Categories, provides for a choice of high density residential uses – apartments, condos, dorms, lofts, row houses, senior/congregate care facilities, townhouses and live/work units. In addition, all allowed primary residential uses and secondary commercial uses on the ground floor in Subarea A are permitted outright. There are no discretionary residential or commercial uses in Subarea A.

3.4-270, Public and Private Development Standards, establishes clear and objective development standards.

3.4-275, Building Design Standards, establishes clear and objective design standards.

Barriers to higher density residential housing are removed, a choice of high density housing options and structure types will be provided and a new zoning district has been established for the high density residential mixed-use neighborhood in the Franklin Riverfront.

"A.19 Encourage residential developments in or near downtown core areas in both cities." (Ref. P. III-A-9)

Subarea A, with the potential for at least 1100 dwelling units, is adjacent to downtown Springfield. Easy access to downtown Springfield via EmX and bicycles can occur by the proposed Franklin Multi-Use Boulevard and the multi-use path along the Willamette River that includes a future bike bridge connection to support the retail redevelopment theme recently approved in downtown Springfield.

"A.22 Expand opportunities for a mix of uses in newly developing areas and existing neighborhoods through local zoning and development regulations". (Ref. P. III-A-9)

"A.23 Reduce impacts of higher density residential and mixed-use development on surrounding uses by considering site, landscape, and architectural design standards or guidelines in local zoning and development regulations." (Ref. P. III-A-9)

"A.24 Consider adopting or modifying local zoning and development regulations to provide a discretionary design review process or clear and objective design standards, in order to address issues of compatibility, aesthetics, open space, and other community concerns". (Ref. P. III-A-9)

As discussed above:

Subarea A will provide a mix of high density residential and commercial uses in a compact neighborhood.

The development and building design standards contained in the proposed Glenwood Riverfront Mixed-Use Plan District include site, landscape and architectural design standards specified in Sections 3.4-270 and 3.4-275 that will reduce impacts on abutting development.

The proposed Glenwood Riverfront Mixed-Use Plan District Section 3.4-240, Design Standards Alternatives/Exemption from Design Standards, provides for a discretionary design review process. In addition, Springfield Development Code Section 5.1-130 states that *"Type II decisions are made by the Director after public notice, but without a public hearing, unless appealed. Type II applications are*

reviewed as described below, unless the Director determines that the application should be reviewed as a Type III decision due to the complexity of the application or the need for discretionary review …"

There are opportunities for a mix of uses in a newly developing area, impacts of higher density residential mixed-use development are reduced on surrounding uses, and there is an existing discretionary review track for the Type II Site Plan Review process and one proposed discretionary track for design standards alternatives/exemption from design standards review process.

"A.25 Conserve the metropolitan area's supply of existing affordable housing and increase the stability and quality of older residential neighborhoods, through measures such as revitalization; code enforcement; appropriate zoning; rehabilitation programs; relocation of existing structures; traffic calming; parking requirements; or public safety considerations. These actions should support planned densities in these areas." (Ref. P. III-A-9)

The proposed Glenwood Refinement Plan Housing and Economic Development Chapter states: *"At the time this Plan was prepared, over 60% of Glenwood's housing stock was comprised of travel trailers, mobile homes, and other manufactured dwelling units, many of which are located in the Glenwood Riverfront. Given the age, variety, and quality of these types of units, manufactured home park owners in the Glenwood Riverfront will face increased pressure to redevelop their land for more valuable mixed uses. Further, most of the manufactured home parks in the Glenwood Riverfront are served by aging and marginal onsite septic systems. As these systems fail, owners will face considerable expense to annex and connect to the public wastewater system. These costs may factor into owners' decisions to close existing manufactured home parks."*

Glenwood is just one portion of the metropolitan area and one portion of Springfield. However, for Glenwood Phase 1, conserving the existing affordable housing is a conundrum, a balancing act between preserving this type of housing and providing sites for new centrally-located multi-family housing and employment opportunities. Glenwood Phase 1 assists in the revitalization of Glenwood by providing plans for housing, jobs and infrastructure that will bring this district up to appropriate urban standards. As land within Phase 1 is annexed and developed, the City will be able to use CDGB and HOME funding to support construction of housing units for low and moderate income persons.

Subarea A, which is planned for residential mixed-use development, will provide at least 1100 residential dwelling units at a minimum density of at least 50 dwelling units per net acre as part of a new pedestrian-friendly residential neighborhood in the Franklin Riverfront. This area will complement the existing residential core area on the south side of Franklin Boulevard, which will be addressed as part of Glenwood Phase 2, where the attributes of this older neighborhood will be studied. Subarea A currently contains the Ponderosa Mobile Home Park with 49 units on approximately 7 acres of land, which equates to a density of 7 dwelling units per net acre. The park is currently designated Mixed Use/Nodal Development and zoned Community Commercial and, therefore, is currently a pre-existing non-conforming use as specified in SDC Section 5.8-100.

Subarea D, which is planned for employment mixed-use, currently contains 6 mobile home parks with 375 units on approximately 34 acres of land, which equates to a density of just over 11 dwelling units per net acre. The parks are currently designated Mixed Use/Nodal Development Area, Commercial/Industrial/Multi-Family Mixed Use or Low Density Residential and zoned Low Density Residential. Only the parks and park land on the west side of McVay Highway that are designated and zoned Low Density Residential are currently conforming. The parks on the east side of McVay Highway are currently pre-existing non-conforming uses.

The proposed residential density of 50 dwelling units per net acre in Subarea A vastly exceeds the existing residential densities in the existing mobile home parks.

Redesignating and rezoning these parks to Residential Mixed-Use in Subarea A and Employment Mixed-Use in Subarea D will eliminate a number of Plan/Zone Conflicts and will make all of the parks non-conforming uses. Nevertheless, the parks may remain a "pre-existing non-conforming use" as specified in SDC Section 5.8-100, until such time as the park owner decides to redevelop or sell. At that time, the park owner must comply with ORS 90.645 regarding park closures and payments by giving the tenant not less than 365 days notice, in writing, before the date designated in the notice for termination; and by paying a tenant, for each space for which a rental agreement is terminated, one of the following amounts: $5,000 if the manufactured dwelling is a single-wide dwelling; $7,000 if the manufactured dwelling is a double-wide dwelling; or $9,000 if the manufactured dwelling is a triple-wide or larger dwelling.

For the record, mobile home park residents in other areas of Springfield have approached City staff requesting assistance in relocation in the event of park closures. In April 2008, the City Council reviewed 8 possible City responses to future mobile home park closures. Consensus emerged to support park homeowners with information about State Law, financial assistance from the Community Development Block Grant and HOME Investment Partnership programs (for income qualifying homeowners) and possible relief from the Springfield Economic Development Agency. Staff went back to the City Council in September 2009 for additional discussion on this topic with three options for the Council's consideration. The Council supported two options: reliance on State Laws and Regulations while responding with applicable referrals to available services addressing the needs of individual mobile home park tenants; and providing assistance in the development of other types of replacement housing. Other than these two options and ORS 90.645, there are no other options available to low income mobile home park residents, until these properties annex to Springfield. At that time, City housing programs such as the Emergency Minor Home Repair Program, the Springfield Home Ownership Program, the Springfield Home Improvement Program and the Neighborhood Stabilization Program Down Payment Assistance would then be available. Staff is aware of the concerns of the mobile home park residents, but even if the plan designations and zoning remain as is, the park residents would be dependent upon their rights as specified in ORS 90.645.

Subarea D currently contains a number of ownerships that are 5 acres or more in size, with 63 acres under one ownership. The Springfield Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis, and Economic Development Objectives and Implementation Strategies (CIBL) adopted by Council Resolution 10-03 on January 19, 2010, states there is a need for larger employment/industrial sites in the City and that "consistent with City Council policies, the areas that are expected to have the most redevelopment in the plan period are in Glenwood, especially along the Willamette Riverfront and Franklin/McVay corridor …." Glenwood is an opportunity area (See also the response to Statewide Planning Goal 9 Economic Development).

However, the proposed Glenwood Refinement Plan Housing and Economic Development Chapter states:

"Objective:

Provide assistance to manufactured home park residents possibly displaced by the redevelopment of property in the Glenwood Riverfront.

Policies & Implementation Strategies:

- *Allow existing residential uses in manufactured home parks to continue under the pre-existing non-conforming use provisions of the Springfield Development Code.*
- *Rely on State laws and regulations while responding with applicable referrals to available services addressing the needs of individual manufactured home park tenants.*
- *Consider providing financial assistance for mandated expenses of relocation or displacement of residents from potentially closed manufactured home parks through SEDA's tax increment-funded programs, as funding becomes available.*
- *Explore the feasibility of partnering with a non-profit or for-profit entity to acquire land and develop a new manufactured home park in Springfield for relocating potentially displaced manufactured home park residents."*

Springfield has programs to conserve the metropolitan area's supply of existing affordable housing as long as possible and support State regulations and provide local programs to aid residents of the existing non-conforming mobile home parks. The topic of the stability and quality of the Glenwood residential core, an older residential neighborhood will be addressed during Glenwood Phase 2.

"A.33 Consider local zoning and development regulations impact on the cost of housing." (Ref. P. III-A-12)

In all Subareas, including Subarea A, the proposed Glenwood Riverfront Mixed-Use Plan District requires a reduction in the amount of required off-street parking through application of parking maximums and any or all of the following parking options to meet parking maximums: a legally-binding shared parking agreement, a Transportation Demand Management, on-street parking credits for parking fronting the proposed development, unbundled parking - where parking spaces are rented or sold separately, rather than automatically included with the rent or purchase price of a residential or commercial unit - may be utilized, car sharing, where a household or business has access to a fleet of shared-use vehicles on an as-needed basis, carpool/vanpool parking, and subsidized transit passes.

Each parking space associated with a residential unit typically increases the cost of that unit by up to 20% and decreases the number of units that can be built on a typical lot by up to 20% (Klipp. Luke H. "The Real Cost of San Francisco's Off-Street Residential Parking Requirements." *Livable City.* University of California at Berkeley, May 27, 2004).

Subarea A also encourages allowing any type of construction permitted by the Oregon Structural Specialty Code, related building codes, fire codes and referenced standards to meet the minimum density by using wood frame construction over Type I fire resistant construction as a project cost reduction incentive for developers.

Along with the reduction of parking spaces discussed above, a common solution to the problem of on-site parking for multi-story multi-family residential structures is to incorporate a concrete garage at the base of the multi-story wood frame building.

The impact on the cost of housing has been considered.

<u>B. ECONOMIC ELEMENT</u>

"B.7 Encourage industrial park development, including areas for warehousing and distributive industries and research and development activities." (Ref. P. III-B-5)

This section of the report demonstrates that Glenwood Phase 1 is consistent with applicable Metro Plan policies that require the designation of land to provide for employment opportunities that "broaden, improve, and diversify the metropolitan economy while enhancing the environment."[10]

Adoption and acknowledgement of the Springfield Urban Growth Boundary (UGB) creates a requirement for Springfield to designate sufficient employment land to meet employment growth needs for the planning period 2010-2030. Previously the Metro Area considered employment land needs at the Metro level, and designated employment lands within a shared UGB. In response to this change, the City completed an Economic Opportunities Analysis (EOA) and a Commercial/Industrial Buildable Lands Inventory. The City Council adopted the draft by resolution in January 2010. At the time of the Glenwood Phase 1 planning process, the City is preparing an amendment to the Metro Plan to adopt the EOA into the comprehensive plan. The City has also prepared a draft Springfield Economic Element that addresses the findings of the EOA and Commercial/Industrial Buildable Lands Inventory. Although the EOA has not yet been adopted into the Metro Plan, Goal 9 requires the City to use the most recent EOA when updating its land use plans when two or more acres of land designated for industrial uses is re-designated to a non-industrial designation. [11]

This section of the report demonstrates that the results of the City's most recent Economic Opportunities Analysis have been considered and that the proposed amendments to industrial and other employment land designations provide an appropriate mix of employment land to support Springfield's projected employment growth.

The EOA assumes that over half of needed employment in Springfield will not require vacant land.

The EOA assumes that that 24% of employment (more than 3,200 new employees) would not require any
vacant land but will locate on land that is currently used. This would include employment that will locate in residential areas as well as employment that will locate on land that is already classified as developed because employment uses in some built spaces may intensify.

The EOA assumes that Springfield's economic development strategies of encouraging redevelopment in Downtown and Glenwood will be implemented.

The EOA assumes that all commercial and mixed use land needs on sites smaller than five acres would be accommodated through commercial redevelopment.

The City had a deficit of 33 commercial and mixed use sites smaller than five acres, which would require 71 acres of land (Table 5-3). Springfield assumes this need will be accommodated through redevelopment of existing commercial land.[12]

Existing industrial uses in Glenwood Phase 1 are no longer appropriately located. The area subject to Glenwood Phase 1 is currently developed with older, highway-oriented industrial uses (such as Willamette Greystone, Myrmo, Oldham Cranes, etc.) that eventually will be phased out as Glenwood redevelops to uses that are more appropriate along the riverfront. In many ways, these uses can be

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[10] Eugene-Springfield Metropolitan Area General Plan page III-B-1, Economic Element Goal.
[11] OAR 660-009-0010(4)(a)
[12] *Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis,* p. 59

viewed as the last remnants of a bygone era. Before dams were constructed on the upper Willamette system, Glenwood Phase 1 was subject to regular flooding. The area was characterized by trailer parks and campgrounds, farming operations, and earlier industrial uses that utilized the river resource in a manner that is not acceptable today. These uses are developed up to the top of bank of the river to the detriment of the riparian habitat, to views from this scenic river corridor and to the water quality of urban industrial runoff entering the river.

These uses also provide employment in a central location. Glenwood Phase 1 assumes that these uses will transition over time, either to new locations elsewhere in the Metro area, or to new facilities in Glenwood that are planned and constructed to be in conformance with the new land use mix and development standards of the plan.

A very important goal for Glenwood Phase 1 is to create new opportunities for employment at higher densities to utilize land more efficiently. The need to retain existing jobs and create more employment in Springfield is a very tall order. The results of Springfield's recently completed Economic Opportunities Analysis show that Springfield needs 13,440 new jobs by 2030. Table C-3 shows the types of employment that are needed by building type.

Table C-3. Forecast of employment growth in by building type, Springfield UGB, 2010–2030

	2010		2030		Change 2010 to 2030
Building Type	Employment	% of Total	Employment	% of Total	
Industrial					
Warehousing & Distribution	2,954	7.0%	3,343	6.0%	389
General Industrial	6,457	15.3%	7,523	13.5%	1,066
Commercial					
Office	12,561	29.7%	17,274	31.0%	4,713
Retail	7,709	18.2%	9,752	17.5%	2,043
Other Services	12,603	29.8%	17,832	32.0%	5,229
Total	**42,284**	**100.0%**	**55,724**	**100.0%**	**13,440**

Source: ECONorthwest
Note: Green shading denotes an assumption by ECONorthwest
[13]

Applicable Metro Plan Policies

"B.7 Encourage industrial park development, including areas for warehousing and distributive industries and research and development activities." (Ref. P. III-B-5)

Subarea D, Employment Mixed Use, permits:

[13] Table C-3 is from the *Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis*, page 125.

Light Manufacturing uses engaged in the manufacture (predominantly from previously prepared materials) of finished products or parts including processing, fabrication, assembly, treatment, testing, and packaging of these products that are not potentially dangerous or environmentally incompatible with office employment uses and all manufacturing and storage of materials and company vehicles occurs entirely indoors. These uses include, but are not limited to, manufacture of electronic instruments, preparation of food products, pharmaceutical manufacturing, research and scientific laboratories, and businesses that recycle manufactured materials for sale to the public within a building.

Office Employment uses are typically housed in office buildings where there is limited interaction between the public and the proprietor, are associated with the performance of a range of administrative, medical, high tech, nanotechnology, green technology, pharmaceutical and biotechnology, information technology, information management, and research and development functions. These uses include, but are not limited to, call centers, corporate or regional headquarters, physicians' clinics, software development, media production, data processing services, and technical support centers.

Recycling facilities that occur completely within buildings and located only on the west side of McVay Highway.

Warehousing and distribution - Warehousing and distribution are for the storage and regional wholesale distribution of manufactured products and for products used in testing, design, technical training or experimental product research and development permitted in conjunction with business headquarters.

Except for recycling, these uses are also permitted within Business Parks in Subarea D.

"B.9 Encourage the expansion of existing and the location of new manufacturing activities, which are characterized by low levels of pollution and efficient energy use." (Ref. P. III- B-5)

In Subarea D, the CIBL, the City's vision for economic growth over the next 20-years, combines sustaining existing businesses and helping them expand and embracing a broad variety of new opportunities for growth. The proposed Glenwood Riverfront Mixed-Use Plan District Section 3.4-270M. lists the following Light Manufacturing Operational Performance Standards. The performance standards currently apply within the Campus Industrial District (ref. SDC Section 3.2-245).

"Proposed light industrial manufacturing uses permitted in Subarea D shall comply with the operational performance standards specified below. Light industrial uses may stand alone or be in a business park with other permitted uses. There is no use list for light manufacturing uses. However, if the proposed use complies with the operational performance standards listed below, that use will be permitted.

1. *All light manufacturing operations shall be entirely enclosed within a building.*

EXCEPTION: *The Director may allow an outdoor utility yard to store tanks containing gases and/or fluids that are essential to the operation of the permitted use that otherwise cannot be contained in an enclosed building for fire and life safety reasons, as determined by the Fire Marshal. The utility yard shall be screened from public view by a masonry or decorative concrete wall at least 8 feet in height that is an extension of the building, complements the facade of the building and meets required setbacks and building landscaping standards specified in Subsection F. This exception shall not apply*

to development proposals adjacent to any residential or commercial mixed-use designation/zoning.

2. *All applicable building design standards specified in Section 3.4-275 shall be met.*

3. *The storage of raw materials and/or finished products shall occur entirely within enclosed buildings. The parking of trucks necessary for the operation of the facility shall also occur within enclosed buildings.*

4. *The movement of heavy equipment on or off the development area shall not be permitted.*

EXCEPTION: *Trucks and necessary heavy equipment shall be allowed during construction and trucks for deliveries and shipments.*

5. *Uses on the prohibited use list specified in Section 3.4-275 shall not be permitted.*

6. *Proposed uses shall comply with the additional operational performance standards listed below. The intent is not to specifically deny a use, but to ensure compliance with applicable local, State, and Federal regulations. Compliance with these operational performance standards shall be the continuing obligation of the property owner. Failure to comply with these operational performance standards shall be a violation of this Code and/or Chapter 5 of the Springfield Municipal Code, 1997.*

7. *Air pollution. Air pollution includes, but is not limited to emission of smoke, dust, fumes, vapors, odors, and gases. Air pollution shall not be discernable at the property line by a human observer relying on a person's senses without the aid of a device. The applicant shall obtain and maintain all applicable licenses and permits from the appropriate local, State, and Federal agencies.*

8. *Fire and explosive hazards. All activities involving the use, storage and/or disposal of flammable or explosive materials shall comply with the Uniform Fire Code as most recently adopted by the City.*

9. *Glare.*

a. *Glare resulting from exterior lighting, excluding low-intensity pedestrian-level lighting, shall be controlled by shielding light emissions from abutting uses and from public rights-of-way as specified in Section 4.5-100.*

b. *Glare resulting from a light industrial operation including, but not limited to welding or laser cutting shall not be visible from the outside of the building.*

10. *Hazardous Waste. Proposed development shall not utilize or produce hazardous waste unless permitted as specified in Oregon Administrative Rule (OAR) 340-102-0010 through 340-102-0065 or any applicable Federal regulation. Where hazardous waste is permitted, the proposed use shall not be adjacent to any residential or commercial mixed-use designation/zoning.*

11. *Noise. These standards apply to noise generated by any machinery or equipment on the development area. The maximum permitted noise levels in decibels across lot/parcel lines and district boundaries shall be as specified in OAR 340-035-0035, Noise Control Standards for Industry and Commerce.*

12. *Radiation. There are various sources of radiation including, but not limited to ionizing radiation, electromagnetic radiation, and radiation from sonic, ultrasonic or infrasonic waves. Uses that involve radiation shall comply with the regulations in OAR 333-100-0001 through 333-100-0080 and any applicable Federal regulation. Where sources of radiation are permitted, the proposed use shall not be adjacent to any residential or commercial mixed-use designation/zoning.*

13. *Vibration. No use, other than a temporary construction operation, shall be operated in a manner that causes ground vibration that can be measured at the property line. Ground-transmitted vibration shall be measured with a seismograph or a complement of instruments capable of recording vibration displacement, particle velocity, or acceleration and frequency simultaneously in 3 mutually perpendicular directions."*

In addition, Section 3.4-275, Subsection B. states: "*A design team shall be required for any proposed development requiring Site Plan Review procedure in order to comply with the design and development standards of the Glenwood Riverfront Mixed-Use Plan District. The design team shall include an Oregon Registered Architect, Landscape Architect, and Civil Engineer. Design teams are encouraged to: …Design buildings and sites that utilize the National Association of Home Builders National Green Building Program, the Sustainable Building Advisor Institute, or similar sustainable building and site design programs;…".*

The expansion of existing and the location of new manufacturing activities are characterized by low levels of pollution and efficient energy use.

"B.13 Continue to encourage the development of convention and tourist-related facilities." (Ref. P. III- B-5)

Subarea B allows hospitality services and hotels as a primary use. Subarea C allows hotels as a secondary use. Hospitality services are conference/visitor centers including, but not limited to conference hotels, and conference/exposition centers; and hotels including, but not limited to, inns, bed and breakfasts, guesthouses, extended stay hotels or apartment hotels.

"B.16 Utilize processes and local controls, which encourage retention of large parcels or consolidation of small parcels of industrially or commercially zoned land to facilitate their use or reuse in a comprehensive rather than piecemeal fashion." (Ref. P. III- B-5)

CIBL Table S-4, Total employment site and land needs states that three sites that are 20-50 acres are needed during the planning period (Ref. P.iv). The Wildish Co. owns several parcels of land in proposed Subarea D, one of which is 23.7 acres in size. In order to prevent the piecemeal division and or development of this parcel, the proposed Glenwood Riverfront Mixed-Use Plan District will require the submittal of a Master Plan application, unless the property is developed all at once. There are a number of small parcels that will require consolidation prior to development in Subareas B, C and D. However, the proposed minimum development area is 5 acres in all Subareas. This standard will address the issue

of small parcels. In this circumstance, the applicant may also choose to utilize the Master Plan process. The Master Plan process will facilitate comprehensive development proposals as opposed to piecemeal development.

In addition, the proposed Glenwood Refinement Plan Housing and Economic Development Chapter, Economic Development Section states*: "Nearly all parcels in the Glenwood Riverfront are classified in the CIBL as vacant or potentially redevelopable industrial, commercial, and mixed-use sites. The plan designations for the Glenwood Riverfront, as described in the Land Use and Built Form Chapter, will result in vacant and redevelopable parcels in the Glenwood Riverfront contributing to Springfield's commercial and industrial buildable lands supply…. There is a citywide deficit of industrial parcels greater than 20 acres, and there is a deficit of commercial and mixed-use parcels greater than 1 acre. Therefore, parcels sized in these categories must be maintained or increased (through parcel consolidation) to preserve the commercial and industrial land supply."*

The proposed Glenwood Riverfront Mixed-Use Plan District Section 3.4-220D.2. states: *"Land divisions shall be prohibited on lots/parcels larger than one acre and designated and zoned Office Mixed-Use or Commercial Mixed-Use, or on lots/parcels larger than 20 acres and designated and zoned Employment Mixed-Use until Final Site Plan Review or Final Master Plan approval has been granted by the City."* The limitation on land divisions is necessary to protect commercial and industrial land of both small and large acreages as specified in CIBL.

The retention of large parcels or consolidation of small parcels of industrially or commercially zoned land to facilitate their use or reuse in a comprehensive rather than piecemeal fashion will be required

"B.18 Encourage the development of transportation facilities which would improve access to industrial and commercial areas and improve freight movement capabilities by implementing the policies and projects in the Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan) and the Eugene Airport Master Plan." (Ref. P. III- B-5)

"B.19 Local jurisdictions will encourage the allocation of funds to improve transportation access to key industrial sites or areas through capital budgets and priorities." (Ref. P. III- B-5)

Franklin Boulevard and McVay Highway are the two primary arterials serving Glenwood Phase 1. The Regional Transportation Plan and TransPlan break down roadway projects to particular categories. The description for Franklin Boulevard from Jenkins Drive to Mill Street, Project Number 839, states: "*upgrade to urban facility*". The description for McVay Highway from I-5 to Franklin Boulevard, Project Number 833, states: "*upgrade to 3- lane urban facility; intersection improvements at I-5 and Franklin Boulevard"*. The 2010-2015 CIP (P. 73) states that funding is secured for Franklin Boulevard planning.

In 2007, Springfield studied improvements to Franklin Boulevard and the McVay Highway/Franklin Boulevard intersection to support redevelopment and new investment in the Glenwood area. The study developed design concepts for Franklin Boulevard and McVay Highway from I-5 to the Union Pacific railroad trestle over McVay Highway and for the intersection of Franklin Boulevard and McVay Highway near the Springfield Bridges. As part of the Recovery Act program, Transportation Investment Generating Economic Recovery (TIGER) grants provide for capital investments in surface transportation infrastructure projects. In early 2010, Springfield applied TIGER I for the reconstruction of Franklin Boulevard as a multi-way, multi-modal boulevard. Springfield was not awarded a grant.

Springfield applied for a TIGER II in a joint application with the City of Eugene, ODOT, and LTD. The TIGER II grant was not awarded to these jurisdictions and agencies. Additionally, Springfield is currently working with URS consulting for National Environmental Policy ACT (NEPA) documentation and with CH2M Hill consulting for Project design. On July 14, 2011 the MPC approved additional funding in STP-U for the Franklin NEPA project in Glenwood. The Franklin NEPA project is close to initiation. Improvements to McVay Highway are not immediately scheduled.

"B.21 Reserve several areas within the UGB for large-scale, campus-type, light manufacturing uses. (See Metro Plan Diagram for locations so designated." (Ref. P. III-B-6)

Existing Campus Industrial development requires meeting specific design standards and operational performance standards. Proposed Subarea D, Employment Mixed Use will have similar standards for light industrial uses.

The proposed Glenwood Riverfront Mixed-Use Plan District, Section 3.4-250, Schedule of Use Categories, states: *"Light Manufacturing uses engaged in the manufacture (predominantly from previously prepared materials) of finished products or parts including processing, fabrication, assembly, treatment, testing, and packaging of these products that are not potentially dangerous or environmentally incompatible with office employment uses and all manufacturing and storage of materials and vehicles occurs entirely indoors. These uses include, but are not limited to, manufacture of electronic instruments, preparation of food products, pharmaceutical manufacturing, research and scientific laboratories, and businesses that recycle manufactured materials for sale to the public within a building."* While not specifically designated and zoned Campus Industrial, Subarea D does provide for campus-like light industrial opportunities. Additionally, the proposed Glenwood Riverfront Mixed-Use Plan District, Section 3.4-275, Building Design Standards will apply to Subarea D. These standards are similar to the building design standards found in the Campus Industrial District, Springfield Development Code Section 3.2-445.

As stated previously, the Wildish Co. owns several parcels of land in proposed Subarea D, one of which is 23.7 acres in size. In order to prevent the piecemeal division and or development of this parcel, the proposed Glenwood Riverfront Mixed-Use Plan District will require the submittal of a Master Plan application, unless the property is developed all at once. Any land division cannot occur until a Final Site Plan or Final Master Plan is approved by the City.

Subarea D will provide for large-scale, campus-type, light manufacturing uses.

"B.22 Review local ordinances and revise them to promote greater flexibility for promoting appropriate commercial development in residential neighborhoods." (Ref. P. III- B-6)

The proposed Glenwood Riverfront Mixed-Use Plan District, Section 3.4-245B. states:

1. *"Residential Mixed-Use. Subarea A addresses the need for high-density residential development sites discussed in the Springfield Residential Land and Housing Needs Analysis (RLHNA) and the Residential Land Use and Housing Element of the Springfield 2030 Refinement Plan adopted on June 20, 2011. This planned high-density neighborhood is intended to be pedestrian-friendly and includes park blocks and a riverfront linear park to incorporate public open space needs that are also discussed in the RLHNA and the Springfield 2030 Refinement Plan. Subarea A provides opportunities*

for high-density residential mixed-use development opportunities with riverfront views and points of access to the river. In Subarea A:

a. *The primary use shall be high-density residential development with a minimum density of 50 dwelling units per net acre.*

EXCEPTION: *The minimum density may be reduced to 28 dwelling units per net acre if the total average density of 50 dwelling units per net acre for the minimum 5 acre or larger development area is a condition of either Site Plan Review or Master Plan approval. For example, if a developer proposed a minimum density of 35 dwelling units per net acre for the first building, subsequent buildings would require a higher density to achieve the overall 50 dwelling unit per net acre standard.*

b. *Secondary commercial uses, while not required, will provide some of the commercial needs of this high density residential neighborhood.*

i. *Secondary educational facilities and commercial uses including, but not limited to retail sales and services; eating and drinking establishments; professional, scientific, and technical services; and personal service uses shall be limited to the ground floor of a building.*

ii. *Secondary commercial uses may occupy up to 100 percent of the ground floor of a building provided that all space above the ground floor meets the minimum density of 50 dwelling units per net acre within the development area.*

c. *No stand-alone commercial building shall be permitted.*

EXCEPTION: *In Subarea A, on the street side of buildings fronting Franklin Boulevard, permitted secondary commercial uses may also occur on upper stories. This will allow these commercial uses to take advantage of the exposure to the north side of Franklin Boulevard and other permitted commercial uses on the south side. Any high density residential development in these buildings shall meet the residential density standard specified above within the development area."*

The Residential Mixed-Use designation and zoning are unique to the Glenwood Riverfront.

The Residential Mixed-Use designation and zoning in Subarea A allows flexibility for promoting appropriate commercial development in this high density residential neighborhood.

"B.23 Provide for limited mixing of office, commercial, and industrial uses under procedures which clearly define the conditions under which such uses shall be permitted and which: (a) preserve the suitability of the affected areas for their primary uses; (b) assure compatibility; and (c) consider the potential for increased traffic congestion". (Ref. P. III- B-6)

The proposed Glenwood Riverfront Mixed-Use Plan District, Section 3.4-245B. states:

2. *"Commercial Mixed-Use. Subarea B provides for flexible commercial and/or high-density residential development opportunities with riverfront views and points of access to the river that complement the adjacent high density residential mixed-use neighborhood to the west. In Subarea B:*

a. *Primary uses are commercial hospitality services, retail sales and services; eating and drinking establishments; personal services; and professional, scientific, and technical services; and office employment uses that shall be permitted either as stand-alone uses or as part of a building with a mix of these uses. Within a primary use building, accessory uses including, but not limited to child care, indoor recreation centers, cafeterias, restaurants, or other contracted services for the benefit of office employees and that do not generally serve the public may be located.*

b. *Secondary educational facilities or high density residential uses shall be permitted above ground floor commercial uses or as a stand-alone building that is part of a commercial mixed use development area. Any secondary high density residential uses shall meet the minimum residential density within the development area as required in Subarea A.*

c. *In order to preserve the commercial land supply, no more than 50 percent of a development area within Subarea B shall be dedicated to a residential use, either stand-alone or within a mixed-use building.*

3. *Office Mixed-Use. Subarea C provides for office employment uses with riverfront views and access points to the river that complement the adjacent high density residential mixed-use neighborhood to the east. In Subarea C:*

a. *Primary uses are office employment uses; professional, scientific and technical commercial service uses; and educational facilities compatible with the office mixed-use orientation of this subarea as specified in Section 3.4-250 shall be permitted on any floor of a building. Within a primary use building, accessory uses including, but not limited to child care, indoor recreation centers, cafeterias, restaurants, or other contracted services for the benefit of office employees and that do not generally serve the public may be located.*

b. *Secondary educational facilities compatible with the offices mixed-use orientation of this subarea as specified in Section 3.4-250.*

c. *Secondary commercial retail sales and services, public eating and drinking establishments, and personal services that support primary uses shall be restricted to the ground floor. Secondary commercial uses may occupy up to 100 percent of the ground floor of a building.*

d. *Secondary hospitality uses shall be permitted, located southwest of the intersection of Franklin and Glenwood Boulevards or fronting the proposed roundabout at the*

northwest side of the intersection of Glenwood and Franklin Boulevards shall be permitted.

e. *Secondary metropolitan-oriented civic uses, such as a fire station shall be permitted, in the southwest corner of Subarea C south of Franklin Boulevard and west of Glenwood Boulevard.*

f. *In order to preserve the office land supply, no more than 50 percent of a development area within Subarea C shall be dedicated to a secondary commercial use.*

4. *Employment Mixed-Use. Subarea D provides for office employment and light manufacturing employment uses with limited external impacts that have riverfront views and points of access to the river. In Subarea D:*

a. *Primary uses are office employment uses; professional, technical and scientific commercial service uses; educational facilities compatible with the employment mixed-use orientation of this subarea as specified in Section 3.4-250; and production, assembly, testing, and packaging functions associated with light manufacturing or technology uses shall be permitted on any floor of a building. A hospital with supporting medical office buildings shall also be considered a primary employment use. Within a primary use building, accessory uses including, but not limited to child care, indoor recreation centers, cafeterias, restaurants, or other contracted services for the benefit of office employees and that do not generally serve the public may be located.*

b. *Secondary educational facilities compatible with the employment mixed-use orientation of this subarea as specified in Section 3.4-250.*

c. *Secondary warehousing and distribution functions associated with a primary light manufacturing use are permitted.*

d. *Secondary commercial retail sales and services, public eating and drinking establishments, and personal services restricted to the ground floor shall be permitted. Secondary commercial uses may occupy up to 100 percent of the ground floor of a building.*

e. *In order to preserve the employment land supply, no more than 50 percent of a development area within Subarea D shall be dedicated to a secondary commercial use.*

f. *No residential uses shall be permitted."*

The proposed Glenwood Riverfront Mixed-Use Plan District, Sections 3.4-270 and 3.4-275 establish Public and Private Development Standards and Building Design Standards that assure compatibility with abutting uses.

The potential for increased traffic congestion has been addressed in staff's response to Statewide Planning Goal 12 and the Nodal concept as defined in TransPlan.

C. ENVIRONMENTAL RESOURCES ELEMENT

"C.8. Local governments shall develop plans and programs which carefully manage development on hillsides and in water bodies, and restrict development in wetlands in order to protect the scenic quality, surface water and groundwater quality, forest values, vegetation, and wildlife values of those areas". (P. III-C-9)

Springfield has existing procedures regarding: hillside regulations SDC 3.3-500 Hillside Development Overlay District; water bodies SDC 3.3-400 Floodplain Overlay District; and wetlands/riparian areas SDC 4.110 Stormwater Management, 4.115 Water Quality Protection and 4.117 Natural Resource Protection Areas. Additional protections for Glenwood Phase 1 are found in the proposed Glenwood Refinement Plan Open Space and Public Facilities and Services Chapters and in the proposed Glenwood Riverfront Mixed-Use Plan District Sections 3.4-270 Public and Private Design Standards and 3.4-280 Willamette Greenway Development Standards.

Springfield has existing standards and proposed additional Glenwood Riverfront Mixed-Use Plan District standards (ref, SDC Section 3.4-270) which will carefully manage development on hillsides and in water bodies, and restrict development in riparian areas and wetlands in order to protect the scenic quality, surface water and groundwater quality, forest values, vegetation, and wildlife values of those areas will be in place at the time of development.

"C.9 Each city shall complete a separate study to meet its requirements under the Goal 5 Rule for wetlands, riparian corridors, and wildlife habitat within the UGB. Lane County and the respective city jointly will adopt the inventory and protection measures for the area outside the city limits and inside the UGB." (P. III-C-9)

"C.11 Local governments shall protect endangered and threatened plant and wildlife species, as recognized on a legally adopted statewide list, after notice and opportunity for public input." (P. III-C-9)

Springfield has adopted provisions regulating development to protect natural resources as discussed in staff's response to Statewide Planning Goal 5 - Springfield has an adopted natural resource inventory and protection measures and endangered and threatened plant and wildlife species are protected as currently addressed in SDC Sections 4.3-115 and 117.

"C.13 Wetland, riparian corridor, or wildlife habitat sites inside the UGB identified after adoption of the applicable Goal 5 inventory of significant sites, that have not been previously considered for inclusion in the inventory, shall be addressed in the following manner:

a. The jurisdiction within which the natural resource is located shall study the site according to the requirements in the Goal 5 administrative rule.

b. Upon the completion of the study, the affected jurisdiction shall determine whether the identified natural resource is significant according to the adopted significance criteria of the affected jurisdiction.

c. ***If the newly identified site is determined significant, the affected jurisdiction shall complete the Goal 5 requirements for the site, which includes adoption of protection measures for sites identified for protection.***
d. ***The affected jurisdiction will notify affected property owners and interested parties throughout the process.*"** (P. III-C-9)

Springfield has adopted an amendment of the Local Wetland Inventory regulating development to protect "new" riparian and wetland areas in Glenwood as discussed in staff's response to Statewide Planning Goal 5.

"C.21 When planning for and regulating development, local governments shall consider the need for protection of open spaces, including those characterized by significant vegetation and wildlife. Means of protecting open space include but are not limited to outright acquisition, conservation easements, planned unit development ordinances, streamside protection ordinances, open space tax deferrals, donations to the public, and performance zoning." (P. III-C-12)

The proposed Glenwood Refinement Plan Open Space Chapter references open space areas as follows: 1) *"Establish a linear park with a multi-use path along the Willamette River in the Glenwood Riverfront that is sensitive to riparian areas, wetlands, and scenic values and appropriate in size and type for the surrounding urban environment in order to: bring people and activity to the riverfront; augment the existing natural and recreational Willamette River open space corridor in the region; promote tourism; and enable recreational/educational appreciation of Glenwood's natural resources and open space/scenic areas."* and 2) *"Provide centrally located and adequate public park blocks to serve residents of High-Density Residential Mixed-Use development in the Franklin Riverfront and the general public, as an essential quality of life attribute that provides a visual and physical connection between Franklin Boulevard and the Willamette River and that also may be used for stormwater management."*

The proposed Glenwood Refinement Plan Financing Public Infrastructure Chapter contains a list of potential funding sources and states: "*To the extent practicable, utilize a broad variety of funding strategies and partnerships with other public agencies and private interests to provide the public infrastructure needed to support the Glenwood Refinement Plan."*

The linear park and the park blocks are considered part of the public infrastructure. The establishment of open space and the need to protect open space has been addressed.

"C.25 Springfield, Lane County, and Eugene shall consider downstream impacts when planning for urbanization, flood control, urban storm runoff, recreation, and water quality along the Willamette and McKenzie Rivers." (P. III-C-14)

"C.30 Except as otherwise allowed according to Federal Emergency Management Agency (FEMA) regulations, development shall be prohibited in floodways if it could result in an increased flood level. The floodway is the channel of a river or other water course and III-C-16 the adjacent land area that must be reserved to discharge a one-percent-chance flood in any given year." (P. III-C-15)

"C.31 When development is allowed to occur in the floodway or floodway fringe, local regulations shall control such development in order to minimize the potential danger to life and property.

Within the UGB, development should result in in-filling of partially developed land. Outside the UGB, areas affected by the floodway and floodway fringe shall be protected for their agricultural and sand and gravel resource values, their open space and recreational potential, and their value to water resources." (P. III-C-16)

The entire Glenwood Willamette River frontage is within the floodplain. The proposed Glenwood Refinement Plan Open Space Chapter states: *"The Willamette River produced annual flooding that had a major impact on development in Glenwood until the 1950's. Overseen by the U.S. Army Corps of Engineers, dams at Hills Creek, Lookout Point, and Dexter were built at that time on the upper Willamette to prevent annualized flooding. Much of the Glenwood Riverfront remains in a flood hazard area and the potential of flooding still exists during a major flood event. The possibility of dam failure also exists, although Corps officials stress that the likelihood of dam failure is remote. In 2004, Eugene and Springfield adopted a Multi-Jurisdictional Natural Hazards Mitigation Plan that covers each of the major natural and anthropogenic hazards, including riverine and urban flooding, that might pose a risk to the citizens, buildings, or infrastructure in the area. That plan was updated in 2009 in partnership with the Oregon Partnership for Disaster Resilience and Oregon Emergency Management. Semi-annual reviews and full updates of the plan every five years are required by the Disaster Mitigation Act of 2000.*

The Glenwood Riverfront has regulated flood plains identified by the Federal Emergency Management Agency (FEMA) through the National Flood Insurance Program. Flood plain development is regulated by the Springfield Development Code [SDC 3.3-400], *in compliance with Statewide Planning Goal 7, and the National Flood Insurance Program. The flood plains mapped by FEMA along the Willamette River were established based on analyses done in the 1970's, with the maps becoming effective in 1985. The Springfield Development Code is amended, as needed, to maintain currency with the National Flood Insurance Program. At the time of adoption of this Plan, efforts are being initiated to identify areas where flood plain studies and mapping need to be updated, such as the Glenwood Riverfront from the Union Pacific Railroad Trestle to the Interstate-5 Bridges."*

There are development standards and programs in place or will be in place to provide protection from flooding.

D. WILLAMETTE RIVER GREENWAY, RIVER CORRIDORS, AND WATERWAYS ELEMENT

"D.2 Land use regulations and acquisition programs along river corridors and waterways shall take into account all the concerns and needs of the community, including recreation, resource, and wildlife protection; enhancement of river corridor and waterway environments; potential for supporting nonautomobile transportation; opportunities for residential development; and other compatible uses". (Page III-D-4)

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

"D.5 New development that locates along river corridors and waterways shall be limited to uses that are compatible with the natural, scenic, and environmental qualities of those water features." (Page III-D-4)

"D.6 New industrial development that locates along the Willamette and McKenzie Rivers shall enhance natural, scenic, and environmental qualities." (Page III-D-4)

"D.8 Within the framework of mandatory statewide planning goals, local Willamette River Greenway plans shall allow a variety of means for public enjoyment of the river, including public acquisition areas, residential areas, and commercial areas." (Page III-D-4)

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

Glenwood Phase 1 establishes a concurrent 75 foot-wide Riparian Setback and Greenway Setback Line along the entire Willamette River frontage. The proposed Glenwood Riverfront Mixed-Use Plan District Section SDC 3.4-280 applies Willamette Greenway Overlay District protections for the Willamette River. Specifically, Section 3.4-280D. states:

*"**1.** Establishment of the Greenway Setback Line. In the Glenwood Riverfront portion of the WG Overlay District, the Greenway Setback Line shall be 75 feet upland from the top of the bank, concurrent with the existing 75 foot wide riparian setback as specified in Subsection 4.3-115A.1. The concurrency of these setbacks shall not lessen the significance of, or reasons for protecting the Willamette Greenway.*

2. *The Glenwood Riverfront portion of the WG Overlay District is divided into two distinct areas by the Greenway Setback Line:*

a. *From the Greenway Setback Line to the river, only water-dependent or water-related uses shall be permitted. These uses include, but are not limited to:*

i. *Public multi-use paths;*

ii. *Access ways;*

iii. *Pedestrian trails and walkways;*

iv. *Boardwalks;*

v. *Picnic areas;*

vi. *Interpretive and educational displays;*

vii. *Overlooks and view points, including benches and outdoor furniture;*

viii. *Docks;*

ix. *Boat shelters;*

x. *Piers;*

xi. *Boat ramps;*

xii. *Bridges and their approaches: pedestrian, bicycle and motor vehicle; and*

xiii. *Stormwater facilities.*

b. *From the Greenway Setback Line to the outer boundary of the WG Overlay District, permitted uses shall be the same as those in the base zones. Additional limitations on the placement of permitted uses in this area may be required to facilitate on-site stormwater management as specified in the Springfield EDSPM."*

As stated previously, the linear park and multi-use path will provide recreational opportunities. Further, the proposed Glenwood Riverfront Mixed-Use Plan District Section SDC 3.4-280A.7., under Purpose states: *"Allow and encourage a variety of water-dependent and water-related uses, recreational developments, and public access to and along the Willamette River while preserving, protecting, and enhancing the qualities of the river and the riparian area;* In addition, Section 3.4-270J.4.a.ii. states: *"Required public access to the Willamette River and the riverfront linear park shall be in the vicinity of the intersections of the north-south streets and the park blocks with the riverfront street in the Franklin Riverfront and no more than one-half mile apart in the McVay Riverfront. Amenities including, but not limited to, benches and seating areas along the multi-use path shall be required in the vicinity of public access. The developer may opt to provide additional access to enhance the development area."* Finally, Section 3.4-280F.7. states: "Public Access. *Where public access is provided to and along the Willamette River, that access shall be provided by easement, dedicated right-of-way, or other appropriate legal means as specified in the base zone, additional overlay zone or this Plan District."*

Permitted uses in Subareas A, B, C and D will be allowed in the area from the Greenway Setback Line to the outer boundary of the WG Overlay District upon Discretionary approval as specified in the proposed Glenwood Riverfront Mixed-Use Plan District Section 3.4-280G. These uses must also comply with Sections 3.4-270, Public and Private Development Standards and 3.4-275, Building Design Standards.

E. ENVIRONMENTAL DESIGN ELEMENT

"E.1 In order to promote the greatest possible degree of diversity, a broad variety of commercial, residential, and recreational land uses shall be encouraged when consistent with other planning policies". (Page III-E-3)

The proposed Glenwood Riverfront Mixed-Use Plan District establishes four mixed-use Subareas, A, B, C and D, as previously discussed, that are consistent with the proposed Glenwood Refinement Plan that establishes a broad range of commercial, residential and recreational land uses.

"E.2 Natural vegetation, natural water features, and drainage-ways shall be protected and retained to the maximum extent practical. Landscaping shall be utilized to enhance those natural features. This policy does not preclude increasing their conveyance capacity in an environmentally responsible manner." (Page III-E-3)

The protection of natural vegetation, natural water features, and drainage-ways are discussed in staff's response to Statewide Planning Goals 5 and 6.

However, the proposed Glenwood Refinement Plan Open Space Chapter states: *"In the context of the Glenwood Refinement Plan, open space is synonymous with green space, including natural resources, stormwater management facilities, and parks. The Open Space Chapter applies to the area of Glenwood referred to as the 'Glenwood Riverfront', which includes approximately three miles of Willamette River frontage and is comprised of land on either side of Franklin Boulevard and McVay Highway extending from the I-5 Bridge to Springfield's south urban growth boundary in Glenwood…. The Glenwood Riverfront and the connected Glenwood Slough present a rare opportunity to develop an open space system that integrates the restoration, enhancement, and protection of natural resources that benefit fish and wildlife habitats, with the provision of stormwater infrastructure from natural drainage and manmade development that helps support the development and redevelopment envisioned in this Plan, and enables these resources and facilities to co-exist and be enjoyed by people on a day-to-day basis….The use of identified park blocks that extend from Franklin Boulevard to the proposed riverfront street will also introduce the value of the riparian area to the high-density residential mixed-use development in the Franklin Riverfront. The park blocks will extend many of the benefits of both the natural environment and neighborhood desirability that residents and visitors to the area will enjoy in the Franklin Riverfront."*

"Objective:
Provide ample opportunities for people to access and enjoy the Willamette River and the natural environment while complying with State and Federal regulation and providing stable riverbanks and conserving, protecting, restoring, and establishing a diversity of riparian habitats and wetlands in order to retain their properly functioning condition related to fish and wildlife habitat, riverine flood control, sediment and erosion control, water quality, and groundwater pollution.

Policies & Implementation Strategies:

- *Restore, enhance, and protect the riverbank and riparian and wetland areas.*
  - *Establish a standardized Willamette River Greenway Setback Line of 75 feet from top-of-bank for water-dependent and water-related uses consistent with the existing 75-foot riparian setback.*
  - *Partner with property owners, private developers, non-profit organizations, and other agencies to seek opportunities and funding sources to acquire property and/or easements to create a contiguous riverfront that is sensitive to natural resource function and human interface.*
  - *Restore, enhance, and protect the riverbank and riparian area from the ordinary low water line to the Riparian Setback Line boundary using plants appropriate to the local urban aquatic and riparian areas and zones…..*
  - *Pursue funding for public/private partnerships to achieve riverbank re-shaping/benching, stabilization, and riparian and aquatic habitat restoration….*
  - *Establish policy for vegetation management of riverbank, riparian, wetland, and other natural resource areas through sustainable landscaping and controlling invasive species based upon introducing and supporting plants appropriate to the local urban aquatic and riparian areas and zones.*
  - *Incorporate into the Glenwood Mixed-Use Riverfront Plan District and the Springfield EDSPM, as appropriate, riverfront/river bank design concepts for developing an urban river's edge along the Glenwood Riverfront that improves conditions for fish, wildlife and people.*

- *Integrate natural resources, public interface/built environment, and water resources management.*
  - *Maintain or establish riparian habitat connectivity to the maximum extent practicable while allowing for and managing appropriate and limited public access to the river, as well as sight lines through the riparian area….*
  - *Limit recreation within the Riparian and Willamette Greenway Setback areas to passive activities including, but not limited to, picnicking, pedestrian activities, cycling, bird watching, fishing, educational signing, and riverfront viewing.*
  - *Locate a multi-use path within the Riparian and Greenway Setback areas, at the most outer edge to the extent possible.*
  - *Allow for Low Impact Development Approaches for Stormwater Quality Management facilities and/or wetland educational parks that establish or restore natural stormwater functions to be within the riparian boundary and setback….*
  - *Utilize the objectives, policy and implementation strategies listed in the Riverfront Linear Park section of this document."*

Natural vegetation, natural water features, and drainage-ways will be protected and retained to the maximum extent practical.

"E.3 The planting of street trees shall be strongly encouraged, especially for all new developments and redeveloping areas (where feasible) and new streets and reconstruction of major arterials within the UGB". (Page III-E-3)

The proposed Glenwood Riverfront Mixed-Use Plan District Section 3.4-270B. Public and Private Development Standards states: *"Street Trees and Curbside Planter Strips…. Street trees, especially those that provide shade, and curbside planter strips in the public right-of-way shall be as specified in the Springfield Engineering Design Standards and Procedures Manual.* [This document is currently being amended and adoption by the City Council resolution will occur either concurrently or shortly after adoption of Glenwood Phase 1.] *Varieties of street trees that can severely damage utilities, streets and sidewalks or can cause personal injury shall be avoided. Therefore, street trees will not be subject to the regulations of this Section and will not be counted toward any landscaping required by this Section. As a general rule, street tree selection should have a size relationship with the street landscape (.e.g., the wider the street, the larger the trees). Design considerations shall be focused on space requirements of the selected trees at all phases of their life cycle. Scale, soils, underground obstruction, overhead constraints, mature tree size, and shadow patterns are examples of design considerations. Proposed tree species shall provide continuity between one site and the next in the same block. Street trees shall be placed either directly in planter strips or within tree wells located between the sidewalk and the curb as specified in the Springfield Engineering Design Standards and Procedures Manual. Street trees and planter strips in the public right-of-way shall be shown on the required Site Plan."*

In addition, street trees will be required as part of the reconstruction of the two arterials that serve the Glenwood Riverfront, Franklin Boulevard and McVay Highway and as part of any development or redevelopment in the Glenwood Riverfront.

"E.4 Public and private facilities shall be designed and located in a manner that preserves and enhances desirable features of local and neighborhood areas and promotes their sense of identity." (Page III-E-3)

The discussion of public and private utility facilities occurs in the proposed Glenwood Refinement Plan Public Facilities and Services Chapter and the proposed Glenwood Riverfront Mixed-Use Plan District. Specifically, Section 3.4-270F.4.b.iii. states: *"Screening utilities. Ground-mounted utility equipment including, but not limited to: exterior transformers, mechanical units such as condensers and generators, switch gear, backflow preventers, utility pads, cable television and telephone pedestals shall be placed underground or within buildings, where practicable. When placed above ground, equipment shall be located to minimize visual impact and screened with either: an enclosure that blends with the proposed building design; landscaping; or both. When enclosures are used, they shall be tall enough to completely screen the equipment at the time of the equipment installation. Groundcover and shrubs, planted tall enough to completely screen the equipment and any required cover, shall attain 50 percent coverage after 2 years and 100 percent coverage within 4 years."* Springfield staff will work with SUB staff in the implementation of these standards. In addition, Springfield Development Code Section 4.3-125 requires utilities to be placed underground and Section 4.3-135 regulates major electrical transmission lines.

The design and location of public and private utilities will enhance the desirable features of the Glenwood Riverfront.

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

"E.6 Local jurisdictions shall carefully evaluate their development regulations to ensure that they address environmental design considerations, such as, but not limited to, safety, crime prevention, aesthetics, and compatibility with existing and anticipated adjacent uses (particularly considering high and medium density development locating adjacent to low density residential)". (Page III-E-3)

"E.7 The development of urban design elements as part of local and refinement plans shall be encouraged." (Page III-E-3)

"E.8 Site planning standards developed by local jurisdictions shall allow for flexibility in design that will achieve site planning objectives while allowing for creative solutions to design problems." (Page III-E-3)

"E.9 Refinement plans shall be developed to address compatibility of land uses, safety, crime prevention, and visual impact along arterial and collector streets, within mixed-use areas…." (Page III-E-4)

The proposed Glenwood Refinement Plan Land Use and Built Form Chapter states:

*"**Objective:** Implement the Land Use Framework for the Glenwood Riverfront by adopting the Glenwood Riverfront Mixed-Use District (GRMU) Plan District.*

Policies & Implementation Strategies:

- *Adopt the GRMU Plan District and apply it to all parcels in the Glenwood Riverfront.*
  - *Develop Plan District sub-sections including, but not limited to: Purpose; Applicability; Land Use Designations, Zoning District Descriptions and Applicable Overlay Districts; Review; Non-Conforming Uses; Conflicts; GRMU Plan District Modifications; Design Standards*

Alternatives/Exemptions from Design Standards; Phased Development; Schedule of Use Categories; Prohibited Uses; Use Interpretations; Base Zone Standards; Public and Private Development Standards; Building Design Standards; and Willamette Greenway Development Standards.

- *Develop development and design sub-sections including, but not limited to: Street Trees and Curbside Planter Strips; Lighting; Bicycle Facilities; Multiuse Path; Private Property Landscape Standards; Vehicle/Bicycle Parking and Loading Standards; Wastewater Facilities and Services; Stormwater Facilities and Services; Public Park and Open Space Facilities; Location of Transit Stations; Signs; Light Manufacturing Operational Performance Standards; Historic and Cultural Resources; Design Team; Facades/Vertical Building Divisions; Height; Massing/Building Articulation; Windows and Doors; Orientation/Entrances; Built-to Lines and Maximum Building Setbacks; Pedestrian Amenities; Screening Mechanical Equipment; and Parking Structure Design Standards."*

The proposed Glenwood Riverfront Mixed-Use Plan District:

Section 3.4-235 contains standards for Plan District Modifications, both Major and Minor.

Section 3.4-240 provides for Design Standards Alternatives/Exemptions from Design Standards.

Section 3.4-270 contains Public and Private Development Standards.

Section 3.4-275 contains Building Design Standards. The provisions include pedestrian-friendly requirements, such as street-facing façades and entries, parking locations to minimize pedestrian conflicts and allow for continuous area for outdoor furniture and a pedestrian zone. Regarding safety and crime, the special area zone provisions focus on the building form to create public space that includes more "eyes on the street" and activity along the street; fostering a safer environment for pedestrians.

Visual and personal accessibility will be provided to residents and workers, environmental design considerations are addressed, urban design elements are part of both the Glenwood Refinement Plan and the Glenwood Riverfront Mixed-Use Plan District, and flexibility in design allowing for creative solutions to design problems is provided.

F. Transportation Element

"F.1 Apply the nodal development strategy in areas selected by each jurisdiction that have identified potential for this type of transportation-efficient land use pattern." (Page III-F-4)

"F.3 Provide for transit-supportive land use patterns and development, including higher intensity, transit oriented development along major transit corridors and near transit stations; medium- and high density residential development within ¼ mile of transit stations, major transit corridors, employment centers, and downtown areas; and development and redevelopment in designated areas that are or could be well served by existing or planned transit." (Page III-F-5)

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

The proposed Glenwood Refinement Plan Transportation Chapter states:

"Nodal Development

These neighborhood design patterns are sometimes referred to as 'Nodes' in the Eugene-Springfield metropolitan area. The nodal concept was accepted by the Oregon Department of Land Conservation and Development as a measure for the region to reduce vehicle miles traveled in compliance with the Oregon Transportation Planning Rule in 2001. As described in the Eugene-Springfield General Metropolitan Area Plan (Metro Plan), the nodal designation prescribes development in a mixed-use, pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment along major transportation corridors with a mix of diverse and compatible land uses and public and private improvements designed to be pedestrian- and transit-oriented. This designation in the Metro Plan lists the fundamental characteristics of nodal development as follows:

- *Design elements that support pedestrian environments and encourage transit use, walking, and bicycling;*
- *A transit stop that is within walking distance (generally ¼ mile) from anywhere in the node;*
- *Mixed uses providing services within that walking distance;*
- *Public spaces, such as parks, public and private open space, and public facilities, that can be reached without driving; and*
- *A mix of housing types and residential densities that achieve an overall net density of at least 12 units per net acre.*

The 2002 TransPlan identified more than 50 sites throughout the Eugene-Springfield metropolitan area that were considered to have the potential for this type of land use pattern, including a portion of the Glenwood Riverfront paralleling Franklin Boulevard. Implementation of the 2005 Glenwood Riverfront Specific Area Plan included putting the nodal development strategy into action by applying the Metro Plan's Nodal Designation to the approximately 50-acre Riverfront Plan District boundary, as depicted in Figure 1. Implementation Action 2.4 in the Springfield 2030 Refinement Plan Residential Land Use and Housing Element calls for Springfield to increase opportunities for mixed-use nodal development, including considering expansion of the Glenwood node through the Glenwood Refinement Plan Update process. This Plan contains objectives, policies, and implementation strategies, as described later in the Land Use Chapter, that include direction for meeting this implementation strategy in the Glenwood Riverfront."

The existing boundaries of Nodal Development Area 8A (Glenwood Riverfront) are: the Willamette River on the north and east; Franklin Boulevard and McVay Highway on the south and east; a point just south the Union Pacific railroad trestle; and Henderson Avenue on the west (52.02 acres). Glenwood Phase 1 will expand the existing boundaries west to the I-5 Bridges, and will include the south side of Franklin Boulevard and the west side of McVay Highway. The Nodal boundary just south of the Union Pacific railroad trestle will remain the same. The proposed Glenwood Phase 1 Node will contain 119.6 acres (Subareas A, B, C and the north portion of Subarea D).

The Nodal Development Area will be implemented in the proposed Subareas by the following land use designations and zoning. Subarea A, Residential Mixed-Use, will establish a high density residential neighborhood. Subarea A abuts Subarea B (Commercial Mixed-Use) to the east and Subarea C (Office Mixed-Use) to the west and south. The northern portion of Subarea D (Employment Mixed-Use) is in

close proximity to Subarea A. The Glenwood Riverfront implements a nodal development approach and land use efficiency measures by integrating land use and transportation planning; it seeks to increase the use of alternative modes of transportation; reduce per-person vehicle miles of travel; and reduce demand for automobile-related transportation facilities. Subarea A, as well as Subareas B and C will have a Nodal Development Area Metro Plan designation (TransPlan Potential Nodal Development Area 8A). Subarea A will promote higher density development by increasing the total supply of high density designated and zoned land within the metropolitan area. The nodal development minimum density is currently 12 units per net acre, which is the minimum residential density permitted in a Node. However, a minimum density of 50 dwelling units per net acre is proposed resulting in an approximately 1100 dwelling units in Subarea A.

Finally, development within Glenwood Phase 1, including within the Node, will be guided by the development standards in Section 3.4-100 through 280 of the proposed Glenwood Riverfront Mixed-Use Plan District that implement the objectives, policies and implementation strategies of the updated Glenwood Refinement Plan. These standards are applied through Site Plan Review for new development and redevelopment. The proposed Metro Plan designations for Mixed-Use/Nodal Development acknowledges that the Franklin Riverfront (Subareas A, B and C) will be developed as a Node, consistent with its definition provided in the Metro Plan.

"F.7 Increase the use of motor vehicle parking management strategies in selected areas throughout the Eugene-Springfield metropolitan area." (Page III-F-6)

"F.8 Implement TDM strategies to manage demand at congested locations." (Page III-F-6)

The proposed Glenwood Refinement Transportation Chapter, Parking Section states: *"Objective: Develop and implement comprehensive, effective, and workable parking management strategies to provide sufficient on street and off street parking in the Glenwood Riverfront and strategically support the development of a vibrant, growing, and attractive destination for living, working, shopping, and recreating. Policies & Implementation Strategies:*

- *Evaluate and develop parking standards for inclusion in the Glenwood Riverfront Mixed-Use Plan District that: support Plan goals for transit, biking, walking, and ridesharing; and provide sufficient parking, in conjunction with an access system that provides balanced travel mode options.*
- *Establish parking ratios for low turnover, longer term off street parking for new development or redevelopment to assure that access impacts are meaningfully addressed, correlated to actual parking demand, and provide potential for generating a revenue source for future parking through a parking fee-in-lieu option."*

The proposed Glenwood Riverfront Mixed- Use Plan District supports the nodal development concept by implementing Transportation Demand Management (TDM) vehicle parking program benefits such as establishing parking maximums as specified in Table 3.4-1, and TDM parking options, including shared parking agreements, unbundled parking, car sharing, carpool/vanpool parking, subsidized transit passes, and the establishment of alternative work schedules in order to further reduce the need for parking.

The proposed maximum parking ratios reduce parking needs in nodal development areas based on the mixture of uses and emphasis on creating a pedestrian and alternative transportation friendly environment. The parking maximums are also discussed on Page 42 of this report as a cost saving mechanism to reduce housing development costs. There is also an allowance to further reduce parking

requirements by using TDM (transportation demand management) programs through a land use application process.

"F-10. Protect and manage existing and future transportation infrastructure." (Page III-F-7)

The proposed Glenwood Refinement Plan Transportation Chapter discusses Franklin Boulevard and McVay Highway:

"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."

"The McVay Riverfront is designated as an Employment Mixed-Use area, as described in the Land Use Chapter. Future development will take advantage of this area's very close proximity to a heavily used freight rail corridor, easy access to a planned bus rapid transit corridor and existing major transportation corridors, including I-5, and proximity to the Willamette River for employees. The uncertainty around the circulation needs of future employment mixed-use development, coupled with relatively shallow developable depth of land between McVay Highway and the river, has led to more flexible policy direction regarding the alignment and design of the circulation network in the McVay Riverfront. The desired street and accessway functions and design components are outlined in the objectives, policies, and implementation strategies below. At the time of development, proposed street, accessway, and driveway designs must also comply with Springfield's 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 street design cannot be found in this document, developers must collaborate with Springfield to design the streets as directed by the policies and implementation strategies in this section. The desired elements of an upgraded McVay Highway, as well as the proposed configuration of streets off McVay Highway, as described in the Local Street Network section below, were completed with participation by ODOT. At the time this Plan was written, McVay Highway was a State facility, and Springfield and ODOT were in the process of negotiating a jurisdictional transfer."

Future improvements that protect and manage Franklin Boulevard and McVay Highway are contained in the proposed Glenwood Refinement Plan.

"F.11 Develop or promote intermodal linkages for connectivity and ease of transfer among all transportation modes." (Page III-F-7)

"F.13 Support transportation strategies that enhance neighborhood livability." (Page III-F-7)

The proposed Glenwood Refinement Plan Land Use and Built Form Chapter, Neighborhood Design Section states: *"Glenwood Phase 1's mix of complementary uses developed in a compact urban form in appropriate locations, together with an interconnected and walkable street network and inviting open spaces, encourages more lively, interesting, pedestrian-friendly, and safer living, working, meeting, and shopping experiences day and night. Compared with the existing Refinement Plan, Glenwood Phase 1 has a more efficient pattern of transportation and other infrastructure that encourages walking, bicycling, and use of public transit for daily errands and commuting…. Objective: Implement land use and transportation-related land use policies found in the Metro Plan, TransPlan (and/or Springfield TSP), and the Springfield 2030 Refinement Plan to support pedestrian-friendly, mixed-use development in the Glenwood Riverfront Policies & Implementation Strategies:*

- *Designate and zone land that meets the fundamental characteristics of the Mixed Uses and Nodal Development Area designations, as defined in the Metro Plan."*

The proposed Glenwood Riverfront Mixed-Use Plan District, Section 3.4-245A.1.b. states: *"The Metro Plan's Nodal Development Area designation applies to all land within the Franklin Riverfront and the land along McVay Highway, north of the Union Pacific Railroad trestle. The Nodal Development Area designation supports a mixed-use, pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment in well-defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be oriented to pedestrians and transit."*

The proposed Glenwood Refinement Plan supports the nodal development land use strategy, which by definition promotes higher density, mixed-use development with accompanying design standards that enhance livability in the community.

"F.14 Address the mobility and safety needs of motorists, transit users, bicyclists, pedestrians and the needs of emergency vehicles when planning and constructing roadway system improvements." (Page III-F-7)

"F.17 Manage the roadway system to preserve safety and operational efficiency by adopting regulations to manage access to roadways and applying these regulations to decisions related to approving new or modified access to the roadway system." (Page III-F-8)

The proposed Glenwood Refinement Plan Transportation Chapter, Introduction Section states: *"Changing the nature of the transportation network in the Glenwood Riverfront to improve access, mobility, safety, and comfort for motorists, transit users, pedestrians, and bicyclists is essential to attaining and sustaining the mix, intensity, and types of uses desired. The intent of the policies in this Chapter is to ensure that Springfield and its transportation partners design the circulation network in the Glenwood Riverfront to make all modes safer, more attractive, and more convenient, offering more options to all users for commuter travel, access to development, and recreational purposes…. However,*

Springfield is committed to a program creating complete transportation facilities throughout the city. Complete transportation facilities are designed and operated to enable safe access for drivers, bicyclists, transit users, and pedestrians of all ages and abilities. In particular, the policies in this Chapter are intended to create a highly pedestrian-oriented environment to support future mixed-use development and increase the ease and convenience of walking.... This Chapter provides policy direction to foster pedestrian-friendly streets in the Glenwood Riverfront through decreasing automobile speeds in neighborhoods, focusing most through-traffic on arterials, aligning streets to reduce the distance that pedestrians have to walk to a crosswalk to safely cross a street, allowing sight lines and connections to destinations that attract pedestrian activity, and minimizing the real and perceived distances between development, transit stations, parks, and greenway amenities. The Chapter also includes policies regarding street design features, such as wide setback sidewalks with minimal interruptions in the flow or grade of pedestrian travel… [and] *pedestrian-scale lighting."*

In addition, the designs for both Franklin Boulevard and McVay Highway in the proposed Glenwood Refinement Plan are conceptual. The final designs are not currently available. However, pedestrian and bicycle safety will be addressed in more detail through a separate public process, prior to actual construction.

Safety needs to protect all transportation modes have been or can be accomplished.

"F.18 Improve transit service and facilities to increase the system's accessibility, attractiveness, and convenience for all users, including the transportation disadvantaged population." (Page III-F-9)

"F.19 Establish a BRT system composed of frequent, fast transit service along major corridors and neighborhood feeder service that connects with the corridor service and with activity centers, if the system is shown to increase transit mode split along BRT corridors, if local governments demonstrate support, and if financing for the system is feasible." (Page III-F-9)

"F.20 Implement traffic management strategies and other actions, where appropriate and practical, that give priority to transit and other high occupancy vehicles." (Page III-F-9)

Lane Transit District (LTD) has an established Bus Rapid Transit (BRT) Line, EmX, utilizing the existing travel lanes in Franklin Boulevard connecting downtown Springfield with downtown Eugene. The proposed conceptual Franklin Hybrid Multi-Way Boulevard shows BRT vehicles utilizing off street guide ways along portions of this street. In addition a BRT route along McVay Boulevard is on LTD's future projects list. The design of future improvements to McVay Highway have not been finalized, however, off street guide ways may be an option.

"F.22 Construct and improve the region's bikeway system and provide bicycle system support facilities for both new development and redevelopment/expansion." (Page III-F-10)

"F.23 Require bikeways along new and reconstructed arterial and major collector streets." (Page III-F-10)

"F.24 Require bikeways to connect new development with nearby neighborhood activity centers and major destinations." (Page III-F-10)

Both Franklin Boulevard and McVay Highway are arterial streets that are proposed to be reconstructed during the 20-year Glenwood Refinement Plan planning horizon. Both arterials will provide a continuous and safe bicycle facility along both sides of these streets. In addition, the proposed Franklin Riverfront area will utilize the local street grid for both shared vehicle/bicycle travel, except for the riverfront street, which will have striped bicycle lanes. Finally, the proposed Glenwood Refinement Plan, Transportation Chapter, Multi-Use Path Section states: *"Plans prepared by Springfield and its partners have set forth visions for connecting Glenwood to Eugene, downtown Springfield, Dorris Ranch, Buford Park, and beyond. 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. The 2011 Draft Community Needs Analysis of Willamalane's update to their Parks and Recreation Comprehensive Plan reports that expansion of the walking/bicycling path system was ranked as the most important project Willamalane should pursue by the community…. Develop a multi-use path along the Willamette River in Glenwood from I-5 to the southern tip of Springfield's Urban Growth Boundary so that the multi-use path strengthens physical and visual connections to the river and supports recreational uses and bicycle/pedestrian commuters along the riverfront."*

The Glenwood Riverfront Mixed-Use Plan District establishes parking ratios for long and short term bicycle parking, as well as, providing standards for parking location and security.

Both the on-street and off-street bicycle facilities will provide east-west and north-south connectivity for both bicycle commuters and recreational riders through the Glenwood Riverfront and between Springfield and Eugene.

The policies in the Glenwood Refinement Plan will require the construction of new on-street and off-street bicycle facilities that will provide connectivity both within the Glenwood Riverfront and beyond.

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

"F.27 Provide for a continuous pedestrian network with reasonably direct travel routes between destination points." (Page III-F-11)

"F.28 Construct sidewalks along urban area arterial and collector roadways, except freeways." (Page III-F-11)

The proposed Glenwood Refinement Plan Transportation Chapter contains many references to the pedestrian environment: *"In particular, the policies in this Chapter are intended to create a highly pedestrian-oriented environment to support future mixed-use development and increase the ease and convenience of walking…. This Chapter provides policy direction to foster pedestrian-friendly streets in the Glenwood Riverfront through decreasing automobile speeds in neighborhoods, focusing most through-traffic on arterials, aligning streets to reduce the distance that pedestrians have to walk to a crosswalk to safely cross a street, allowing sight lines and connections to destinations that attract pedestrian activity, and minimizing the real and perceived distances between development, transit stations, parks, and greenway amenities…. The Chapter also includes policies regarding street design features, such as wide setback sidewalks with minimal interruptions in the flow or grade of pedestrian travel, interesting street furniture and public art, pedestrian-scale lighting, street trees, and other green street elements that also make the pedestrian experience safe, comfortable, and attractive….a node is a mixed-use, pedestrian-friendly land use pattern that concentrates population and employment along major transportation corridors with a mix of diverse and compatible land uses and public and private*

improvements designed to be pedestrian- and transit-oriented…. 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….To minimize the impact of auto parking and driveways on the pedestrian environment and adjacent properties on north-south streets, access to all off-street parking, surface or otherwise, should be from east-west streets in the Franklin Riverfront. A similar effort will be made to minimize the impact of auto parking and driveways on the pedestrian environment in the McVay Riverfront."

The proposed Glenwood Riverfront Mixed-Use Plan District Section 4.4-270A. Public Streets, Alleys and Sidewalks requires their construction as follows: "*1. Public Streets, alleys and sidewalks in the Glenwood Riverfront shall be as described in the Glenwood Refinement Plan Transportation Chapter and designed and constructed as specified in the Springfield Engineering Design Standards and Procedures Manual. 2. Applicable Glenwood Refinement Plan Transportation Policies and Implementation Strategies shall be as specified in Appendix 3."*

Development/redevelopment provides for pedestrian access and connectivity, and facilitates pedestrian orientation.

"F.29 Support reasonable and reliable travel times for freight/goods movement in the Eugene-Springfield region." (Page III-F-11)

The proposed design for the Franklin hybrid multi-way boulevard discussed in the proposed Glenwood Refinement Plan Transportation Chapter, Franklin Boulevard Section states: *"Re-design and re-construct Franklin Boulevard as a multimodal 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."* The proposed hybrid design incorporates a number of slip lanes to accommodate local traffic and parking, thus reducing congestion and increasing travel times for freight traffic.

The proposed design for McVay Highway discussed in the proposed Glenwood Refinement Plan Transportation Chapter, McVay Highway Section states: *"Re-design and re-construct McVay Highway as a multimodal transportation facility to support redevelopment in Glenwood as envisioned in the Land Use Chapter while also providing an improved arterial connection between Springfield, Eugene, and Interstate 5."*

The proposed McVay design will be the maximum necessary width not exceeding two northbound and two southbound through lanes; dedicated bus rapid transit or other transit facilities. However, the final number of through travel lanes for automobiles and trucks will be based on future employment mixed-use development and through traffic volumes.

Travel times for freight movement along Franklin Boulevard and McVay Highway will be accommodated by the final design of both arterials.

"F.37 Consider and include among short-term project priorities, those facilities and improvements that support mixed-use, pedestrian-friendly nodal development, and increased use of alternative modes." (Page III-F-13)

As previously discussed, Glenwood Phase 1 implements a nodal development approach by integrating land use and transportation planning; to increase the use of alternative modes of transportation; reduce

per-person vehicle miles of travel; and reduce demand for automobile-related transportation facilities. The Glenwood Refinement Plan Transportation Chapter, Franklin Boulevard Section states: *"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. 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."*

While the final multi-way boulevard design is not being adopted as part of Glenwood Phase 1, a typical street design for the multi-way boulevard concept is included in the proposed Glenwood Refinement Plan Transportation Chapter for reference when the boulevard is ready for implementation. In addition, a "corridor envelope" is being proposed along Franklin Boulevard in order to accommodate the multi-way boulevard design and give certainty to developers when siting buildings and structures.

The proposed Glenwood Refinement Plan Financing Public Infrastructure Chapter, Introduction Section states: *"Implementing the Glenwood Refinement Plan to realize the goals and objectives of the community will require substantial capital investment in public infrastructure. Capital financing has proven to be a challenge for Springfield and its partner agencies in the years leading up to the time this Plan was written. As a result, it is reasonable to expect that Springfield and its partner agencies will find it appropriate to pursue a broad range of strategies to secure necessary capital funding in a timely way to implement the projects discussed in this Plan."*

The emphasis of staff's response to this policy applies specifically to Franklin Boulevard because it fronts Subareas A, Residential Mixed-Use; B, Commercial Mixed-Use; and C Office Mixed-Use and preparations have been underway since 2008 for the reconstruction of this arterial. McVay Highway fronts Employment Mixed-Use in Subarea D and multi-modal elements are part of the reconstruction of this arterial, but a specific construction date will be dependent upon proposed development in Subarea D and the necessary funding sources.

Those facilities and improvements that support mixed-use, pedestrian-friendly nodal development and increased use of alternative modes will be incorporated into the Franklin hybrid multi-way boulevard design.

G. Public Facilities and Services Element

"G.1 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-4)

The proposed Glenwood Refinement Plan Public Facilities and Services Chapter, Introduction states: *"On urban lands in Springfield, new development must be served by at least the minimum level of key urban services and facilities at the time development is completed and, ultimately, by a full range of key urban services and facilities….The Metro Plan defines the minimum level of key urban facilities and services as: wastewater service; stormwater service; transportation; solid waste management; water service; fire and emergency medical services; police protection; citywide park and recreation programs; electric service; land use controls; communication facilities; and public schools on a district-wide basis (in other words, not necessarily within walking distance of all students served). The Metro Plan defines a full range of key urban facilities and services as the minimum level plus urban public transit, natural gas, street lighting, libraries, local parks, local recreation facilities and services, and health services…. This Chapter outlines objectives, policies, and implementation strategies for the minimum level of key urban facilities and services applicable in the Glenwood Riverfront: wastewater; stormwater; electric; water; police; fire and emergency medical; and public schools…."*

The proposed Glenwood Refinement Plan and the proposed Glenwood Riverfront Mixed-Use Plan District address the orderly and efficient provision of the minimum level and full range of key urban facilities.

"G.2 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-4)

Springfield's portion of the Public Facilities Plan was amended in 2011. Both the proposed Glenwood Refinement Plan and the proposed Glenwood Riverfront Mixed-Use Plan District contain objectives, policies, implementation strategies and development standards that will implement the Public Facilities Plan.

"G.5 The cities shall continue joint planning coordination with major institutions, such as universities and hospitals, due to their relatively large impact on local facilities and services." (Page III-G-5)

Springfield staff has had contact with the University of Oregon and McKenzie-Willamette Hospital regarding possible development proposals in the Glenwood Riverfront prior to and during the course of this project. Specifically, Subareas C and D permit higher educational uses as primary/secondary uses and Subarea D permits a hospital use as a primary employment use. Specifically, both the proposed Glenwood Refinement Plan and the proposed Glenwood Riverfront Mixed-Use Plan District address the provision of public facilities to service these uses. Regarding the provision of wastewater facilities to serve Subarea D, Glenwood Refinement Plan Wastewater implementation strategies are: evaluate and monitor the capacity of the Glenwood Pump Station to determine if additional pumps are necessary, and if so, place the project on the CIP; either upgrade or decommission the Nugget Way Pump Station,

as funding becomes available; and complete the extension of the Glenwood Trunk Sewer, as funding becomes available.

The proposed Glenwood Refinement Plan and the proposed Glenwood Riverfront Mixed-Use Plan District can accommodate higher educational facility uses and a future hospital use.

"G.6 Efforts shall be made to reduce the number of unnecessary special service districts and to revise confusing or illogical service boundaries, including those that result in a duplication of effort or overlap of service. When possible, these efforts shall be pursued in cooperation with the affected jurisdictions. "(Page III-G-5)

The proposed Glenwood Refinement Plan Public Facilities and Services Chapter, Water Facilities and Services Section states: "*When land is annexed into the City, it is subsequently withdrawn from the Glenwood Water District (GWD), thereby diminishing both the customer base and the service area of the district. As the responsibility of the GWD diminishes, there will become a time where it is neither logical nor cost-effective for the GWD to remain in operation. However, the GWD cannot dissolve until the entire unincorporated portion of Glenwood is annexed to Springfield due to its continued role in fire protection. The GWD will need to continue to exist to contract fire protection services for the unincorporated portion of Glenwood".*

The proposed Glenwood Refinement Plan provides a process for the dissolution of the Glenwood Water District over time.

"G.7 Service providers shall coordinate the provision of facilities and services to areas targeted by the cities for higher densities, infill, mixed-uses, and nodal development." (Page III-G-7)

Glenwood Phase 1 has been targeted by Springfield for higher densities, infill, mixed-uses, and nodal development. The Glenwood Phase 1 Technical Advisory Committee includes representatives from the following service providers: Springfield Fire and Life Safety; Springfield Police; Glenwood Water District; Springfield Utility Board (Water and Electric Divisions); School District 19; School District 4J; and Willamalane Park and Recreation District. The proposed Glenwood Refinement Plan establishes objectives, policies and implementation strategies regarding public facilities and services and the proposed Glenwood Riverfront Mixed-Use Plan District establishes development standards regarding public facilities and services. The specific coordination of facilities and services for each proposed development will take place at the Site Plan Review process as specified in Springfield Development Code Section 5.17-100.

There has been and will be coordination of public facilities and services through the proposed Glenwood Refinement Plan, Glenwood Riverfront Mixed-Use Plan District, and the Springfield Development Code.

"G.10 Eugene and Springfield and their respective utility branches, EWEB and SUB, shall ultimately be the water service providers within the UGB." (Page III-G-6)

All of Glenwood Phase 1 is within Springfield's Urban Growth Boundary.

The proposed Glenwood Refinement Plan Public Facilities and Services Chapter, Water Facilities and Services Section states: *"There are three water districts currently in Glenwood: The Glenwood Water District (GWD); the Eugene Water and Electric Board (EWEB); and the Springfield Utility Board (SUB)….*

The SUB-GWD Agreement was updated in 2006. Until 2001, the GWD contracted with EWEB for water service. At that time, SUB and the GWD signed a Water Supply and Services Agreement stating that SUB will provide water supply and related operational and maintenance services to the GWD. SUB purchased water from EWEB and resold it to GWD during an interim period while SUB constructed water transmission facilities to provide water to GWD. SUB owns all water facilities within the City limits and provides water service within the City limits, including billing and maintenance. The GWD owns all water facilities outside of the City limits and contracts with SUB to provide water within that part of the system, bill customers for monthly usage, and provide maintenance on that part of the system…. The GWD is a taxing district and contracts with Springfield Fire and Life Safety for fire protection and SUB Electric for the maintenance of street lights in those areas of Glenwood outside the City limits…. In 2001, SUB and EWEB signed a Transfer Agreement that discussed the termination of the water service agreement between GWD and EWEB and specific EWEB water facilities. There are 16- and 24-inch water mains along the southern border of Glenwood that will remain under EWEB's jurisdiction in order to serve Eugene's southern regions and along 30th Avenue, directly north of Lane Community College. These mains currently terminate at Nugget Way. SUB is leasing a portion of the 24-inch EWEB water main east of the Laurel Hill Pump Station to provide a looped system in this area until such time as EWEB is prepared to extend the transmission main further to the south. EWEB will continue to own the water mains in its possession."

"G.14 Improve surface and ground water quality and quantity in the metropolitan area by developing regulations or instituting programs for stormwater to:

- ***a. Increase public awareness of techniques and practices private individuals can employ to help correct water quality and quantity problems;***
- ***b. Improve management of industrial and commercial operations to reduce negative water quality and quantity impacts;***
- ***c. Regulate site planning for new development and construction to better manage pre- and post-construction storm runoff, including erosion, velocity, pollutant loading, and drainage;***
- ***d. Increase storage and retention and natural filtration of storm runoff to lower and delay peak storm flows and to settle out pollutants prior to discharge into regulated waterways;***
- ***e. Require on-site controls and development standards, as practical, to reduce offsite impacts from stormwater runoff;***
- ***f. Use natural and simple mechanical treatment systems to provide treatment for potentially contaminated runoff waters;***
- ***g. Reduce street-related water quality and quantity problems;***
- ***h. Regulate use and require containment and/or pretreatment of toxic substances;***
- ***i. Include containment measures in site review standards to minimize the effects of chemical and petroleum spills; and***
- ***j. Consider impacts to ground water quality in the design and location of dry wells."*** (Page III-G-8)

"G.15 Implement changes to stormwater facilities and management practices to reduce the presence of pollutants regulated under the Clean Water Act and to address the requirements of the ESA." (Page III-G-9)

"G.17 Manage or enhance waterways and open stormwater systems to reduce water quality impacts from runoff and to improve stormwater conveyance." (Page III-G-9)

"G.18 Include measures in local land development regulations that minimize the amount of impervious surface in new development in a manner that reduces stormwater pollution, reduces the negative effects from increases in runoff, and is compatible with Metro Plan policies." (Page III-G-9)

"G.19 Maintain flood storage capacity within the floodplain, to the maximum extent practical, through measures that may include reducing impervious surface in the floodplain and adjacent areas." (Page III-G-9)

The existing Springfield Development Code and the Springfield Engineering Design Standards and Procedures Manual that is proposed to be updated under a separate review process address stormwater systems including water quality and quantity.

The proposed Glenwood Refinement Plan Public Facilities and Services Chapter, Stormwater Facilities and Services Section states: *"Most of the Glenwood Riverfront infiltrates or sheet flows into the wetlands that border the Willamette River with an occasional outfall from a public conveyance system and/or a private outfall discharging directly into the river. Low Impact Development Approach (LIDA) is the most efficient and preferred method to manage stormwater runoff in high density urban development and re-development in the Glenwood Riverfront. LIDA works with the natural and urban surroundings to manage stormwater as close to its source as possible. The LIDA method strives to treat runoff as a resource that is utilized to enhance a development rather than a waste product. This approach has several technologies including, but not limited to, rain gardens, infiltration swales/planters, vegetated roofs, rainwater harvesting, and permeable pavements. If effectively implemented, LIDA may have lower construction costs than conventional stormwater treatment infrastructure and can reduce the needed space for these facilities. In many cases, LIDA can supplement and even replace irrigation systems for landscaped areas and reduce the need for a traditional, extensive underground piping network to drain a dense, urban area."*

The proposed Glenwood Refinement Plan Open Space Chapter also addresses water quality management. Specifically, *"Springfield's Stormwater Management System includes the structures, facilities, and practices utilized by the City and/or a development to control and manage the quantity and quality of groundwater discharges and surface water run-off, including stormwater run-off, non-storm generated run-off, and floodwaters. Rather than simply piping collected storm water from developed areas and discharging it directly into the Willamette River, the most cost-effective strategies for managing the quality of the runoff are to direct runoff through vegetative treatment approaches that are incorporated into the urban landscape. Considering the opportunities for using public open space for achieving stormwater quality, this Chapter discusses Stormwater Quality Management while the Public Facilities and Services Chapter discusses Stormwater Collection and Conveyance Management. The purpose of stormwater quality management is to mitigate the negative effects of urbanization runoff on the hydrologic cycle.*

Urbanization of a watershed increases pollutants such as oil, litter, silt from construction, and many types of heavy metals and chemicals. These combined pollutants can have severe impacts on receiving waters for vegetation and wildlife. In addition, there are further negative impacts on water quality such as increased water temperature, total volume of runoff, and how quickly that runoff reaches the receiving waters. Increases in flow and volume also result in increased erosion and can result in new or increased downstream localized and riverine flooding. Through the Federal Clean Water Act, there are several requirements that must be met by municipalities for stormwater runoff within their boundaries.

The Oregon Department of Environmental Quality administers these requirements using a federal Municipal Separate Stormwater System (MS4) Permit issued to Springfield. This Permit allows Springfield to discharge runoff from the public stormwater system to both the McKenzie and Willamette Rivers.

As a result of these requirements, all new and redevelopment sites must address Springfield's stormwater requirements for volume control, flow duration, and on-site water quality, as described in the adopted stormwater management policy contained in Springfield's Stormwater Management Plan. As development and redevelopment occur, developers will be required to consider and implement all appropriate on-site opportunities and options to minimize localized flooding, pollution, and increases in flow to downstream receiving waters. Where these objectives are not attainable, mitigation based upon an analysis of the cumulative drainage impacts of the development on affected downstream owners will be required. One way of achieving these policy objectives is by applying Low Impact Development Approaches (LIDA). LIDA includes innovative stormwater management approaches with a basic principle that is modeled after nature: manage stormwater runoff on-site, at its source, with the goal of mimicking predevelopment hydrology by using design techniques that infiltrate, filter, store, evaporate, and detain runoff.

The result is a hydrologically functional landscape that generates less surface runoff, less pollution, less erosion, and maintains existing hydrology of natural areas and rivers. LIDA has numerous benefits and advantages over conventional stormwater management approaches by directing stormwater towards small-scale systems that are dispersed throughout the site with the purpose of managing water in an evenly distributed manner. Opportunities to apply LIDA principles and practices are plentiful since any feature of the urban landscape including not only open space, but also rooftops, streetscapes, surface parking lots, sidewalks, and medians can be modified to control runoff and/or reduce the introduction of pollution. These distributed systems also allow for downsizing or elimination of stormwater ponds, curbs and gutters, and a reduction of piping, thereby saving on infrastructure and storm conveyance costs. The technologies are tested, proven, and have been used successfully for many years in other parts of the Eugene-Springfield area, as well as in dense, urban locations in the United States such as Seattle, Portland and Chicago and numerous locations in Europe and Asia. The Glenwood Riverfront is well suited to this approach to stormwater management. The soils in the area tend to have a high infiltration capacity and this has allowed Glenwood to develop to its current state without any large-scale stormwater infrastructure being necessary. Installing a traditional stormwater system consisting of above and below ground conveyance that would discharge into the Willamette River would be prohibitively expensive. Such a traditional system also requires a large footprint of land that could be utilized for additional development, and once installed, is expensive and difficult to maintain for both function and pollution reduction. LIDAs are usually fully integrated into required landscaping and setback areas and as such do not normally require any additional maintenance above/beyond the existing requirements for a developed area."

Finally, The proposed Glenwood Refinement Plan Open Space Chapter addresses stormwater management: *"The Plan acknowledges that parks are not just highly desirable and essential amenities, but are also critical urban infrastructure. Well-designed and located parks can also provide multi-functional spaces where opportunities to enhance natural resources and stormwater management can occur. Setting aside land for parks will thus accommodate particular infrastructure development —such as stormwater management—in the public realm, thus relieving the need to provide such facilities on the development site. To achieve these ends, Plan policies require designation of sufficient parkland acreage to accompany future residential mixed-use development, development of neighborhood urban park*

blocks, and development of a linear park with a multi-use path along the Glenwood Riverfront to be incorporated into redevelopment plans."

The proposed Glenwood Riverfront Mixed-Use Plan District will ensure that all stormwater management objectives, polices and implementation measures will be addressed during the Site Plan Review process for each development.

"G.20 The electric service providers will agree which provider will serve areas about to be annexed and inform the cities who the service provider will be and how the transition of services, if any, will occur. (Page III-G-4)

The proposed Glenwood Refinement Plan Public Facilities and Services Chapter, Electric Facilities and Services Section states: "*In 2001, the Springfield Utility Board (SUB) and the Eugene Water and Electric Board entered into an agreement transferring electric service responsibility in Glenwood to SUB. SUB is now the electric service provider for all of Glenwood."*

"G.22 The cities shall initiate a process with school districts within the UGB for coordinating land use and school planning activities. The cities and school districts shall examine the following in their coordination efforts:

- ***a. The need for new public school facilities and sufficient land to site them;***
- ***b. How open enrollment policies affect school location;***
- ***c. The impact of school building height and site size on the buildable land supply;***
- ***d. The use of school facilities for non-school activities and appropriate reimbursement for this use;***
- ***e. The impact of building and land use codes on the development and redevelopment of school facilities;***
- ***f. Systems development charge adjustments related to neighborhood schools; and, III-G-11***
- ***g. The possibility of adjusting boundaries, when practical and when total enrollment will not be affected, where a single, otherwise internally cohesive area is divided into more than one school district."*** (Page III-G-11)

The proposed Glenwood Refinement Plan Public Facilities and Services Chapter, School Facilities and Services Section states: *"A majority of property within the Glenwood Riverfront falls within the Eugene School District 4J (District 4J) boundary, with the southern-most portion of the Glenwood Riverfront falling within the Springfield School District 19 (District 19) boundary, as depicted in Figure 6. Glenwood students are bused to schools in District 4J and District 19 because, currently, there are no public schools in Glenwood. There have been recent conversations between the two school districts concerning the possible transfer of jurisdiction from District 4J to District 19. While District 19 recognizes the validity of the concerns about boundary adjustments expressed by District 4J due to declining enrollment and costs, District 19 desires to continue to investigate the topic of jurisdictional transfer. However, school district boundary changes are regulated under Oregon Revised Statutes and Oregon Administrative Rules. School district boundary changes require the mutual consent of the involved district school boards, and/or a request submitted by the electors of the affected districts, or legislative action. Annexation in the Glenwood Riverfront to Springfield will not directly affect current school district boundaries. Any resolution of the transfer of jurisdiction question must be brought about by agreement between the two school districts outside of the scope of Glenwood Phase I."*

School Districts 4J and 19 facilities and services are addressed.

G.25 The Lane County Solid Waste Management Plan, as updated, shall serve as the guide for the location of solid waste sites, including sites for inert waste, to serve the metropolitan area. Industries that make significant use of the resources recovered from the Glenwood solid waste transfer facility should be encouraged to locate in that vicinity. (Page III-G-12)

While the existing Lane County Central Receiving Station (CRS) is in compliance with Policy G. 25, it is located outside of the Glenwood Phase 1 boundaries. However, the Glenwood Existing Conditions Report, August 14, 2009, prepared by Springfield staff states: *"The Lane County Solid Waste Management Plan (SWMP), adopted in August 2002, states that Lane County could redesign the layout of the recycling area at the Central Receiving Station (SWMP p. 57). Implementation of improvements at the Central Receiving Station (CRS) as necessary to accommodate expanded recycling opportunities and other County needs is a tier two long-range collection and transfer recommendation. There is little vacant space within the complex, however, and there is no vacant land around the perimeter. Redesigning the entire facility may require complete site closure and reconstruction. Lane County would evaluate the possibility of either partial or complete reconstruction of the CRS recycling area, either on-site or at another site in Glenwood."* Additionally, BRING Recycling currently is within the Glenwood Phase 1 boundaries. The proposed Glenwood Riverfront Mixed-Use Plan District permitted use list, Section 3.4-250, allows "Recycling facilities that occur completely within buildings and located only on the west side of McVay Highway" in Subarea D, Employment Mixed-Use District.

Provision is made for a future location of a Lane County CRS recycling center.

H. Parks and Recreation Facilities Element

"H.2 Local parks and recreation plans and analyses shall be prepared by each jurisdiction and coordinated on a metropolitan level. The park standards adopted by the applicable city and incorporated into the city's development code shall be used in local development processes." (Page III-H-4)

Willamalane Parks and Recreation District is the local agency that provides parks for Springfield. The proposed Glenwood Refinement Plan Open Space Chapter, Parks Section states: *"…However, it is generally recognized that as development and population density increases, additional parks are needed, especially in the Glenwood Riverfront, as identified in the existing Glenwood Refinement Plan, the Willamalane Park and Recreation Comprehensive Plan, and the Glenwood Specific Area Plan. The Glenwood Riverfront provides a significant opportunity to meet the parkland need for existing and future residents and workers in Glenwood—as well as the public at large—as Glenwood redevelops. Phase 1 acknowledges parks as an amenity, a critical piece of urban infrastructure, and an opportunity to enhance natural resources and stormwater management and have a positive financial effect on nearby property values.*"

The two park concepts proposed in Glenwood Phase 1, the park blocks that are located within the Franklin Riverfront and the Linear Park that is located along the entire Willamette River frontage included participation and review by Willamalane's Technical Advisory Committee representative.

Willamalane has an existing parks comprehensive plan and the proposed Glenwood Refinement Plan provides policy direction and the proposed Glenwood Riverfront Mixed-Use Plan District establishes park development standards.

I. Historic Preservation Element

"I.1 Adopt and implement historic preservation policies, regulations, and incentive programs that encourage the inventory, preservation, and restoration of structures; landmarks; sites; and areas of cultural, historic, or archaeological significance, consistent with overall policies." (Page III-I-2)

"I.6 Local governments shall pursue grants from all available sources to assist with the identification and evaluation of historically significant sites." (Page III-I-2)

Springfield has an established historic preservation program that includes the Historic Commission with the authority to review and makes recommendation to the Planning Commission, Hearings Officer and/or City Council concerning properties within, or potentially within, the Historic Overlay District as described in Springfield Development Code Section 3.3-900.

The proposed Glenwood Refinement Plan Historic Chapter, Introduction Section states: *"In 2010, the Springfield Historic Commission contracted with Historic Preservation Northwest to conduct a Reconnaissance Level Survey (RLS) to further investigate properties identified as having potential historic resources in windshield survey the performed in 2001. The purpose of the survey was to: provide the residents of Springfield with an assessment of the historic resources in Glenwood; provide Springfield with an informational basis for policy and planning decisions regarding the management and protection of historic resources located within Glenwood; and add to the body of knowledge maintained by the Oregon State Historic Preservation Office with regards to historic resources within Springfield, Lane County, and the State of Oregon. The 2010 RLS identified eight structures within the Glenwood Riverfront that have resources of local and/or national significance and warrant further examination as they have the potential for individual listing. The survey information outside of the Phase I boundary will provide the basis for the Glenwood Phase II Historic & Cultural Resources Chapter."*

Finally, the proposed Glenwood Riverfront Mixed-Use Plan District, Section 3.4-270, establishes standards to protect those structures identified in Glenwood Phase 1 that warrant further examination to determine eligibility for the National Register of Historic Sites and Places and/or the City Landmark Inventory to be addressed during the Site Plan Review process.

J. Energy Element

"J.2 Carefully control, through the use of operating techniques and other methods, energy related actions, such as automobile use, in order to minimize adverse air quality impacts. Trade-offs between air quality and energy actions shall be made with the best possible understanding of how one process affects the other." (Page III-J-4)

Along with the responses to Statewide Planning Goal 12, applicable Metro Plan Transportation policies, and Energy Element Policies J.7 and J.8, the proposed Glenwood Refinement Plan Transportation Chapter, Introduction addresses the topic of air quality by discussing scenario planning: *"The Glenwood Refinement Plan update comes at a time of a significant change in State policies that affect land use and transportation planning. While much of the initiative for this change results from the legislated need to reduce the levels of gases emitted into the atmosphere from automobiles and light-duty trucks ("greenhouse gases, or GHG"), the changes involve other fundamental factors influencing how Oregon cities may grow and prosper. In 2007, the State's Legislative Assembly enacted requirements for*

substantial reductions in the quantities of these GHG, setting a 10 percent reduction target for 2020 and a 75 percent reduction target for 2035. The 2009 and 2010 sessions of the Legislative Assembly approved legislation requiring the Central Lane Metropolitan Planning Organization (MPO) to work with Eugene and Springfield to engage in a "scenario planning" process to address how to achieve these GHG reductions. A joint effort of the Oregon Department of Transportation (ODOT), the Department of Land Conservation and Development, the State's seven Metropolitan Planning Organizations, and a variety of citizen and industry interest groups is developing guidelines and methodologies for scenario planning."

The proposed Glenwood Refinement Plan identifies scenario planning as a tool to lessen adverse air quality impacts and Springfield will be involved in developing guidelines and methodologies to implement scenario planning.

"J.7 Encourage medium- and high-density residential uses when balanced with other planning policies in order to maximize the efficient utilization of all forms of energy. The greatest energy savings can be made in the areas of space heating and cooling and transportation. For example, the highest relative densities of residential development shall be concentrated to the greatest extent possible in areas that are or can be well served by mass transit, paratransit, and foot and bicycle paths." (Page III-J-5)

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

The energy savings applicable to Glenwood Phase 1 are primarily through a multi-modal transportation system. The expansion of the Nodal Development Area Overlay Metro Plan to encompass the entire Franklin Riverfront and the portion of the McVay Riverfront north of the Union Pacific Railroad furthers implementation of the integration of land use and transportation planning that seeks to increase the use of alternative modes of transportation, reduce per-person vehicle miles of travel and reduce demand for automobile-related transportation facilities. Increasing the use of alternative modes of transportation may result in energy savings. The addition of the Metro Plan's Mixed-Use designation and the Residential Mixed-Use, Commercial Mixed-Use, Office Mixed-Use and the Employment Mixed-Use Glenwood Refinement Plan designations and zoning to property within Glenwood Phase 1 also supports this concept. See also staff's response to Statewide Planning Goal 12 and the applicable policies of the Metro Plan Transportation Element. Finally, the proposed Glenwood Riverfront Mixed-Use Plan District, Section 3.4-275 encourages architects to implement building designs that conserve energy.

Subarea A will be a high density mixed-use neighborhood that will be in close proximity to other commercial, office and employment mixed-use development areas, thus reducing personal vehicle trips and energy conservation for buildings is encouraged.

K. Citizen Involvement Element

See staff's response to Statewide Planning Goal 1 on Page 8 of this report.

"B. Applicable State statutes; and"

All applicable Glenwood Phase 1 State statutes are discussed under staff's response to the Metro Plan diagram amendment criteria, Ref. SDC5.14-135C.1., above.

"C. Applicable Statewide Planning Goals and Administrative Rules."

All applicable Statewide Planning Goals and Administrative Rules for Glenwood Phase 1 are discussed under staff's response to the Metro Plan diagram amendment criteria, Ref. SDC5.14-135C.1., above.

Refinement Plan, Plan District and Springfield Development Code Amendment Conclusion

This concludes staff's response to the criteria of approval specified in SDC Section 5.6-115A.-C. Based on the findings cited above, Glenwood Phase 1 is consistent with the applicable Refinement Plan, Plan District and Springfield Development Code amendment criteria.

ZONING MAP AMENDMENTS Ref. SDC 5.22-115C.

There are four criteria that apply to Zoning Map amendments:

"1. Consistency with applicable Metro Plan policies and the Metro Plan diagram;"

Finding

All applicable Glenwood Phase 1 Statewide Metro Plan policies are discussed under staff's response to the Metro Plan diagram amendment criteria, Ref. SDC5.14-135C.1., above. Upon approval of Glenwood Phase 1, the proposed zoning and refinement plan designations will be consistent with the amended Metro Plan diagram.

"2. Consistency with applicable Refinement Plans, Plan District maps, Conceptual Development Plans and functional plans; and"

Finding

Glenwood Phase 1 includes amendments to the existing Glenwood Refinement Plan and the existing Glenwood Riverfront Plan District. Upon approval of Glenwood Phase 1 the Metro Plan diagram and the Refinement Plan diagram and text and the Plan District and other Springfield Development Code amendments will be consistent. Any applicable functional plans have been addressed under the following criteria, Ref. SDC Sections 5.14-135C.1. and 5.6-115A., above.

" 3. The property is presently provided with adequate public facilities, services and transportation networks to support the use, or these facilities, services and transportation networks are planned to be provided concurrently with the development of the property."

Finding

Glenwood Phase 1 is served by existing public facilities, services and transportation facilities. The proposed Glenwood Refinement Plan amendment contains objectives, policies and implementation strategies that plan for upgrades or new facilities over the 20 year life of the Plan. The proposed Glenwood Riverfront Mixed-Use Plan District establishes development standards that will guide development in the Glenwood Riverfront. The specifics relating to these statements can be found in staff's response to the following criteria, Ref. SDC Sections 5.14-135C.1. and 5.6-115A., above.

"4. Legislative Zoning Map amendments that involve a Metro Plan Diagram amendment shall:
a. Meet the approval criteria specified in Section 5.14-100; and
b. Comply with Oregon Administrative Rule (OAR) 660-012-0060, where applicable."

Finding

With regard to Subsection 4.a., as stated previously, a Zoning Map amendment is processed under a Type III review procedure. Because the Zoning Map amendment is combined with the Type IV review Metro Plan amendment, both amendments meet the approval criteria under SDC Section 5.14.100, specifically Section 5.14-135 C. 1. and 2.

With regard to Subsection 4.b., compliance with OAR 660-012-0060 is applicable and is addressed under SDC Section 5.14-135A., specifically, Statewide Planning Goal 12, Transportation.

Zoning Map Amendment Conclusion

Based on the findings cited above, Glenwood Phase 1 is consistent with the applicable Zoning Map amendment criteria. This concludes staff's response to the criteria of approval specified in SDC Section 5.22-115C.1.-4.

STAFF REPORT CONCLUSION AND RECOMMENDATION

Based on the findings and conclusions, Glenwood Phase 1 is consistent with the applicable Metro Plan diagram amendment criteria of approval, Refinement Plan, Plan District and Springfield Development Code amendment criteria of approval and Zoning Map amendment criteria of approval. This staff report demonstrates that Glenwood Phase 1 meets state mandated regulations regarding a high-density residential short fall and preserving and utilizing the existing employment land supply and vehicle trip reductions that will result in a development pattern that will facilitate convenient, efficient and economic use of the transportation system by carefully mixing high density residential, commercial, office and employment uses.

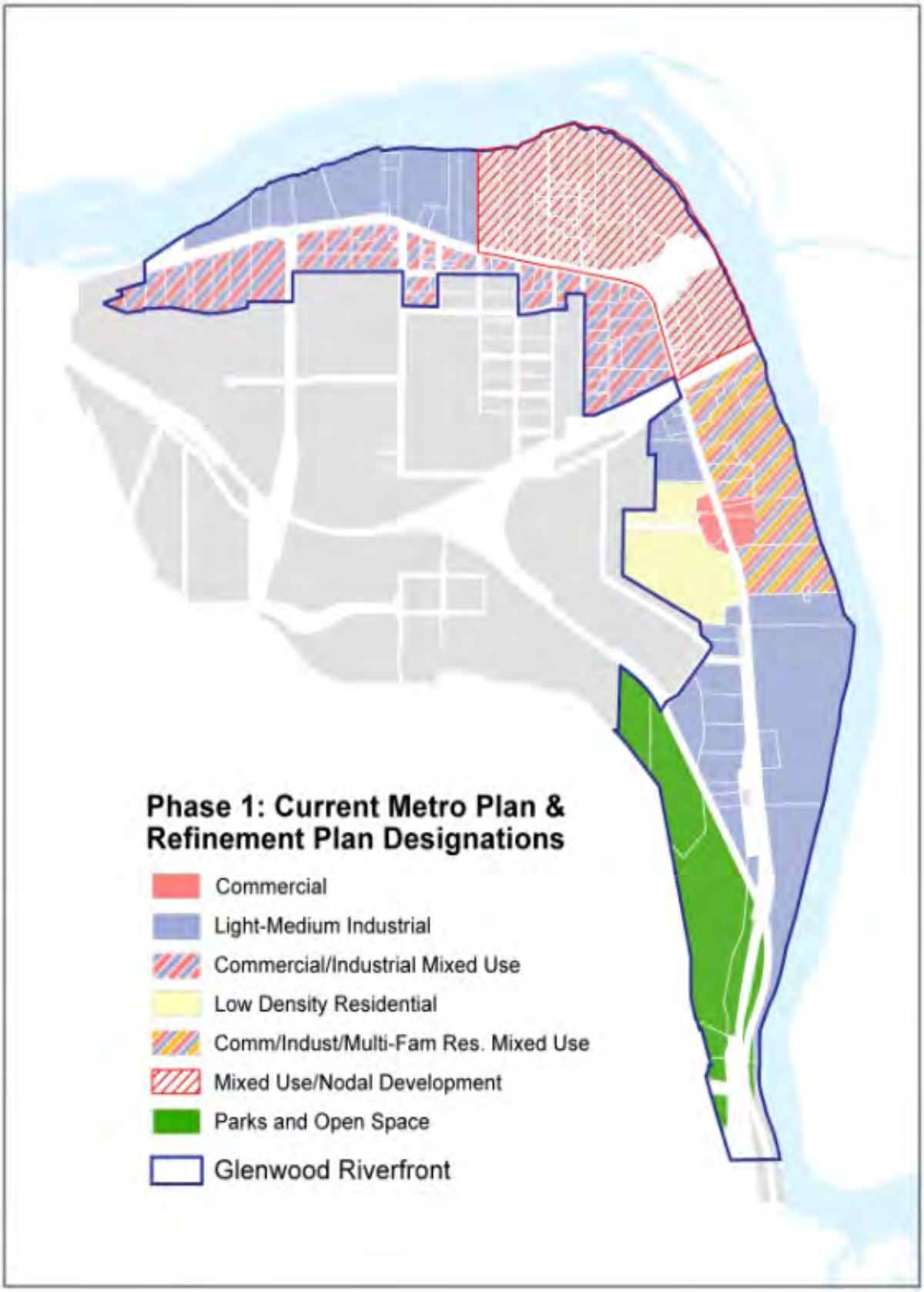
Staff recommends that the Springfield and Lane County Planning Commissions approve the proposed amendments and advise the City Council and the Lane County Board of Commissioners to approve these applications at their public hearing scheduled for November 21, 2011.

EXHIBIT B
AMENDMENTS TO THE METRO PLAN DIAGRAM

REDESIGNATING 16.96 ACRES FROM LOW DENSITY RESIDENTIAL, 2.67 ACRES FROM COMMERCIAL, 29.13 ACRES FROM COMMERCIAL/INDUSTRIAL/MULTI-FAMILY RESIDENTIAL MIXED-USE, 44.38 ACRES FROM COMMERCIAL/INDUSTRIAL MIXED-USE, 87.73 ACRES FROM LIGHT MEDIUM INDUSTRIAL, 34.39 ACRES FROM PARKS AND OPEN SPACE, AND 52.02 ACRES FROM MIXED USE/NODAL TO 144.28 ACRES OF MIXED-USE AND TO 122.99 ACRES OF MIXED-USE/NODAL ON LAND LOCATED IN GLENWOOD PHASE 1.

Existing and Proposed Metro Plan Designations

	Acres	
Metro Plan Designation	Existing	Proposed
Low Density Residential	16.96	0.00
Commercial	2.67	0.00
Commercial/Industrial/Multi-Family Residential Mixed-Use	29.13	0.00
Commercial/Industrial Mixed-Use	44.38	0.00
Light Medium Industrial	87.73	0.00
Mixed-Use	0.00	144.28
Mixed-Use/Nodal	52.02	122.99
Parks and Open Space	34.39	0.00
Total	267.28	267.28


Phase 1: Current Metro Plan &
Refinement Plan Designations
Commercial
Light-Medium Industrial
Commercial/Industrial Mixed Use
Low Density Residential
Comm/Indust/Multi-Fam Res. Mixed Use
Mixed Use/Nodal Development
Parks and Open Space
Glenwood Riverfront

Phase 1: Proposed
Metro Plan Designations
Mixed Use
Nodal Development Area

MAPLOT#	PROPOSED SUBAREA	EXISTING METRO PLAN DIAGRAM	PROPOSED METRO PLAN DIAGRAM	ACRES	CITY/UGB (10/18/11)
1703344202600	A	Light Medium Industrial	Mixed Use/Nodal	2.84	UGB
1703344202700	A	Light Medium Industrial	Mixed Use/Nodal	1.61	UGB
1703344202800	A	Light Medium Industrial	Mixed Use/Nodal	0.43	UGB
1703344202802	A	Light Medium Industrial	Mixed Use/Nodal	4.10	UGB
1703344202900	A	Light Medium Industrial	Mixed Use/Nodal	0.75	UGB
1703344100500	A	Mixed Use/Nodal	Mixed Use/Nodal	0.48	UGB
1703344100700	A	Mixed Use/Nodal	Mixed Use/Nodal	0.37	UGB
1703344100900	A	Mixed Use/Nodal	Mixed Use/Nodal	0.18	UGB
1703344101000	A	Mixed Use/Nodal	Mixed Use/Nodal	0.05	UGB
1703344101100	A	Mixed Use/Nodal	Mixed Use/Nodal	0.15	UGB
1703344101300	A	Mixed Use/Nodal	Mixed Use/Nodal	0.14	UGB
1703344101400	A	Mixed Use/Nodal	Mixed Use/Nodal	0.64	UGB
1703344101500	A	Mixed Use/Nodal	Mixed Use/Nodal	1.81	UGB
1703344101700	A	Mixed Use/Nodal	Mixed Use/Nodal	0.07	UGB
1703344101800	A	Mixed Use/Nodal	Mixed Use/Nodal	0.07	UGB
1703344101900	A	Mixed Use/Nodal	Mixed Use/Nodal	0.14	UGB
1703344102000	A	Mixed Use/Nodal	Mixed Use/Nodal	0.28	UGB
1703344102100	A	Mixed Use/Nodal	Mixed Use/Nodal	0.07	UGB
1703344200100	A	Mixed Use/Nodal	Mixed Use/Nodal	1.49	UGB
1703344200200	A	Mixed Use/Nodal	Mixed Use/Nodal	0.18	UGB
1703344200300	A	Mixed Use/Nodal	Mixed Use/Nodal	0.18	UGB
1703344200400	A	Mixed Use/Nodal	Mixed Use/Nodal	0.18	UGB
1703344200500	A	Mixed Use/Nodal	Mixed Use/Nodal	0.34	UGB
1703344200501	A	Mixed Use/Nodal	Mixed Use/Nodal	0.14	UGB
1703344200502	A	Mixed Use/Nodal	Mixed Use/Nodal	0.01	UGB
1703344200503	A	Mixed Use/Nodal	Mixed Use/Nodal	0.13	UGB
1703344200504	A	Mixed Use/Nodal	Mixed Use/Nodal	0.27	UGB
1703344200600	A	Mixed Use/Nodal	Mixed Use/Nodal	0.38	UGB
1703344200700	A	Mixed Use/Nodal	Mixed Use/Nodal	0.40	UGB
1703344200800	A	Mixed Use/Nodal	Mixed Use/Nodal	0.35	UGB
1703344200900	A	Mixed Use/Nodal	Mixed Use/Nodal	0.42	UGB
1703344201000	A	Mixed Use/Nodal	Mixed Use/Nodal	0.33	UGB
1703344201200	A	Mixed Use/Nodal	Mixed Use/Nodal	0.47	UGB

MAPLOT#	PROPOSED SUBAREA	EXISTING METRO PLAN DIAGRAM	PROPOSED METRO PLAN DIAGRAM	ACRES	CITY/UGB (10/18/11)
1703344201300	A	Mixed Use/Nodal	Mixed Use/Nodal	0.18	UGB
1703344201400	A	Mixed Use/Nodal	Mixed Use/Nodal	0.18	UGB
1703344201500	A	Mixed Use/Nodal	Mixed Use/Nodal	1.36	UGB
1703344201600	A	Mixed Use/Nodal	Mixed Use/Nodal	3.64	UGB
1703344201700	A	Mixed Use/Nodal	Mixed Use/Nodal	0.26	UGB
1703344201800	A	Mixed Use/Nodal	Mixed Use/Nodal	0.11	UGB
1703344201900	A	Mixed Use/Nodal	Mixed Use/Nodal	0.16	UGB
1703344202000	A	Mixed Use/Nodal	Mixed Use/Nodal	0.39	UGB
1703344202100	A	Mixed Use/Nodal	Mixed Use/Nodal	0.73	UGB
1703344202200	A	Mixed Use/Nodal	Mixed Use/Nodal	0.27	UGB
1703344202300	A	Mixed Use/Nodal	Mixed Use/Nodal	0.27	UGB
1703344202400	A	Mixed Use/Nodal	Mixed Use/Nodal	2.79	UGB
1703344202500	A	Mixed Use/Nodal	Mixed Use/Nodal	3.55	UGB
1703344100100	B	Mixed Use/Nodal	Mixed Use/Nodal	6.41	UGB
1703344100200	B	Mixed Use/Nodal	Mixed Use/Nodal	0.55	UGB
1703344100300	B	Mixed Use/Nodal	Mixed Use/Nodal	1.04	UGB
1703344100400	B	Mixed Use/Nodal	Mixed Use/Nodal	0.95	UGB
1703344100500	B	Mixed Use/Nodal	Mixed Use/Nodal	1.07	UGB
1703344100700	B	Mixed Use/Nodal	Mixed Use/Nodal	2.34	UGB
1703344100800	B	Mixed Use/Nodal	Mixed Use/Nodal	1.51	UGB
1703344101000	B	Mixed Use/Nodal	Mixed Use/Nodal	0.12	UGB
1703344101500	B	Mixed Use/Nodal	Mixed Use/Nodal	0.54	UGB
1703334400100	C	Commercial Industrial MU	Mixed Use/Nodal	0.94	City
1703334400200	C	Commercial Industrial MU	Mixed Use/Nodal	0.41	City
1703343100300	C	Commercial Industrial MU	Mixed Use/Nodal	0.26	UGB
1703343100400	C	Commercial Industrial MU	Mixed Use/Nodal	0.04	UGB
1703343100700	C	Commercial Industrial MU	Mixed Use/Nodal	1.44	UGB
1703343100701	C	Commercial Industrial MU	Mixed Use/Nodal	0.57	UGB
1703343100900	C	Commercial Industrial MU	Mixed Use/Nodal	1.05	City
1703343200200	C	Commercial Industrial MU	Mixed Use/Nodal	0.98	City
1703343200300	C	Commercial Industrial MU	Mixed Use/Nodal	3.68	UGB
1703343200600	C	Commercial Industrial MU	Mixed Use/Nodal	0.80	City
1703343300100	C	Commercial Industrial MU	Mixed Use/Nodal	2.34	UGB

MAPLOT#	PROPOSED SUBAREA	EXISTING METRO PLAN DIAGRAM	PROPOSED METRO PLAN DIAGRAM	ACRES	CITY/UGB (10/18/11)
1703343300200	C	Commercial Industrial MU	Mixed Use/Nodal	1.73	City
1703343300300	C	Commercial Industrial MU	Mixed Use/Nodal	1.73	City
1703343300400	C	Commercial Industrial MU	Mixed Use/Nodal	0.58	City
1703343300500	C	Commercial Industrial MU	Mixed Use/Nodal	1.53	City
1703343300700	C	Commercial Industrial MU	Mixed Use/Nodal	1.30	UGB
1703343400100	C	Commercial Industrial MU	Mixed Use/Nodal	0.85	UGB
1703343400200	C	Commercial Industrial MU	Mixed Use/Nodal	0.30	UGB
1703343400201	C	Commercial Industrial MU	Mixed Use/Nodal	0.65	City
1703344300100	C	Commercial Industrial MU	Mixed Use/Nodal	0.78	UGB
1703344300200	C	Commercial Industrial MU	Mixed Use/Nodal	0.26	UGB
1703344300500	C	Commercial Industrial MU	Mixed Use/Nodal	0.17	UGB
1703344309000	C	Commercial Industrial MU	Mixed Use/Nodal	0.90	UGB
1703344309100	C	Commercial Industrial MU	Mixed Use/Nodal	0.30	UGB
1703344309200	C	Commercial Industrial MU	Mixed Use/Nodal	0.37	UGB
1703344309300	C	Commercial Industrial MU	Mixed Use/Nodal	0.59	UGB
1703344310600	C	Commercial Industrial MU	Mixed Use/Nodal	0.44	UGB
1703344310700	C	Commercial Industrial MU	Mixed Use/Nodal	0.22	UGB
1703344310800	C	Commercial Industrial MU	Mixed Use/Nodal	0.44	UGB
1703344310900	C	Commercial Industrial MU	Mixed Use/Nodal	0.19	UGB
1703344311000	C	Commercial Industrial MU	Mixed Use/Nodal	0.12	UGB
1703344311100	C	Commercial Industrial MU	Mixed Use/Nodal	0.12	UGB
1703344311200	C	Commercial Industrial MU	Mixed Use/Nodal	0.33	UGB
1703344311300	C	Commercial Industrial MU	Mixed Use/Nodal	0.15	UGB
1703344311400	C	Commercial Industrial MU	Mixed Use/Nodal	0.22	UGB
1703344311500	C	Commercial Industrial MU	Mixed Use/Nodal	0.15	UGB
1703344311600	C	Commercial Industrial MU	Mixed Use/Nodal	0.19	UGB
1703344311700	C	Commercial Industrial MU	Mixed Use/Nodal	0.86	UGB
1703344311900	C	Commercial Industrial MU	Mixed Use/Nodal	0.61	UGB
1703344312000	C	Commercial Industrial MU	Mixed Use/Nodal	0.49	UGB
1703344312100	C	Commercial Industrial MU	Mixed Use/Nodal	0.28	UGB
1703344312200	C	Commercial Industrial MU	Mixed Use/Nodal	0.15	UGB
1703343100100	C	Light Medium Industrial	Mixed Use/Nodal	1.07	UGB
1703343100200	C	Light Medium Industrial	Mixed Use/Nodal	0.12	UGB

MAPLOT#	PROPOSED SUBAREA	EXISTING METRO PLAN DIAGRAM	PROPOSED METRO PLAN DIAGRAM	ACRES	CITY/UGB (10/18/11)
1703343101000	C	Light Medium Industrial	Mixed Use/Nodal	5.28	UGB
1703343101100	C	Light Medium Industrial	Mixed Use/Nodal	3.12	UGB
1703343101200	C	Light Medium Industrial	Mixed Use/Nodal	0.51	UGB
1703343200100	C	Light Medium Industrial	Mixed Use/Nodal	1.09	UGB
1703343200101	C	Light Medium Industrial	Mixed Use/Nodal	1.87	UGB
1703343200400	C	Light Medium Industrial	Mixed Use/Nodal	2.56	UGB
1703344202802	C	Light Medium Industrial	Mixed Use/Nodal	1.24	UGB
1703344400200	D	Com/Indust/Multi-Fam MU	Mixed Use	1.57	UGB
1703344400301	D	Com/Indust/Multi-Fam MU	Mixed Use	10.86	City
1803022002800	D	Com/Indust/Multi-Fam MU	Mixed Use	5.97	UGB
1803022002900	D	Com/Indust/Multi-Fam MU	Mixed Use	7.04	UGB
1803022003000	D	Com/Indust/Multi-Fam MU	Mixed Use	0.16	City
1803031100200	D	Com/Indust/Multi-Fam MU	Mixed Use	1.12	UGB
1803031101500	D	Com/Indust/Multi-Fam MU	Mixed Use	1.25	UGB
1803031101600	D	Com/Indust/Multi-Fam MU	Mixed Use	1.16	UGB
1803031101700	D	Commercial	Mixed Use	0.34	UGB
1803031101800	D	Commercial	Mixed Use	0.62	UGB
1803031101900	D	Commercial	Mixed Use	0.49	UGB
1803031103200	D	Commercial	Mixed Use	0.95	UGB
1803031103300	D	Commercial	Mixed Use	0.27	UGB
1703344400800	D	Commercial Industrial MU	Mixed Use/Nodal	0.37	UGB
1703344400900	D	Commercial Industrial MU	Mixed Use/Nodal	0.24	UGB
1703344401000	D	Commercial Industrial MU	Mixed Use/Nodal	0.35	UGB
1703344401100	D	Commercial Industrial MU	Mixed Use/Nodal	1.20	UGB
1703344401200	D	Commercial Industrial MU	Mixed Use/Nodal	1.32	UGB
1703344401300	D	Commercial Industrial MU	Mixed Use/Nodal	0.14	UGB
1703344401400	D	Commercial Industrial MU	Mixed Use/Nodal	0.37	UGB
1703344401401	D	Commercial Industrial MU	Mixed Use/Nodal	0.11	UGB
1703344401402	D	Commercial Industrial MU	Mixed Use/Nodal	2.55	UGB
1703344401500	D	Commercial Industrial MU	Mixed Use/Nodal	1.01	UGB
1703344401600	D	Commercial Industrial MU	Mixed Use/Nodal	1.78	UGB
1703344402200	D	Commercial Industrial MU	Mixed Use/Nodal	0.06	UGB
1703344402201	D	Commercial Industrial MU	Mixed Use/Nodal	0.88	UGB

MAPLOT#	PROPOSED SUBAREA	EXISTING METRO PLAN DIAGRAM	PROPOSED METRO PLAN DIAGRAM	ACRES	CITY/UGB (10/18/11)
1703344402300	D	Commercial Industrial MU	Mixed Use/Nodal	0.47	UGB
1703344402400	D	Commercial Industrial MU	Mixed Use/Nodal	0.12	UGB
1703344402500	D	Commercial Industrial MU	Mixed Use/Nodal	0.37	UGB
1703344402600	D	Commercial Industrial MU	Mixed Use/Nodal	1.00	UGB
1703344402800	D	Commercial Industrial MU	Mixed Use/Nodal	0.50	UGB
1703344402900	D	Commercial Industrial MU	Mixed Use/Nodal	0.50	UGB
1703344403000	D	Commercial Industrial MU	Mixed Use/Nodal	0.65	UGB
1703344403100	D	Commercial Industrial MU	Mixed Use/Nodal	0.94	UGB
1703344401700	D	Light Medium Industrial	Mixed Use	0.17	UGB
1703344401800	D	Light Medium Industrial	Mixed Use	0.78	UGB
1703344401900	D	Light Medium Industrial	Mixed Use	0.21	UGB
1703344403200	D	Light Medium Industrial	Mixed Use	0.04	UGB
1703344403300	D	Light Medium Industrial	Mixed Use	0.66	City
1803022003100	D	Light Medium Industrial	Mixed Use	4.95	City
1803022003200	D	Light Medium Industrial	Mixed Use	23.72	City
1803022003300	D	Light Medium Industrial	Mixed Use	1.13	City
1803023203800	D	Light Medium Industrial	Mixed Use	10.04	City
1803031101401	D	Light Medium Industrial	Mixed Use	3.08	City
1803031103400	D	Light Medium Industrial	Mixed Use	0.54	UGB
1803031400200	D	Light Medium Industrial	Mixed Use	2.88	City
1803031400500	D	Light Medium Industrial	Mixed Use	2.20	City
1803031400700	D	Light Medium Industrial	Mixed Use	1.96	City
1803031400800	D	Light Medium Industrial	Mixed Use	2.00	City
1803031400900	D	Light Medium Industrial	Mixed Use	1.99	City
1803031402000	D	Light Medium Industrial	Mixed Use	0.98	City
1803031402001	D	Light Medium Industrial	Mixed Use	0.79	City
1803034000200	D	Light Medium Industrial	Mixed Use	0.58	City
1803034000400	D	Light Medium Industrial	Mixed Use	0.63	City
1803034000500	D	Light Medium Industrial	Mixed Use	1.32	City
1803034000600	D	Light Medium Industrial	Mixed Use	0.48	UGB
1803031102100	D	Low Density Residential	Mixed Use	2.35	UGB
1803031102200	D	Low Density Residential	Mixed Use	0.13	UGB
1803031102300	D	Low Density Residential	Mixed Use	0.13	UGB

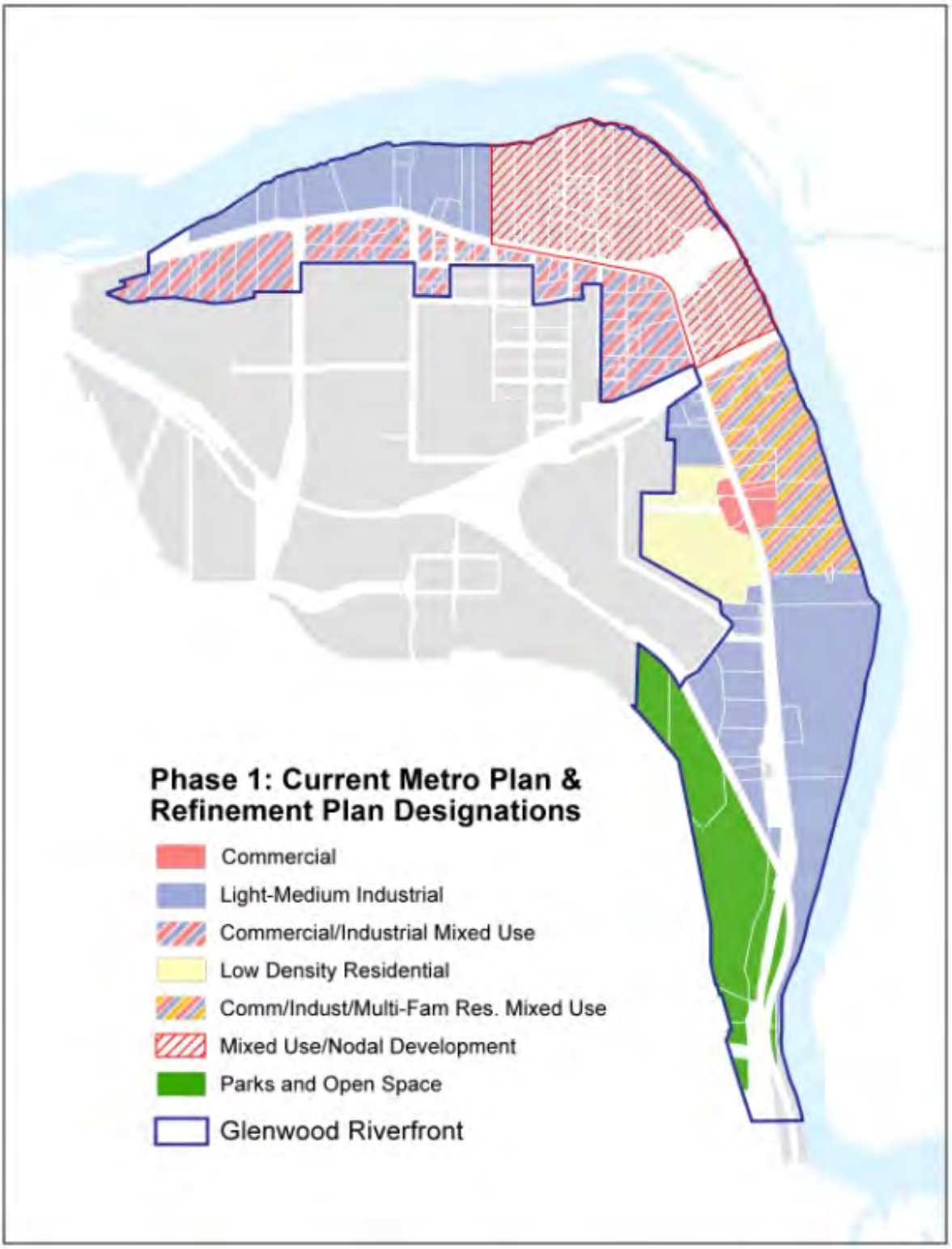
MAPLOT#	PROPOSED SUBAREA	EXISTING METRO PLAN DIAGRAM	PROPOSED METRO PLAN DIAGRAM	ACRES	CITY/UGB (10/18/11)
1803031102400	D	Low Density Residential	Mixed Use	0.13	UGB
1803031102500	D	Low Density Residential	Mixed Use	0.13	UGB
1803031102600	D	Low Density Residential	Mixed Use	0.13	UGB
1803031102700	D	Low Density Residential	Mixed Use	0.13	UGB
1803031102800	D	Low Density Residential	Mixed Use	0.13	UGB
1803031102900	D	Low Density Residential	Mixed Use	0.13	UGB
1803031103000	D	Low Density Residential	Mixed Use	0.14	UGB
1803031103001	D	Low Density Residential	Mixed Use	0.24	UGB
1803031103500	D	Low Density Residential	Mixed Use	13.18	UGB
1703344400100	D	Mixed Use/Nodal	Mixed Use/Nodal	5.98	UGB
1703344400101	D	Mixed Use/Nodal	Mixed Use/Nodal	0.86	UGB
1703344400102	D	Mixed Use/Nodal	Mixed Use/Nodal	1.89	UGB
1703344400300	D	Mixed Use/Nodal	Mixed Use/Nodal	1.50	City
1703344400400	D	Mixed Use/Nodal	Mixed Use/Nodal	0.18	UGB
1703344400500	D	Mixed Use/Nodal	Mixed Use/Nodal	2.35	UGB
1703344400600	D	Mixed Use/Nodal	Mixed Use/Nodal	0.14	UGB
1703344400700	D	Mixed Use/Nodal	Mixed Use/Nodal	1.00	UGB
1803023305100	D	Parks and Open Space	Mixed Use	4.28	UGB
1803031401000	D	Parks and Open Space	Mixed Use	3.91	UGB
1803034000300	D	Parks and Open Space	Mixed Use	7.74	UGB
1803034000700	D	Parks and Open Space	Mixed Use	15.94	UGB
1803034000800	D	Parks and Open Space	Mixed Use	1.10	UGB
1803034000900	D	Parks and Open Space	Mixed Use	0.71	UGB
1803101000200	D	Parks and Open Space	Mixed Use	0.71	UGB
				267.28	

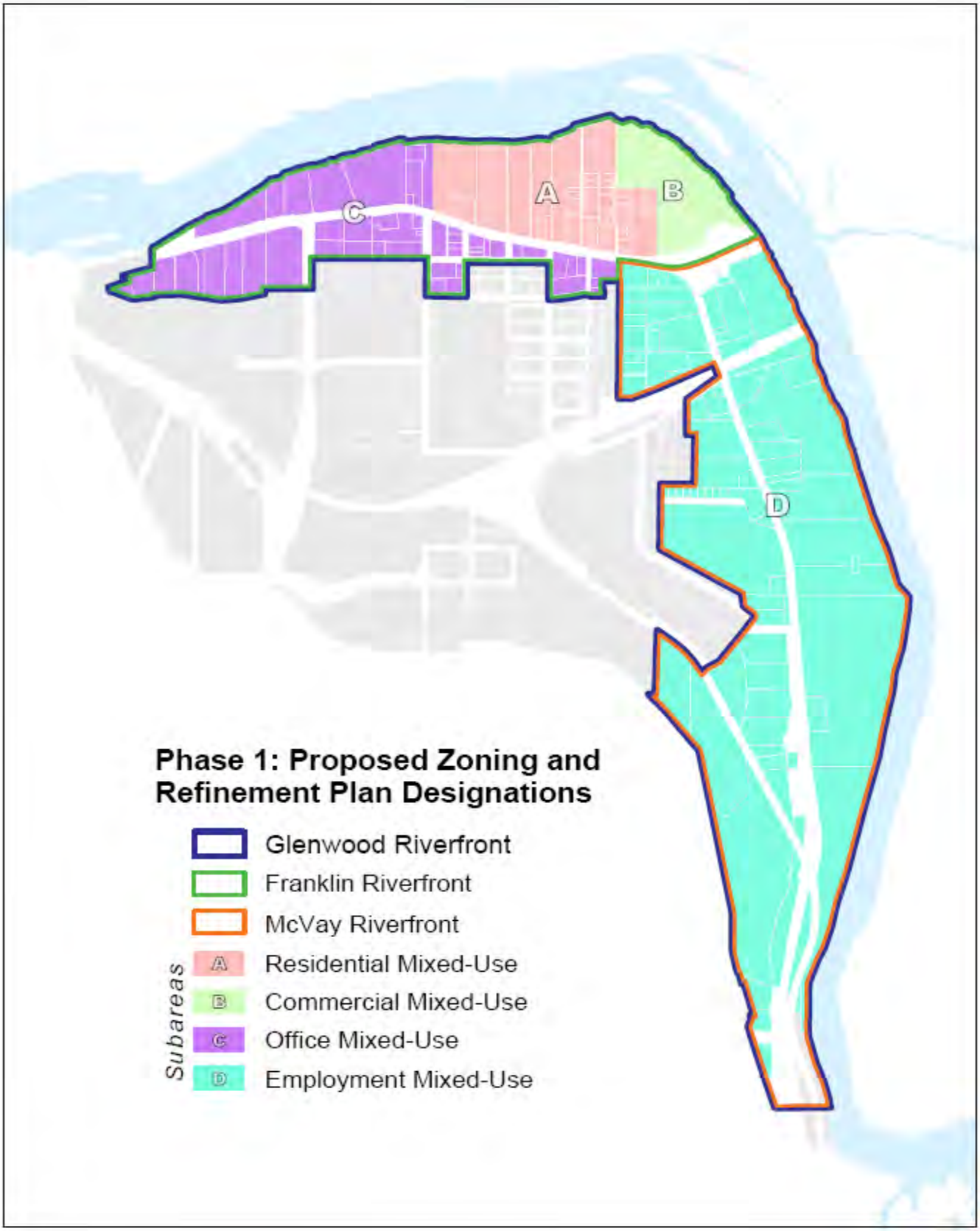
EXHIBIT C
AMENDMENTS TO THE GLENWOOD REFINEMENT PLAN DIAGRAM AND TEXT

REDESIGNATING 16.96 ACRES FROM LOW DENSITY RESIDENTIAL, 2.67 ACRES FROM COMMERCIAL, 29.13 ACRES FROM COMMERCIAL/INDUSTRIAL/MULTI-FAMILY RESIDENTIAL MIXED-USE, 44.38 ACRES FROM COMMERCIAL/ INDUSTRIAL MIXED-USE, 87.73 ACRES FROM LIGHT MEDIUM INDUSTRIAL AND 34.39 ACRES FROM PARKS AND OPEN SPACE TO 33.26 ACRES OF RESIDENTIAL MIXED-USE, TO 14.58 ACRES OF COMMERCIAL MIXED-USE, TO 46.33 ACRES OF OFFICE MIXED-USE, AND TO 173.11 ACRES OF EMPLOYMENT MIXED-USE IN GLENWOOD PHASE 1; AND THE GLENWOOD REFINEMENT PLAN TEXT IS HEREBY AMENDED BY DELETING DESCRIPTIVE TEXT, DEVELOPMENT POLICIES AND IMPLEMENTATION STRATEGIES IN PORTIONS OF SUBAREA 5, AND ALL OF SUBAREAS 6, 7, 8, 9 AND 10 AND ADDING DESCRIPTIVE TEXT, DEVELOPMENT POLICIES AND IMPLEMENTATION STRATEGIES FOR GLENWOOD PHASE 1.

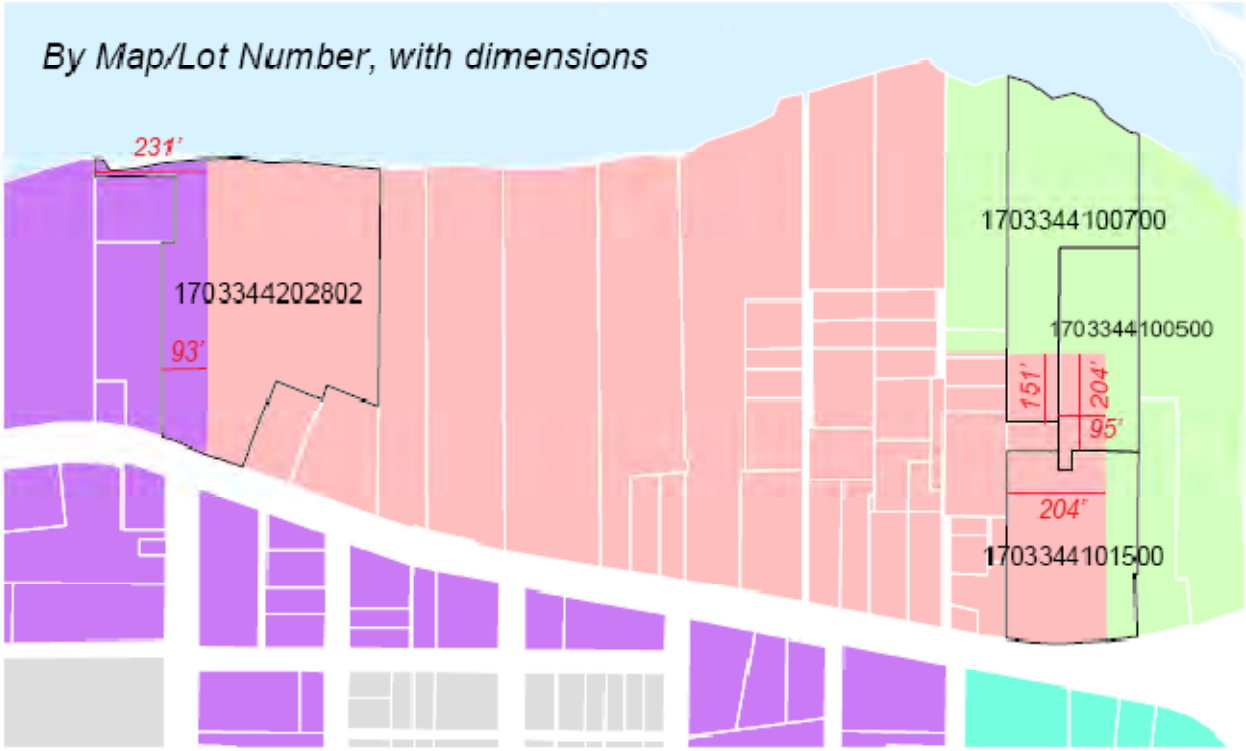
Existing and Proposed Refinement Plan Designations

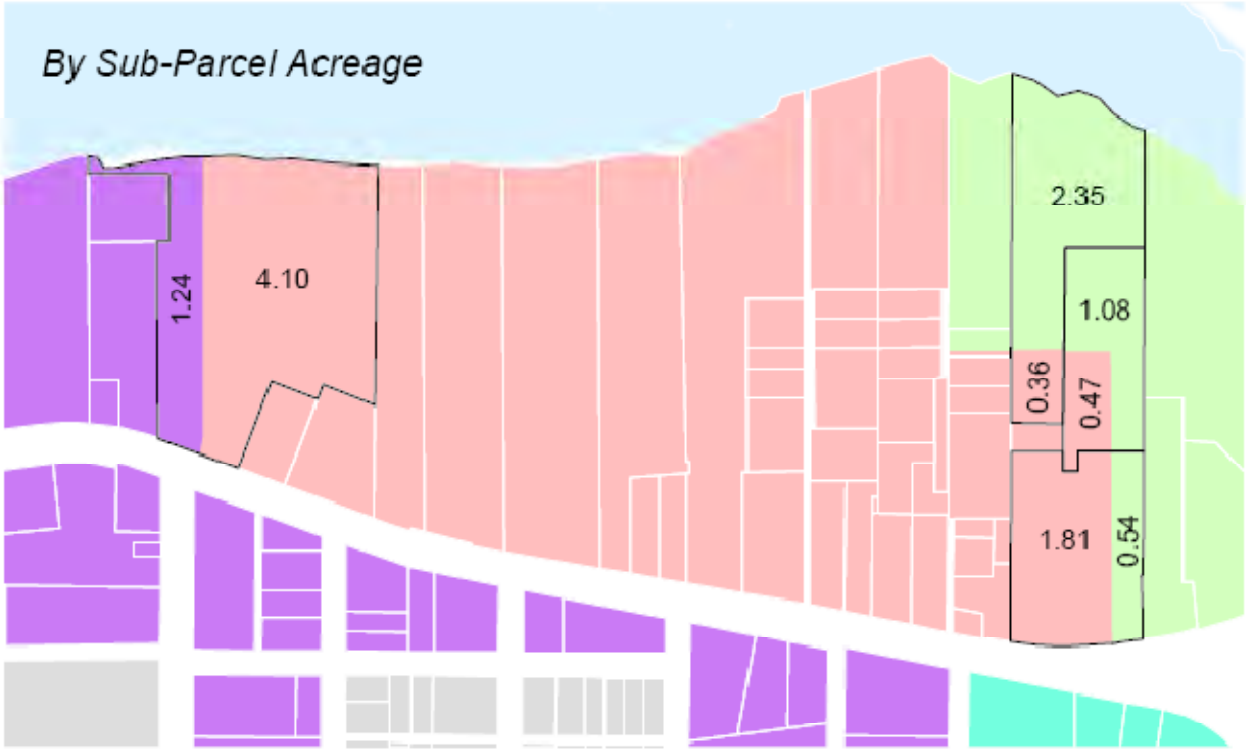
	Acres	
Refinement Plan Designation	Existing	Proposed
Low Density Residential	16.96	0.00
Commercial	2.67	0.00
Commercial/Industrial/Multi-Family Residential Mixed-Use	29.13	0.00
Commercial/Industrial Mixed-Use	44.38	0.00
Light Medium Industrial	87.73	0.00
Mixed-Use/Nodal	52.02	0.00
Parks and Open Space	34.39	0.00
Residential Mixed-Use	0.00	33.26
Commercial Mixed-Use	0.00	14.58
Office Mixed-Use	0.00	46.33
Employment Mixed-Use	0.00	173.11
Total	267.28	267.28


Phase 1: Current Metro Plan &
Refinement Plan Designations
Commercial
Light-Medium Industrial
Commercial/Industrial Mixed Use
Low Density Residential
Comm/Indust/Multi-Fam Res. Mixed Use
Mixed Use/Nodal Development
Parks and Open Space
Glenwood Riverfront


A
B
C
D
Phase 1: Proposed Zoning and Refinement Plan Designations
Glenwood Riverfront
Franklin Riverfront
McVay Riverfront
Subareas
A Residential Mixed-Use
B Commercial Mixed-Use
C Office Mixed-Use
D Employment Mixed-Use

Split Zoning/GRP Designation Tax Lots





MAPLOT#	EXISTING SUBAREA	PROPOSED SUBAREA	EXISTING GRP PLAN DIAGRAM	PROPOSED GRP PLAN DIAGRAM	ACRES	CITY/UGB (10/18/11)
1703344202600	6	A	Light Medium Industrial	Residential Mixed Use	2.84	UGB
1703344202700	6	A	Light Medium Industrial	Residential Mixed Use	1.61	UGB
1703344202800	6	A	Light Medium Industrial	Residential Mixed Use	0.43	UGB
1703344202802	6	A	Light Medium Industrial	Residential Mixed Use	4.10	UGB
1703344202900	6	A	Light Medium Industrial	Residential Mixed Use	0.75	UGB
1703344100500	8	A	Mixed Use/Nodal	Residential Mixed Use	0.48	UGB
1703344100700	8	A	Mixed Use/Nodal	Residential Mixed Use	0.37	UGB
1703344100900	8	A	Mixed Use/Nodal	Residential Mixed Use	0.18	UGB
1703344101000	8	A	Mixed Use/Nodal	Commercial Mixed Use	0.05	UGB
1703344101100	8	A	Mixed Use/Nodal	Residential Mixed Use	0.15	UGB
1703344101300	8	A	Mixed Use/Nodal	Residential Mixed Use	0.14	UGB
1703344101400	8	A	Mixed Use/Nodal	Residential Mixed Use	0.64	UGB
1703344101500	8	A	Mixed Use/Nodal	Residential Mixed Use	1.81	UGB
1703344101700	8	A	Mixed Use/Nodal	Residential Mixed Use	0.07	UGB
1703344101800	8	A	Mixed Use/Nodal	Residential Mixed Use	0.07	UGB
1703344101900	8	A	Mixed Use/Nodal	Residential Mixed Use	0.14	UGB
1703344102000	8	A	Mixed Use/Nodal	Residential Mixed Use	0.28	UGB
1703344102100	8	A	Mixed Use/Nodal	Residential Mixed Use	0.07	UGB
1703344200100	8	A	Mixed Use/Nodal	Residential Mixed Use	1.49	UGB
1703344200200	8	A	Mixed Use/Nodal	Residential Mixed Use	0.18	UGB
1703344200300	8	A	Mixed Use/Nodal	Residential Mixed Use	0.18	UGB
1703344200400	8	A	Mixed Use/Nodal	Residential Mixed Use	0.18	UGB
1703344200500	8	A	Mixed Use/Nodal	Residential Mixed Use	0.34	UGB
1703344200501	8	A	Mixed Use/Nodal	Residential Mixed Use	0.14	UGB
1703344200502	8	A	Mixed Use/Nodal	Residential Mixed Use	0.01	UGB
1703344200503	8	A	Mixed Use/Nodal	Residential Mixed Use	0.13	UGB
1703344200504	8	A	Mixed Use/Nodal	Residential Mixed Use	0.27	UGB
1703344200600	8	A	Mixed Use/Nodal	Residential Mixed Use	0.38	UGB
1703344200700	8	A	Mixed Use/Nodal	Residential Mixed Use	0.40	UGB
1703344200800	8	A	Mixed Use/Nodal	Residential Mixed Use	0.35	UGB
1703344200900	8	A	Mixed Use/Nodal	Residential Mixed Use	0.42	UGB
1703344201000	8	A	Mixed Use/Nodal	Residential Mixed Use	0.33	UGB

MAPLOT#	EXISTING SUBAREA	PROPOSED SUBAREA	EXISTING GRP PLAN DIAGRAM	PROPOSED GRP PLAN DIAGRAM	ACRES	CITY/UGB (10/18/11)
1703344201200	8	A	Mixed Use/Nodal	Residential Mixed Use	0.47	UGB
1703344201300	8	A	Mixed Use/Nodal	Residential Mixed Use	0.18	UGB
1703344201400	8	A	Mixed Use/Nodal	Residential Mixed Use	0.18	UGB
1703344201500	8	A	Mixed Use/Nodal	Residential Mixed Use	1.36	UGB
1703344201600	8	A	Mixed Use/Nodal	Residential Mixed Use	3.64	UGB
1703344201700	8	A	Mixed Use/Nodal	Residential Mixed Use	0.26	UGB
1703344201800	8	A	Mixed Use/Nodal	Residential Mixed Use	0.11	UGB
1703344201900	8	A	Mixed Use/Nodal	Residential Mixed Use	0.16	UGB
1703344202000	8	A	Mixed Use/Nodal	Residential Mixed Use	0.39	UGB
1703344202100	8	A	Mixed Use/Nodal	Residential Mixed Use	0.73	UGB
1703344202200	8	A	Mixed Use/Nodal	Residential Mixed Use	0.27	UGB
1703344202300	8	A	Mixed Use/Nodal	Residential Mixed Use	0.27	UGB
1703344202400	8	A	Mixed Use/Nodal	Residential Mixed Use	2.79	UGB
1703344202500	8	A	Mixed Use/Nodal	Residential Mixed Use	3.55	UGB
1703344100100	8	B	Mixed Use/Nodal	Commercial Mixed Use	6.41	UGB
1703344100200	8	B	Mixed Use/Nodal	Commercial Mixed Use	0.55	UGB
1703344100300	8	B	Mixed Use/Nodal	Commercial Mixed Use	1.04	UGB
1703344100400	8	B	Mixed Use/Nodal	Commercial Mixed Use	0.95	UGB
1703344100500	8	B	Mixed Use/Nodal	Commercial Mixed Use	1.07	UGB
1703344100700	8	B	Mixed Use/Nodal	Commercial Mixed Use	2.34	UGB
1703344100800	8	B	Mixed Use/Nodal	Commercial Mixed Use	1.51	UGB
1703344101000	8	B	Mixed Use/Nodal	Commercial Mixed Use	0.12	UGB
1703344101500	8	B	Mixed Use/Nodal	Commercial Mixed Use	0.54	UGB
1703343300100	6	C	Commercial Industrial MU	Office Mixed Use	2.34	UGB
1703343300200	6	C	Commercial Industrial MU	Office Mixed Use	1.73	City
1703343300300	6	C	Commercial Industrial MU	Office Mixed Use	1.73	City
1703343300400	6	C	Commercial Industrial MU	Office Mixed Use	0.58	City
1703343300500	6	C	Commercial Industrial MU	Office Mixed Use	1.53	City
1703343300700	6	C	Commercial Industrial MU	Office Mixed Use	1.30	UGB
1703343100100	6	C	Light Medium Industrial	Office Mixed Use	1.07	UGB
1703343100200	6	C	Light Medium Industrial	Office Mixed Use	0.12	UGB
1703343101000	6	C	Light Medium Industrial	Office Mixed Use	5.28	UGB

MAPLOT#	EXISTING SUBAREA	PROPOSED SUBAREA	EXISTING GRP PLAN DIAGRAM	PROPOSED GRP PLAN DIAGRAM	ACRES	CITY/UGB (10/18/11)
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1703343101200	6	C	Light Medium Industrial	Office Mixed Use	0.51	UGB
1703343200100	6	C	Light Medium Industrial	Office Mixed Use	1.09	UGB
1703343200101	6	C	Light Medium Industrial	Office Mixed Use	1.87	UGB
1703343200400	6	C	Light Medium Industrial	Office Mixed Use	2.56	UGB
1703344202802	6	C	Light Medium Industrial	Office Mixed Use	1.24	UGB
1703334400100	7	C	Commercial Industrial MU	Office Mixed Use	0.94	City
1703334400200	7	C	Commercial Industrial MU	Office Mixed Use	0.41	City
1703343100300	7	C	Commercial Industrial MU	Office Mixed Use	0.26	UGB
1703343100400	7	C	Commercial Industrial MU	Office Mixed Use	0.04	UGB
1703343100700	7	C	Commercial Industrial MU	Office Mixed Use	1.44	UGB
1703343100701	7	C	Commercial Industrial MU	Office Mixed Use	0.57	UGB
1703343100900	7	C	Commercial Industrial MU	Office Mixed Use	1.05	City
1703343200200	7	C	Commercial Industrial MU	Office Mixed Use	0.98	City
1703343200300	7	C	Commercial Industrial MU	Office Mixed Use	3.68	UGB
1703343200600	7	C	Commercial Industrial MU	Office Mixed Use	0.80	City
1703343400100	7	C	Commercial Industrial MU	Office Mixed Use	0.85	UGB
1703343400200	7	C	Commercial Industrial MU	Office Mixed Use	0.30	UGB
1703343400201	7	C	Commercial Industrial MU	Office Mixed Use	0.65	City
1703344300100	7	C	Commercial Industrial MU	Office Mixed Use	0.78	UGB
1703344300200	7	C	Commercial Industrial MU	Office Mixed Use	0.26	UGB
1703344300500	7	C	Commercial Industrial MU	Office Mixed Use	0.17	UGB
1703344309000	7	C	Commercial Industrial MU	Office Mixed Use	0.90	UGB
1703344309100	7	C	Commercial Industrial MU	Office Mixed Use	0.30	UGB
1703344309200	7	C	Commercial Industrial MU	Office Mixed Use	0.37	UGB
1703344309300	7	C	Commercial Industrial MU	Office Mixed Use	0.59	UGB
1703344310600	7	C	Commercial Industrial MU	Office Mixed Use	0.44	UGB
1703344310700	7	C	Commercial Industrial MU	Office Mixed Use	0.22	UGB
1703344310800	7	C	Commercial Industrial MU	Office Mixed Use	0.44	UGB
1703344310900	7	C	Commercial Industrial MU	Office Mixed Use	0.19	UGB
1703344311000	7	C	Commercial Industrial MU	Office Mixed Use	0.12	UGB
1703344311100	7	C	Commercial Industrial MU	Office Mixed Use	0.12	UGB

MAPLOT#	EXISTING SUBAREA	PROPOSED SUBAREA	EXISTING GRP PLAN DIAGRAM	PROPOSED GRP PLAN DIAGRAM	ACRES	CITY/UGB (10/18/11)
1703344311200	7	C	Commercial Industrial MU	Office Mixed Use	0.33	UGB
1703344311300	7	C	Commercial Industrial MU	Office Mixed Use	0.15	UGB
1703344311400	7	C	Commercial Industrial MU	Office Mixed Use	0.22	UGB
1703344311500	7	C	Commercial Industrial MU	Office Mixed Use	0.15	UGB
1703344311600	7	C	Commercial Industrial MU	Office Mixed Use	0.19	UGB
1703344311700	7	C	Commercial Industrial MU	Office Mixed Use	0.86	UGB
1703344311900	7	C	Commercial Industrial MU	Office Mixed Use	0.61	UGB
1703344312000	7	C	Commercial Industrial MU	Office Mixed Use	0.49	UGB
1703344312100	7	C	Commercial Industrial MU	Office Mixed Use	0.28	UGB
1703344312200	7	C	Commercial Industrial MU	Office Mixed Use	0.15	UGB
1803023305100	5	D	Parks and Open Space	Employment Mixed Use	4.28	UGB
1803034000300	5	D	Parks and Open Space	Employment Mixed Use	7.74	UGB
1803034000700	5	D	Parks and Open Space	Employment Mixed Use	15.94	UGB
1703344400800	7	D	Commercial Industrial MU	Employment Mixed Use	0.37	UGB
1703344400900	7	D	Commercial Industrial MU	Employment Mixed Use	0.24	UGB
1703344401000	7	D	Commercial Industrial MU	Employment Mixed Use	0.35	UGB
1703344401100	7	D	Commercial Industrial MU	Employment Mixed Use	1.20	UGB
1703344401200	7	D	Commercial Industrial MU	Employment Mixed Use	1.32	UGB
1703344401300	7	D	Commercial Industrial MU	Employment Mixed Use	0.14	UGB
1703344401400	7	D	Commercial Industrial MU	Employment Mixed Use	0.37	UGB
1703344401401	7	D	Commercial Industrial MU	Employment Mixed Use	0.11	UGB
1703344401402	7	D	Commercial Industrial MU	Employment Mixed Use	2.55	UGB
1703344401500	7	D	Commercial Industrial MU	Employment Mixed Use	1.01	UGB
1703344401600	7	D	Commercial Industrial MU	Employment Mixed Use	1.78	UGB
1703344402200	7	D	Commercial Industrial MU	Employment Mixed Use	0.06	UGB
1703344402201	7	D	Commercial Industrial MU	Employment Mixed Use	0.88	UGB
1703344402400	7	D	Commercial Industrial MU	Employment Mixed Use	0.12	UGB
1703344402600	7	D	Commercial Industrial MU	Employment Mixed Use	1.00	UGB
1703344402800	7	D	Commercial Industrial MU	Employment Mixed Use	0.50	UGB
1703344402900	7	D	Commercial Industrial MU	Employment Mixed Use	0.50	UGB
1703344403100	7	D	Commercial Industrial MU	Employment Mixed Use	0.94	UGB
1703344402300	8	D	Commercial Industrial MU	Employment Mixed Use	0.47	UGB

MAPLOT#	EXISTING SUBAREA	PROPOSED SUBAREA	EXISTING GRP PLAN DIAGRAM	PROPOSED GRP PLAN DIAGRAM	ACRES	CITY/UGB (10/18/11)
1703344402500	8	D	Commercial Industrial MU	Employment Mixed Use	0.37	UGB
1703344403000	8	D	Commercial Industrial MU	Employment Mixed Use	0.65	UGB
1703344400100	8	D	Mixed Use/Nodal	Employment Mixed Use	5.98	UGB
1703344400101	8	D	Mixed Use/Nodal	Employment Mixed Use	0.86	UGB
1703344400102	8	D	Mixed Use/Nodal	Employment Mixed Use	1.89	UGB
1703344400300	8	D	Mixed Use/Nodal	Employment Mixed Use	1.50	City
1703344400400	8	D	Mixed Use/Nodal	Employment Mixed Use	0.18	UGB
1703344400500	8	D	Mixed Use/Nodal	Employment Mixed Use	2.35	UGB
1703344400600	8	D	Mixed Use/Nodal	Employment Mixed Use	0.14	UGB
1703344400700	8	D	Mixed Use/Nodal	Employment Mixed Use	1.00	UGB
1703344400200	9	D	Com/Indust/Multi-Fam MU	Employment Mixed Use	1.57	UGB
1703344400301	9	D	Com/Indust/Multi-Fam MU	Employment Mixed Use	10.86	City
1803022002800	9	D	Com/Indust/Multi-Fam MU	Employment Mixed Use	5.97	UGB
1803022002900	9	D	Com/Indust/Multi-Fam MU	Employment Mixed Use	7.04	UGB
1803022003000	9	D	Com/Indust/Multi-Fam MU	Employment Mixed Use	0.16	City
1803031100200	9	D	Com/Indust/Multi-Fam MU	Employment Mixed Use	1.12	UGB
1803031101500	9	D	Com/Indust/Multi-Fam MU	Employment Mixed Use	1.25	UGB
1803031101600	9	D	Com/Indust/Multi-Fam MU	Employment Mixed Use	1.16	UGB
1803031101700	9	D	Commercial	Employment Mixed Use	0.34	UGB
1803031101800	9	D	Commercial	Employment Mixed Use	0.62	UGB
1803031101900	9	D	Commercial	Employment Mixed Use	0.49	UGB
1803031103200	9	D	Commercial	Employment Mixed Use	0.95	UGB
1803031103300	9	D	Commercial	Employment Mixed Use	0.27	UGB
1703344401700	9	D	Light Medium Industrial	Employment Mixed Use	0.17	UGB
1703344401800	9	D	Light Medium Industrial	Employment Mixed Use	0.78	UGB
1703344401900	9	D	Light Medium Industrial	Employment Mixed Use	0.21	UGB
1703344403200	9	D	Light Medium Industrial	Employment Mixed Use	0.04	UGB
1703344403300	9	D	Light Medium Industrial	Employment Mixed Use	0.66	City
1803031101401	9	D	Light Medium Industrial	Employment Mixed Use	3.08	City
1803031102100	9	D	Low Density Residential	Employment Mixed Use	2.35	UGB
1803031102200	9	D	Low Density Residential	Employment Mixed Use	0.13	UGB
1803031102300	9	D	Low Density Residential	Employment Mixed Use	0.13	UGB

MAPLOT#	EXISTING SUBAREA	PROPOSED SUBAREA	EXISTING GRP PLAN DIAGRAM	PROPOSED GRP PLAN DIAGRAM	ACRES	CITY/UGB (10/18/11)
1803031102400	9	D	Low Density Residential	Employment Mixed Use	0.13	UGB
1803031102500	9	D	Low Density Residential	Employment Mixed Use	0.13	UGB
1803031102600	9	D	Low Density Residential	Employment Mixed Use	0.13	UGB
1803031102700	9	D	Low Density Residential	Employment Mixed Use	0.13	UGB
1803031102800	9	D	Low Density Residential	Employment Mixed Use	0.13	UGB
1803031102900	9	D	Low Density Residential	Employment Mixed Use	0.13	UGB
1803031103000	9	D	Low Density Residential	Employment Mixed Use	0.14	UGB
1803031103001	9	D	Low Density Residential	Employment Mixed Use	0.24	UGB
1803031103500	9	D	Low Density Residential	Employment Mixed Use	13.18	UGB
1803022003100	10	D	Light Medium Industrial	Employment Mixed Use	4.95	City
1803022003200	10	D	Light Medium Industrial	Employment Mixed Use	23.72	City
1803022003300	10	D	Light Medium Industrial	Employment Mixed Use	1.13	City
1803023203800	10	D	Light Medium Industrial	Employment Mixed Use	10.04	City
1803031103400	10	D	Light Medium Industrial	Employment Mixed Use	0.54	UGB
1803031400200	10	D	Light Medium Industrial	Employment Mixed Use	2.88	City
1803031400500	10	D	Light Medium Industrial	Employment Mixed Use	2.20	City
1803031400700	10	D	Light Medium Industrial	Employment Mixed Use	1.96	City
1803031400800	10	D	Light Medium Industrial	Employment Mixed Use	2.00	City
1803031400900	10	D	Light Medium Industrial	Employment Mixed Use	1.99	City
1803031402000	10	D	Light Medium Industrial	Employment Mixed Use	0.98	City
1803031402001	10	D	Light Medium Industrial	Employment Mixed Use	0.79	City
1803034000200	10	D	Light Medium Industrial	Employment Mixed Use	0.58	City
1803034000400	10	D	Light Medium Industrial	Employment Mixed Use	0.63	City
1803034000500	10	D	Light Medium Industrial	Employment Mixed Use	1.32	City
1803034000600	10	D	Light Medium Industrial	Employment Mixed Use	0.48	UGB
1803031401000	10	D	Parks and Open Space	Employment Mixed Use	3.91	UGB
1803034000800	10	D	Parks and Open Space	Employment Mixed Use	1.10	UGB
1803034000900	10	D	Parks and Open Space	Employment Mixed Use	0.71	UGB
1803101000200	10	D	Parks and Open Space	Employment Mixed Use	0.71	UGB
					267.28	

Exhibit C-11

glenwood

refinement plan

June 2012

Exhibit C-12

Prepared by:
City of Springfield
Development and Public Works Department

Adoption Date:
City of Springfield –
Lane County –

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Exhibit C-16

Introduction

Planning is a process of choosing among many options. If we do not choose to plan, then we choose to have others plan for us.

- Richard I. Winwood

Introduction

Plan Purpose & Relationship to Other Plans

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the overarching land use policy document that guides land use decision making in Springfield, Eugene, and unincorporated areas within the Metro Plan boundary. Following the passage of House Bill 3337 in 2007 directing Eugene and Springfield to establish separate Urban Growth Boundaries, each city developed community-focused refinement plans to provide more explicit application of Metro Plan policies and to provide site-specific determination of Metro Plan land use designations.

The Glenwood Refinement Plan (GRP) is one of several neighborhood-specific refinement plans that further refine and augment the Metro Plan and the community-focused refinement plans. They provide the opportunity to examine, in greater detail, a neighborhood-specific geographic area's future housing and economic development opportunities; open space, cultural resource protection, public facilities, and transportation needs; and to resolve potential conflicts between adjoining land uses. The GRP is thus intended to provide background information and policy direction for public and private decisions affecting the growth and development of the Glenwood area. The GRP guides the provision of public services; serves as a basis for evaluating private development proposals; and provides a common framework for those engaged in the conservation, development, and redevelopment of Glenwood. The GRP is intended to be a living document that is reviewed for continued applicability of policies and strategies approximately every five years.

Implementation of GRP policies is enabled through Springfield Development Code ordinances and other municipal rules and regulations, such as those detailed in Springfield's *Engineering Design Standards and Procedures Manual*, Springfield Standard Construction Specifications, and Springfield's Conceptual Local Street Map.

Area Location & Context

Glenwood is located in the southwest corner of Springfield, adjacent to Eugene. The Willamette River bounds Glenwood on the north and east, with Interstate-5 (I-5) on the south and west. Glenwood is approximately 684 acres (one square mile) in size and, as of the 2010 Census, was home to approximately 1,000 residents. Glenwood is developed with a mix of residential, industrial, and commercial land uses, and there is

a large amount of undeveloped or underdeveloped land. Franklin Boulevard, a state highway, is the primary east-west connection through Glenwood and provides the main transportation link to Eugene and the University of Oregon to the west and downtown Springfield to the east. The region's first bus rapid transit line, the EmX, also serves Glenwood along Franklin Boulevard, and two rail lines traverse Glenwood. McVay Highway, a state highway, and Glenwood Boulevard are the primary north-south connections between I-5 and Franklin Boulevard. McVay Highway also connects with Lane Community College, and Glenwood Boulevard connects with the Moon Mountain area of east Eugene, south of the I-5 interchange.

Glenwood Jurisdictional & Planning History

In 1982, the Metro Plan was adopted, and Eugene, Springfield, and Lane County jointly conducted a jurisdictional study to determine which city would have eventual jurisdictional responsibility for Glenwood. In 1984, the *Glenwood Jurisdictional Study*, adopted by all three jurisdictions, concluded that Eugene should eventually annex Glenwood and provide the area with urban services. In 1985, Eugene began a planning process for Glenwood. In 1986, the original Phase I GRP was adopted by the Eugene City Council and Lane County Board of Commissioners; the Phase II plan was adopted in 1990.

In 1994, Glenwood residents submitted a petition requesting jurisdictional transfer to the Springfield City Council. In 1998, a second *Glenwood Jurisdictional Study* was adopted by the three jurisdictions, giving Springfield comprehensive land use authority over Glenwood. In 1999, Springfield adopted the GRP as part of the jurisdictional transfer process. At that time, Springfield City Council directed staff to undertake a riverfront development plan that would showcase the Willamette River and establish a mixed-use node in an approximately 50-acre area in the northeast bend of the river in Glenwood.

In 2004, Springfield voters overwhelmingly affirmed their support for establishing Glenwood as an Urban Renewal District. A year later, Springfield adopted an Urban Renewal Plan, outlining priorities, development strategies, projects, and incentives for tax increment funds generated by the district. Also in 2005, Springfield adopted the Glenwood Specific Area Plan and Glenwood Riverfront Plan District, for the aforementioned 50-acre riverfront area in northeast Glenwood. In 2006, Springfield issued a Request for Qualifications for a private partner to work with the City and the Springfield Economic Development Agency to lead the redevelopment of the riverfront area. Springfield received several responses. However, developers articulated that

two major barriers to development of the 50-acre area were Franklin Boulevard and uncertainty regarding surrounding land uses, and the proposed projects were never ultimately developed. Nevertheless, the ideas proposed by the private sector served as a basis to continue the dialogue regarding urban form in Glenwood.

In 2007, the Southwest Oregon Chapter of the American Institute of Architects hosted design workshops that brought together design professionals, university students, and community residents in an effort to re-envision the Franklin Corridor in Springfield and Eugene. The same year, Springfield initiated a project to study the improvements needed along Franklin Boulevard to support redevelopment and new investment in Glenwood. The resulting design models, endorsed by the Springfield City Council in 2008, called for a hybrid multi-way boulevard concept supported by a series of roundabouts at major intersections, as described in detail in the Transportation Chapter.

Momentum and consensus was building for ambitious, forward-thinking visionary projects to revitalize Glenwood's riverfront district and major transportation corridors. However, existing conditions and outdated development and annexation policies outlined in the original GRP were constraining the likelihood that Glenwood would develop in a way that is consistent with a more modern vision for the area. In 2008, recognizing this reality, the Springfield City Council directed staff to comprehensively update the GRP as expeditiously as possible to:

- Implement a contemporary and forward-thinking community vision for Glenwood;
- Attract and facilitate appropriate land uses that will be supported by the community;
- Demonstrate the City's commitment to high quality development and thus provide certainty and risk reduction to redevelopment interests and new market pioneers;
- Protect the City's investments in new infrastructure; and
- Provide responsible stewardship of the Willamette River corridor and Springfield's natural resources.

Glenwood Refinement Plan Update Project

Phasing

Similar to the development of the original GRP, because of limited resources and the existence of greater development pressure in certain areas of Glenwood than others,

the process to update the GRP has been divided into two phases. Phase I incorporated project initiation tasks, an inventory and analysis of existing conditions for all of Glenwood, and visioning for all of Glenwood. In addition, Phase I included developing plan concepts for and preparing an updated GRP applicable to land within the Phase I boundary. As depicted in Figure 1, the Phase I adoption boundary contains all or portions of the original plan's subareas 5, 6, 7, 8, 9, and 10. Phase II will consist of developing plan concepts and preparing updated GRP policies for the Phase II boundary. The Phase II adoption boundary includes the rest of Glenwood, consisting of all or portions of the original plan's subareas 1, 2, 3, 4, 5, and 7. Upon adoption, the updated GRP will only apply to land within the Phase I boundary; policies in the original GRP will continue to apply to the Phase II boundary until the Phase II update is adopted.

For the purposes of this plan, the Phase I boundary is referred to as the Glenwood Riverfront, as depicted in Figure 2. This area is split into the Franklin Riverfront and McVay Riverfront which, due to their differences in location, natural features, existing ownership and development patterns, and proximity to key infrastructure and other amenities, present distinct development and redevelopment opportunities. The Franklin Riverfront includes land on either side of Franklin Boulevard east of the I-5 Bridges to the

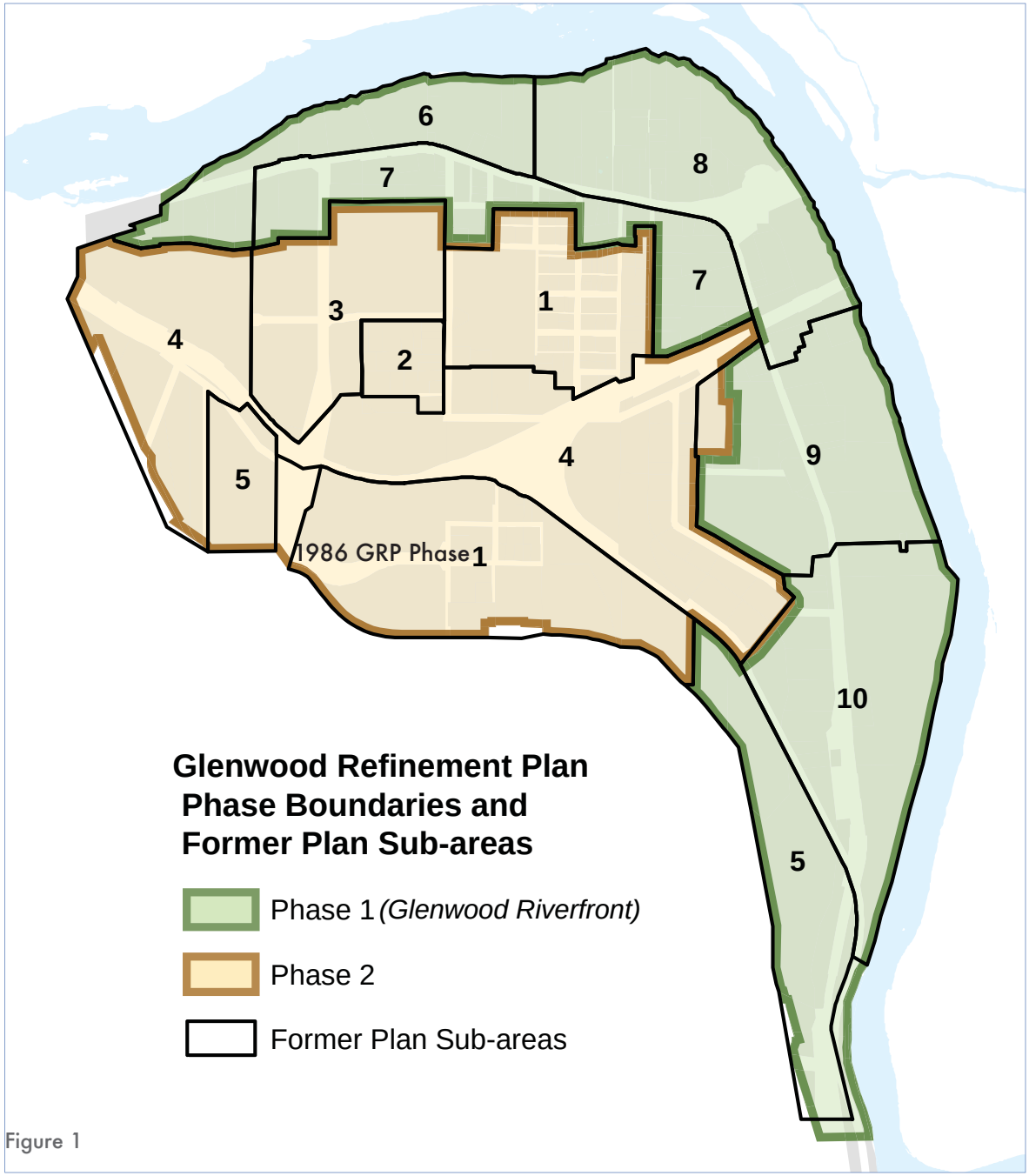


Figure 1

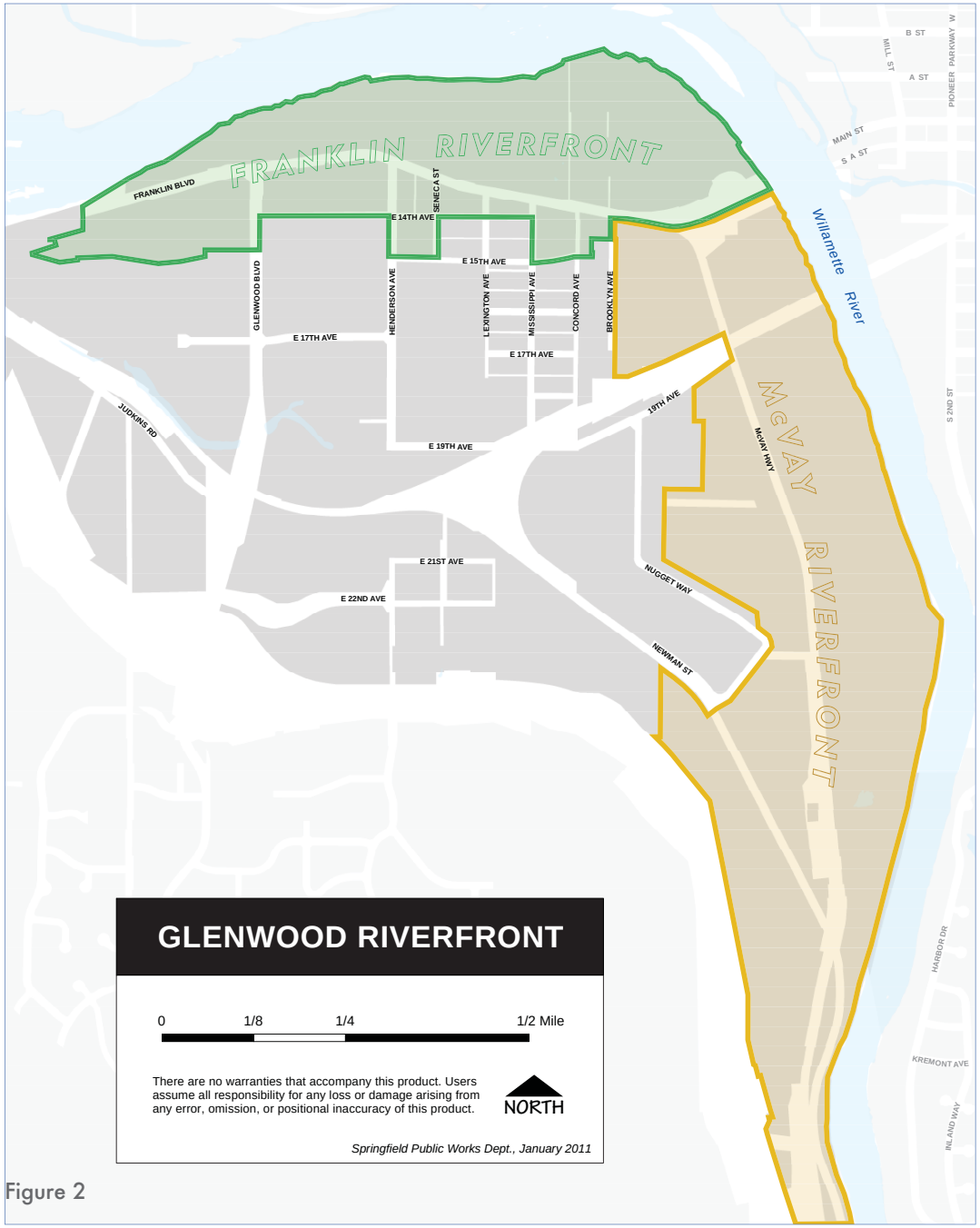


Figure 2

Springfield Bridges. The McVay Riverfront includes land on either side of McVay Highway from the Franklin Boulevard/ McVay Highway intersection at the north end to Springfield's urban growth boundary in Glenwood at the south end.

Milestones

Figure 3 depicts the project timeline and major project milestones. As noted in the figure, work on the update project began in earnest in October 2008 with the establishment of a multi-departmental staff team responsible for coordinating and executing the project. Referred to as the Project Core Team, this staff team included representatives from the Development Services and Public Works Departments, and the City Manager's Office. The Project Core Team's work was directed by an Oversight Team, comprised of applicable Division Managers and Department Heads.

The first step in the planning process was to inventory and analyze existing conditions and policies for all of Glenwood. In 2009, staff published an Existing Conditions Report consisting of detailed assessments of existing conditions and analyses, and conclusions resulting from the analyses on the following topics: urban design; land use; housing; economic development; natural resources; hazards; historic and cultural resources; transportation system; public facilities and services; and urbanization and

annexation. Springfield also hired a consultant to produce a wetlands and riparian corridor inventory of Glenwood, which ultimately resulted in an amendment to Springfield's Natural Resources study in February 2011. In addition, Springfield's Historic Commission hired a consultant to conduct an historic Reconnaissance Level Survey of potential historic resources in Glenwood, presented to staff in October 2010.

Step two of the planning process involved staff working with the project's Citizen Advisory Committee to articulate a vision for the physical, social, and environmental qualities that should guide redevelopment and development in all of Glenwood for the next 20 years. This process culminated with the development of 13 visioning goal statements, outlined under Public Involvement.

The third step of the planning process included an iterative process, facilitated by consultants and staff, to advance concepts for land use, circulation, and open space in the Glenwood Riverfront. Ideas for the Franklin Riverfront were developed and

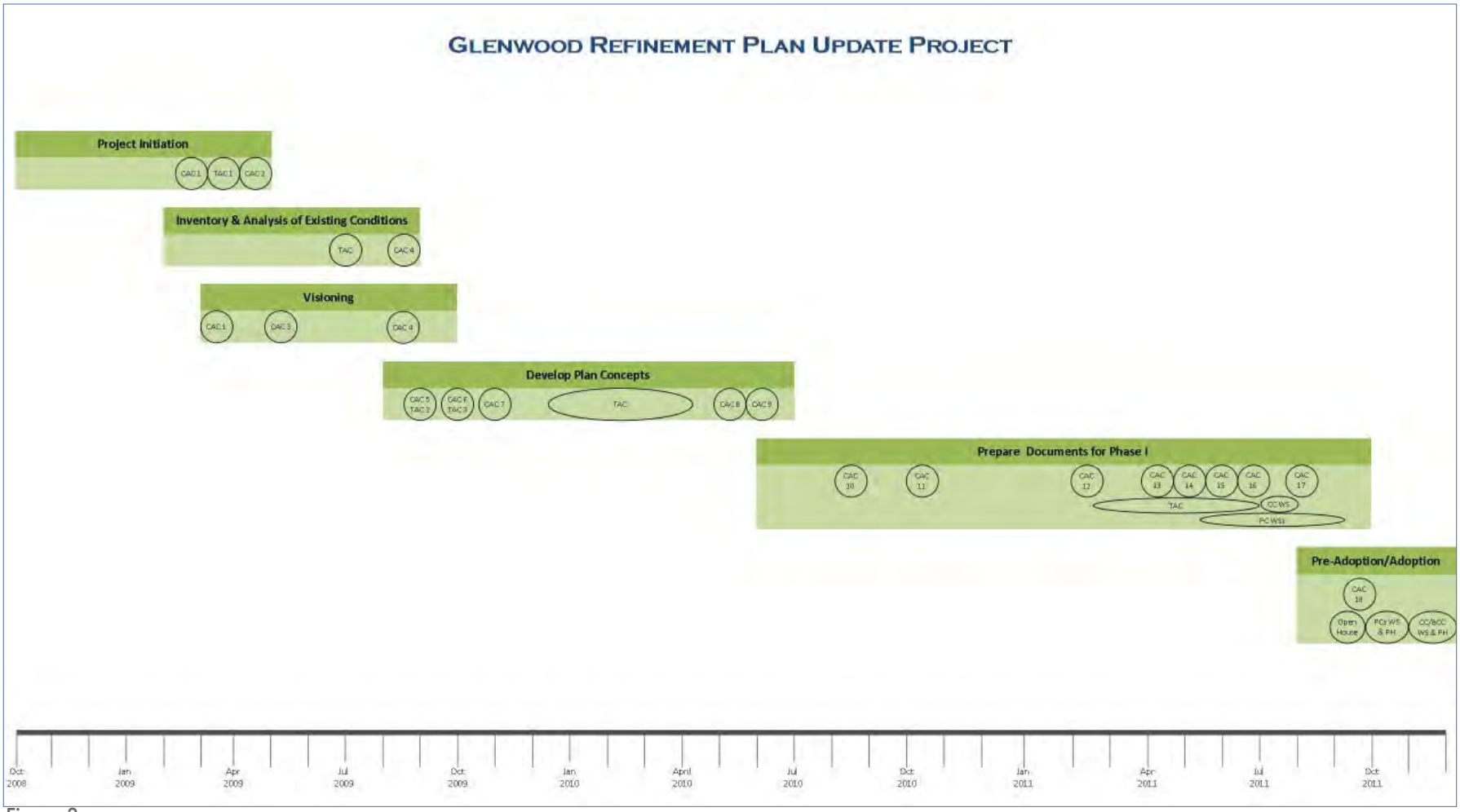
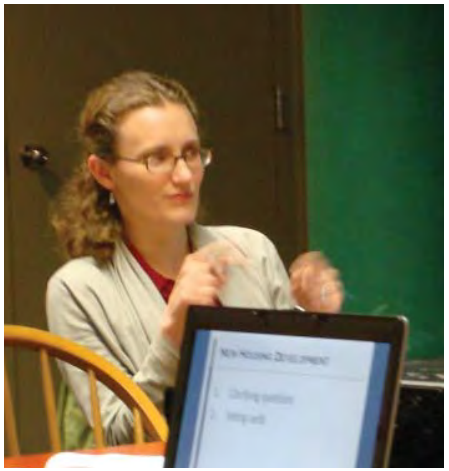


Figure 3

refined in coordination with planning efforts emerging for downtown Springfield at the same time.



The last year of the Phase I process was spent preparing the policy and regulatory documents for the Phase I GRP update, including drafting the chapters of the GRP and the Springfield Development Code and Springfield *Engineering Design Standards and Procedures Manual* amendments necessary to enable implementation of the plan. Items considered in developing the policy and regulatory documents included: visioning goals; existing conditions; Federal and State regulations; buildable land needs; research and contemporary best practices; prior City Council direction; prior planning efforts; coordination with downtown Springfield planning efforts; consultant recommendations; and input/feedback from agency partners and the public.

Public Involvement

In October 2008, the Springfield Planning Commission approved a Citizen Involvement Plan for the project. The goal of the Citizen Involvement Plan was to establish and maintain a transparent planning process by promoting dialogue and building relationships with the community – individuals, interest groups, corporations, and government agencies – from the beginning of the project.

To provide an opportunity for citizens to routinely communicate with staff – providing input, feedback, and guidance to staff and elected officials throughout the duration of the project – Springfield recruited a project Citizen Advisory Committee (CAC). In November 2008 and January 2009, the Springfield Planning Commission, acting in its capacity as Springfield's Committee for Citizen Involvement, appointed 20 individuals with a diverse mix of perspectives and backgrounds to serve on the CAC. The CAC was comprised of Glenwood residents, Glenwood property owners/business owners, Glenwood employees, members of the general public, developers, designers, realtors/lenders, a Springfield Chamber of Commerce representative, and an affordable housing advocate. Conducted according to operating procedures approved by the CAC in March 2009, the CAC met 18 times over the course of Phase I.

In addition, a Technical Advisory Committee (TAC) was selected to provide a regular sounding board for staff regarding more technical aspects of the project and to ensure interagency and interdepartmental coordination. The TAC consisted of representatives of Springfield departments and other public agencies that provide public facilities or services in Glenwood, including Police, Fire and Life Safety, Public Works Maintenance, Springfield Utility Board, Glenwood Water District, Willamalane Park and Recreation

District (Willamalane), Lane Transit District, Oregon Department of Transportation, Lane County, and School Districts 4J and 19.

Other citizen involvement strategies used to engage the public in the Phase I planning process included: mailing an introductory postcard to all property owners and residents in Glenwood; establishing and maintaining a project website and interested parties list to regularly update the public on project progress; discussing the plan concepts with specific interest groups, such as the Intergovernmental Housing Policy Board, Springfield Chamber of Commerce Economic Development Committee, and Willamalane Board; hosting a public open house; and holding public work sessions and hearings with the Springfield and Lane County Planning Commissions, Springfield City Council, and Lane County Board of Commissioners.

Plan Organization

The GRP is divided into the following chapters: Introduction; Community Vision; Land Use and Built Form; Transportation; Open Space; Housing and Economic Development; Public Facilities and Services; Financing Public Infrastructure; Urban Transition and Annexation; and Housing and Cultural Resources. The Community Vision Chapter describes the vision for the Glenwood Riverfront during the 20-year plan period and establishes GRP goals. Each subsequent chapter includes findings in a discussion format, along with stated objectives, policies, and implementation strategies. Also accompanying each chapter are maps and diagrams to help describe and clarify the text.

- Goals are broad statements of philosophy that describe the hopes of the community and help to establish direction.
- Objectives are attainable targets that may be considered intermediate points in striving to fulfill goals.
- Findings are comprised of factual statements resulting from research, analysis, and/or community perceptions. Findings reflect existing conditions, or conclusions from other plans or studies regarding existing conditions that need to be addressed, and they relate to or substantiate policies.
- Policies provide the basis for consistent action to move the community towards its goals. Policies are used to evaluate future actions to ensure they are consistent with the adopted plan.

- Implementation Strategies are statements to provide specific courses of action to attain the policies in the plan. Specific future actions will be evaluated based on their ability to effectively implement plan policies and objectives, taking into consideration community priorities, funding options, and legal concerns.

Exhibit C-26

Community Vision

Make not little plans; they have no magic to stir men's blood and probably themselves will not be realized. Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will never die, but long after we are gone will be a living thing, asserting itself with ever-growing insistency.

- Daniel H. Burnham

Community Vision

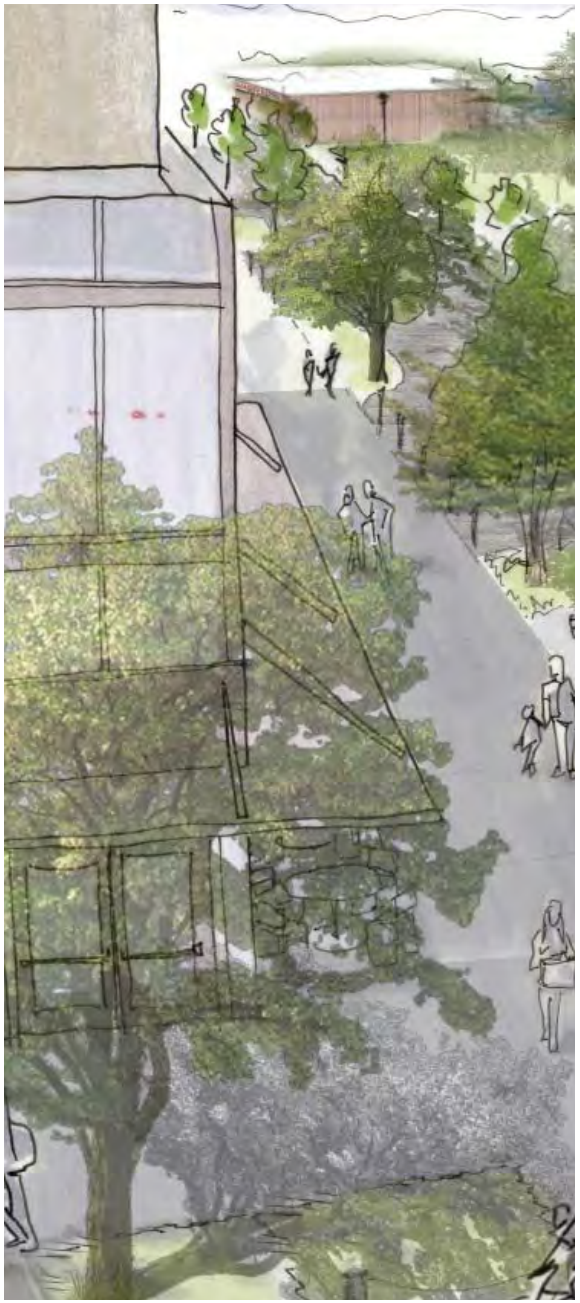
Introduction

The Springfield City Council has placed a high priority on the redevelopment of Glenwood. The community has confirmed and reconfirmed its support for Glenwood redevelopment through the passage of the Glenwood Urban Renewal District ballot measure in 2004 and the adoption of the 50-acre Glenwood Riverfront Plan District in 2005. High levels of citizen participation and enthusiasm for subsequent planning projects such as: the Franklin Corridor Study; the American Institute of Architects Franklin Boulevard community design charette; implementation of the neighborhood-initiated East 14th Avenue bike path; the *Willamette River Open Space Vision and Action Plan*; and the Interstate-5 Willamette River Bridge project have demonstrated broad community interest in the future of Glenwood.

The unique amenities provided by the Willamette River as it flows through Glenwood are unsurpassed in the state. In addition, Franklin Boulevard and McVay Highway serve as major thoroughfares connecting Springfield and Eugene and set the stage for Glenwood as a gateway to both cities. The new I-5 Willamette River Bridge and associated riparian restoration and multi-use path enhancement projects further highlight this entryway to the region. The presence of a bus rapid transit line along Franklin Boulevard and one planned along McVay Highway enhances the possibilities for transit-oriented development in the Glenwood Riverfront. Glenwood's proximity to the University of Oregon and Lane Community College, I-5, and two rail lines also positions it well for successful, mixed-use residential, commercial, and employment development along the Franklin and McVay corridors. Prior planning and urban design efforts, as well as Glenwood CAC visioning, affirm that the community wants Glenwood to continue to have a distinct identity that takes advantage of Glenwood's existing strengths and seizes the opportunity to set the stage for the making of a place that will have a lasting legacy. Ensuring that this vision is implemented depends on the proper arrangement, appearance, and functionality of land uses, infrastructure, and open spaces.

Evolving Vision

The community's contemporary, inspiring vision for Glenwood has been evolving for a number of years. The 2005 *Glenwood Specific Area Plan* and 2007 *Franklin Boulevard Study* describe a mixed-use, transit-oriented development land use pattern and strategies for establishing an attractive redevelopment area. The 2007



Franklin Corridor design workshops envisioned Glenwood as a "dynamic place worth going to, not just a place to pass through...a place for people...a sustainable place, announced by gateways, with a public waterfront, that has green fingers extending into the community..." The *Willamette River Open Space Vision and Action Plan*, endorsed by the Springfield City Council in 2010, communicates a desire for thoughtful river-oriented development in the Glenwood Riverfront to occur in a manner that "incorporates the river as an important amenity, preserves the scenic quality enjoyed by recreational users and residents, provides river access to people of all ages and levels of mobility, and seeks opportunities to model river stewardship and educate people about riparian ecosystems."

The Glenwood CAC built upon these statements and highlighted the following as important features to preserve or change in Glenwood through the policy direction established in the updated GRP:

- Improving access to the river and riverfront, including improving access to the riverfront from the residential neighborhood south of Franklin Boulevard
- Encouraging urban waterfront development
- Enhancing the river frontage

- Establishing gateways at both ends with signature entrances
- Creating more mixed use areas, especially along the riverfront and transportation corridors
- Providing for high density housing and live/work arrangements
- Preserving low-density housing, where appropriate
- Prioritizing aesthetics
- Making the area more attractive and less industrial
- Encouraging design in the regional vernacular
- Encouraging sustainable design
- Making buildings accessible at the human scale
- Minimizing light pollution
- Preserving the independent feel and unique identity of Glenwood
- Preserving the integrity, character, and cohesiveness of Glenwood
- Preserving the 'magic' of the river
- Providing a stronger connection to downtown Springfield and Eugene
- Creating opportunities for public art by regional and local artists
- Creating more opportunities for community gathering spots
- Creating better transportation access and making streets easily navigated
- Providing for alternative transportation, including transit
- Improving the Franklin Boulevard / McVay Highway interface
- Promoting safe and convenient access for pedestrians and bicyclists, including disabled persons and children
- Preserving efficient transportation corridors
- Creating a multi-use path / greenway loop

- Providing opportunities for varied parking types and placing parking behind businesses
- Preserving the urban forest and old growth trees
- Preserving natural beauty and wetlands
- Enhancing the ecological function of natural resources, including the riparian ecosystem
- Creating more opportunities for local-serving park facilities
- Creating sustainable housing and a model green district
- Providing a variety of housing types for different households (students, retirees, families, etc.)
- Creating affordable housing
- Facilitating services for the elderly
- Providing assistance to potentially displaced residents
- Encouraging the extension of the University of Oregon and Lane Community College into Glenwood
- Creating more employment opportunities
- Supporting locally owned businesses and existing services/amenities
- Creating a stronger business corridor
- Creating an opportunity for the Springfield School District to serve Glenwood

This array of features was refined over the course of the Glenwood CAC's visioning process for the GRP update project, and the CAC approved 13 Visioning Goal Statements in September 2009 that summarize their hopes for a future Glenwood and helped establish direction for the development of the Phase I GRP.

- Improve public connections to the Willamette River.
- Establish inviting public spaces, including parks, plazas, and multi-use paths.
- Encourage aesthetically pleasing, sustainable buildings and sites that are context-sensitive and oriented to human activity.

- Provide opportunities for the installation, display, and creation of public art.
- Allow for a mix of uses suitable to the unique development opportunities in Glenwood.
- Provide opportunities for the development of a variety of housing types to meet the needs of a range of households.
- Facilitate opportunities for businesses to provide goods and services to local, regional, statewide, national, and international markets.
- Restore, enhance, and protect the ecological function of natural resources, and increase public awareness of these resources.
- Protect the public from potential natural and manmade hazards.
- Celebrate Glenwood's contributions to the region's historic development.
- Enhance the transportation system to improve safety, convenience, and movement for all modes of travel, including vehicles, trains, public transit, bicycles, and pedestrians.
- Provide a full range of urban public facilities and services for redevelopment and new development.
- Facilitate redevelopment while addressing the consequences of change to existing residents and businesses.

Exhibit C-32

Land Use and Built Form

Think of it as your reality. You step out your front door, and life's conveniences are a short walk or bike ride away. The office. The grocery store...even the movie theatre and your doctor's office would be within 20 minutes of your home.

- Allison Rieff in *The 20-Minute Good Life*

Land Use and Built Form

Willamette River

The presence of the Willamette River has shaped development patterns throughout Glenwood's history, from early farming activities and residential uses adjusted for frequent flooding to later extraction enterprises taking advantage of sand and gravel river deposits. With nearly three miles of shoreline forming the east and north edges of Glenwood, the presence of the Willamette River continues to figure heavily into the desired type and form of development along the Glenwood Riverfront. Glenwood Phase 1 builds upon earlier planning efforts in the 1980s and early 2000s that contained recommendations including: considering phasing out long-term storage of industrial equipment and debris as uses change; restoring the riverbank; and organizing new development along the river with a mix of activities that recognize and respect the unique natural, recreational, and aesthetic amenities provided by the Willamette River as it flows through Glenwood. In addition, requirements of the *Clean Water Act* and the *Endangered Species Act* call for specific measures to make development environmentally responsible by enhancing and conserving the water quality and wildlife habitat functions of the Willamette River and its riparian corridor.

Having an urban setting in Glenwood will, of course, need to both integrate natural riparian and habitat functions and maintain them as a well-managed urban interface for infrastructure, residents, and visitors accessing the riverfront. The arrangement of land uses, the street system, public open spaces, and design standards related to building form and height outlined in Glenwood Phase 1 are also intended to promote increased intensity of use (for mixed uses involving residential, commercial, and employment activities) while also promoting the development of physical public access for all to the riverfront and protection of views for visual enjoyment.

Neighborhood Design

Land use and neighborhood design patterns, including streets and open spaces, and the arrangement of dwellings, workplaces, and shops, create a neighborhood pattern that supports residents' choices and behaviors. They also have a significant effect on the quality of the environment and the experience of individuals and families living, working, and visiting that place. Glenwood Phase 1's mix of complementary uses developed in a compact urban form in appropriate locations, together with an

interconnected and walkable street network and inviting open spaces, encourages more lively, interesting, pedestrian-friendly, and safer living, working, meeting, and shopping experiences day and night. Compared with the existing Refinement Plan, Glenwood Phase 1 has a more efficient pattern of transportation and other infrastructure that encourages walking, bicycling, and use of public transit for daily errands and commuting. The land use pattern established in Glenwood Phase 1 is beneficial for individual health, the environment, and the community at large as it allows residents and workers to mingle and have social interactions, helps to shorten trips and reduce vehicle miles traveled, is supportive of car-free living and transit investments, and encourages daily physical activity associated with walking and biking. The Glenwood Riverfront provides singular opportunities for this to occur with redevelopment. Consequently, the land use vision for the Glenwood Riverfront emerging out of this planning process seeks to cluster residences, jobs, and shopping/service opportunities in close proximity to each other and to ensure frequent EmX transit service that is interwoven with a comprehensive system of pedestrian-friendly streets and open space amenities.

Sustainability

Sustainability, broadly speaking, is the capacity to hold up or to endure without external influences. In ecology, it describes how biological systems remain diverse and productive over time, such as long-lived and healthy wetlands. For humans, sustainability is the potential for long-term maintenance of our wellbeing, which, in turn, depends on the health of the natural world and the responsible use of natural resources. Sustainability has come to be used in the development context as balancing economic, social, and environmental interests by managing the environment and human use of resources. With sustainable development, communities strive to improve the quality of human life in the present without compromising the ability of future generations to meet their own needs.

The benefits of environmentally responsible development, sometimes referred to as 'green development', extend well beyond the quantifiable energy, water, and financial efficiencies to consumers and governments. Green building and neighborhood development generates jobs, reduces strain on public infrastructure and resources, creates and maintains healthier indoor and outdoor environments, and inspires growth and innovation in the local economy. Over the course of the development of Glenwood Phase 1, several citizen and technical advisory committee members, neighborhood representatives, and potential developers alike acknowledged the positive and

transformative impact that sustainable buildings and communities can have on pressing local, state, and regional issues and advocated for the promotion of sustainable design, construction, and neighborhood development in Glenwood.

This Plan does not require future development or redevelopment in Glenwood to achieve Leadership in Energy and Environmental Design (LEED) for Neighborhood Development (LEED ND) certification. However, Glenwood Phase 1 does encourage utilizing sustainable building and site design guidelines for future development and redevelopment. LEED ND is a rating system developed by a diverse group of interested parties, including leading professionals in environmental policy and building industries, natural resource preservationists, the US Green Building Council, and representatives from local and state governments that aims to certify exemplary development projects that perform well in terms of efficient, sustainable building and development practices. This rating system, which is comprised of a set of performance standards, recognizes the benefits of sustainable land development and planning at a neighborhood scale and establishes a national standard for green neighborhood design. The LEED ND program is voluntary and was designed to evaluate and guide the design and construction of specific development projects. However, it can be used to analyze whether local development regulations, such as zoning codes, design standards, landscape requirements, or comprehensive plans are 'friendly' to sustainable development and to help identify barriers that add to the cost or complexity of the review and construction of sustainable development projects.

Selecting a good development location from a sustainability point of view is a key component of the LEED ND rating system. In fact, there are five 'smart location and linkage' prerequisites that developments must meet in order to even be considered. These components, along with several of the additional location-related points, are intended to encourage development and redevelopment near existing neighborhoods and public transit infrastructure, to reduce vehicle trips, and to encourage daily physical activity associated with walking and biking. While location alone does not ensure projects will receive certification, it is an indication of a promising area for green neighborhood development. The Glenwood Riverfront, and in particular the stretch of the riverfront paralleling Franklin Boulevard, already has several features working in its favor such that future development or redevelopment in the Glenwood Riverfront could meet the LEED ND prerequisites. For example, development within the Glenwood Riverfront can be served by existing or planned water and wastewater infrastructure, and most development in the Glenwood Riverfront would be considered 'infill,' one of the cornerstones of sustainability. In addition, development along the portion of the

riverfront paralleling Franklin Boulevard will fall within a half mile walking distance of EmX stops with frequent transit service and will be within a quarter-mile of a future bicycle network. Further, future development in the Glenwood Riverfront will reduce the need for an Urban Growth Boundary expansion for residential development and therefore will not affect prime agricultural land. Policy direction in Glenwood Phase I, as well as existing local, state, and Federal policies, will also ensure that future development in the Glenwood Riverfront will comply with other prerequisites of the LEED ND rating system, such as compliance with restoration and/or protection measures associated with floodplains, wetlands, water bodies, steep slopes, threatened species, and riparian ecology.

As encouragement to respect the principles embodied in LEED ND (whether or not certification is sought) the land use, circulation, and open space concepts put forth in Glenwood Phase 1 take into consideration many of the core principles of the LEED ND rating system that are most applicable and appropriate in Glenwood. For example, the proposed block sizes, densities, street connections, and provisions for reduced parking conform to several of the performance measures used in the LEED ND program. Whether the LEED ND continues to exist in its current form or whether other tools for encouraging neighborhood-level sustainability emerge, such as EcoDistricts[1], implementing these core principles is critical for supporting sustainable development and redevelopment in the Glenwood Riverfront. The LEED ND program also offers opportunities for Springfield to consider studying additional strategies in the future to incentivize green development in Glenwood (and in Springfield in general). Examples include requiring private development projects receiving financial support from the Springfield Economic Development Agency to achieve (or be able to achieve) LEED ND certification, or the development of a program with density bonuses offered for, among other outcomes, LEED ND project certification.

Buildable Land Needs

Residential Land and Housing Needs

Statewide Planning Goal 10, Housing, requires Springfield to provide an adequate land base to accommodate a full range of choice in housing type, density, cost, and location throughout the City to meet the community's housing needs. Springfield has historically addressed this requirement through its residential land use designations updated periodically through the Eugene-Springfield Metropolitan Area General (Metro) Plan. In 2007, the Oregon Legislature introduced House Bill 3337, which

required Eugene and Springfield to establish separate urban growth boundaries (UGB) that included separate 20-year residential lands inventories for each city. In response to House Bill 3337, Springfield conducted a study to determine the City's housing needs for 2010-2030 and to evaluate the sufficiency of land available for residential uses within Springfield's UGB. The resulting Springfield Residential Land and Housing Needs Analysis (RLHNA) identified a deficit of 28 gross acres for high-density residential uses and associated public/semi-public land intended to provide public open space for the higher density development, as well as any needed supporting public facilities. At that time, Springfield City Council mandated that the City plan for and rely on a redevelopment strategy in the Glenwood Riverfront to accommodate all of this deficit.

Commercial and Industrial Land Needs and Economic Development Strategies

In January 2010, the Springfield City Council passed a resolution adopting the Springfield Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis, and Economic Development Objectives and Implementation Strategies (CIBL). The CIBL concluded that most new employment growth in Springfield will not require vacant land, consistent with the City's economic development strategies to encourage redevelopment, especially in Glenwood. Therefore, Springfield will likely be able to meet future employment land needs for sites five acres and smaller within the existing UGB, through redevelopment and infill development. However, expansion of the UGB is expected to be necessary to accommodate forecast employment growth and provide larger sites for target industry employers in order for Springfield to meet local community development objectives.

The CIBL summarizes site needs and key locational issues for firms in potential growth industries in Springfield. As noted throughout this Plan, parcels in the Glenwood Riverfront meet a variety of these desirable site attributes as noted below:

- Flat Sites – Flat topography (slopes with grades below 10%) is needed by almost all firms in every industry except for small office and commercial firms that could be accommodated in small structures built on sloped sites. Most Glenwood Riverfront sites are flat; some available sites have slopes that exceed 5%, which may be inappropriate for some, but not all, employment uses.
- Parcel Configuration and Parking – Large industrial and commercial firms that require on-site parking or truck access are attracted to sites that offer adequate flexibility in site circulation and building layout. In general, rectangular sites are preferred, with a

parcel width of at least 200 feet and length that is at least two times the width; parcel width of at least 400 feet is desired for flexible industrial/business park developments and the largest commercial users. Many sites in the Glenwood Riverfront either meet these dimensional requirements or may be consolidated to meet them.

- Soil Type – Soil stability and ground vibration characteristics are fairly important considerations for some highly specialized manufacturing processes; otherwise, soil types are not very important provided that drainage is not a major issue. This Plan includes policy direction for limiting development on areas in the Glenwood Riverfront such as wetlands, flood plains, riparian corridors, wildlife areas, steep slopes, and other sensitive areas.
- Road Transportation – All firms are heavily dependent upon surface transportation for efficient movement of goods, customers, and workers. Access to an adequate highway and arterial roadway network is needed for all industries. Businesses in the Glenwood Riverfront have access to I-5, Franklin Boulevard, and McVay Highway. This Plan includes policy direction to work with businesses to increase automotive capacity in newly developed/redeveloped areas in the Glenwood Riverfront where the intensity of employment uses is anticipated to increase substantially.
- Rail Transportation – Rail access can be very important to certain types of industry. Parcels in the southern portion of the McVay Riverfront section of the Glenwood Riverfront have rail access.
- Air Transportation – Proximity to air transportation is important for some firms. The Glenwood area of Springfield is located 15 miles from the Eugene Airport.
- Transit – Transit access is very important for many types of businesses. The EmX bus rapid transit system serves existing and future employment areas in the Franklin Riverfront; this Plan provides policy direction for future transit access in the McVay Riverfront.
- Pedestrian and Bicycle Facilities – The ability for workers to access amenities and support services by foot or bike is increasingly important to employers, particularly those with high-wage professional jobs. The need for safe and efficient bicycle and pedestrian networks will prove their importance over time as support services and neighborhoods are developed adjacent to employment centers. This Plan provides policy direction for improved bicycle and pedestrian facilities in the Glenwood Riverfront.

- Labor Force – Employers want to be assured of an adequate labor pool with the skills and qualities most attractive to that industry. Commuting patterns within the city suggest that businesses in Springfield have access to the workforce of the entire Eugene-Springfield region.
- Amenities – According to the International Economic Development Council, attracting and retaining skilled workers requires that firms seek places offering a high quality of life that is vibrant and exciting for a wide range of people and lifestyles. This Plan provides policy direction for improved open space and other urban amenities.
- Fiber Optics and Telecommunications – Most industries expect access to multiple phone lines, a full range of telecommunication services, and high-speed internet communications. The Glenwood Riverfront has access to high-speed telecommunication facilities.
- Potable Water – The demand for potable water and water for fire suppression systems varies widely. This Plan provides policy direction to ensure current and planned water facilities in the Glenwood Riverfront will be sufficient to meet current and expected needs.
- Power Requirements – The demand for electricity also varies widely. This Plan provides policy direction to ensure current and planned electric facilities in the Glenwood Riverfront will be sufficient to meet current and expected needs.
- Land Use Buffers – According to public officials and developers/brokers, industrial areas have operational characteristics that do not blend as well with residential land uses as they do with office and commercial uses. Selected commercial office, retail, lodging, and mixed use activities are becoming acceptable adjacent to light manufacturing uses. This Plan includes policy direction to designate adjacent uses that are compatible in the Glenwood Riverfront.

Nodal Development

Certain neighborhood design patterns are sometimes referred to as 'nodes' in the Eugene-Springfield metropolitan area. The nodal concept was accepted by the Oregon Department of Land Conservation and Development as a measure for the region to reduce vehicle miles traveled in compliance with the Oregon Transportation Planning Rule in 2001. As described in the Metro Plan, the nodal designation prescribes development in a mixed-use, pedestrian-friendly land use pattern that seeks to increase

concentrations of population and employment along major transportation corridors with a mix of diverse and compatible land uses and public and private improvements designed to be pedestrian- and transit-oriented. This designation in the Metro Plan lists the fundamental characteristics of nodal development as follows:

- Design elements that support pedestrian environments and encourage transit use, walking, and bicycling;
- A transit stop that is within walking distance (generally ¼ mile) from anywhere in the node;
- Mixed uses providing services within that walking distance;
- Public spaces (such as parks, public and private open space) and public facilities, that can be reached without driving; and
- A mix of housing types and residential densities that achieve an overall net density of at least 12 units per acre.

The 2002 TransPlan identified more than 50 sites throughout the Eugene-Springfield metropolitan area that were considered to have the potential for this type of land use pattern, including a portion of the Glenwood Riverfront paralleling Franklin Boulevard. Implementation of the 2005 Glenwood Riverfront Specific Area Plan included putting the nodal

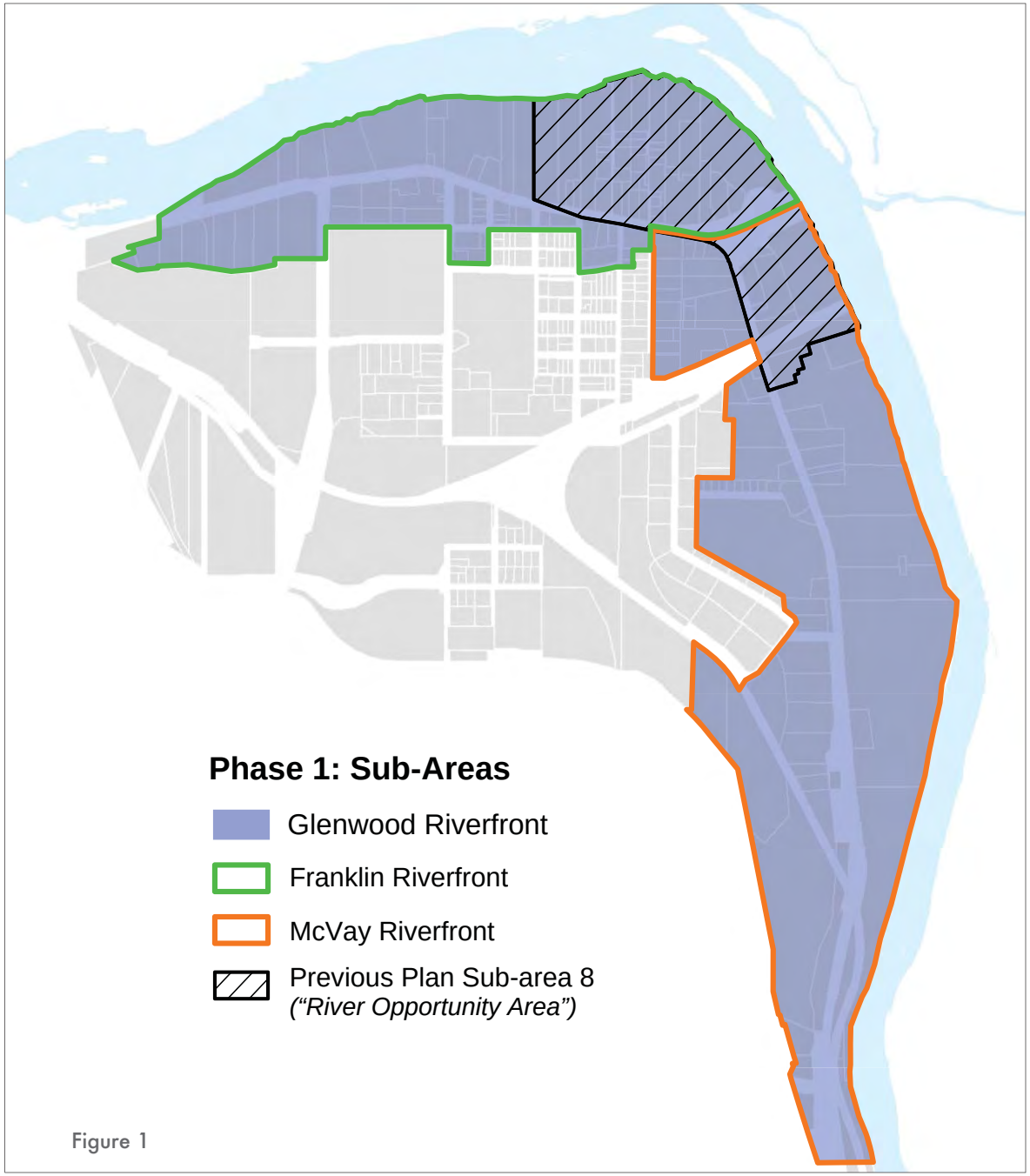


Figure 1

development strategy into action by applying the Metro Plan's Nodal Designation to the approximately 50-acre Glenwood Riverfront Plan District boundary, as depicted in Figure 1. Implementation Action 2.4 in the Springfield 2030 Refinement Plan Residential Land Use and Housing Element calls for Springfield to increase opportunities for mixed-use nodal development, including considering expansion of the Glenwood node through the Glenwood Refinement Plan Update process. This Plan contains objectives, policies, and implementation strategies, as described later in the Land Use Chapter, that include direction for meeting this implementation strategy in the Glenwood Riverfront.

Land Use Framework

The land use framework established for Glenwood Phase I identifies the location, mix, and type of essential uses deliberately selected to maximize the value of the area's proximity to the Willamette River, major transportation corridors, the University of Oregon, and its strategic location between Eugene and downtown Springfield. The land use framework also considers likely development and redevelopment constraints. It is intended to foster regional market growth and provide options for living, working, shopping, service, and hospitality environments by guiding the types and forms of future development and redevelopment in the Glenwood Riverfront that will, in turn, complement redevelopment in downtown Springfield.

The land use framework for Glenwood Phase I establishes a mix of commercial, office, and industrial uses that support the creation of jobs and visitor opportunities in close proximity to a residential mixed-use area that provides distinct housing choices. The identified uses in the Glenwood Riverfront will complement and enhance Willamette Greenway principles and will be integrated with public amenities, such as park blocks, to increase overall land values between the riverfront and Franklin Boulevard/McVay Highway.

Land Use Designations, Zoning & Subareas

Designations

The Glenwood Phase I plan designation map refines the Metro Plan Diagram to illustrate a broad allocation of projected land use needs in the Glenwood Riverfront (as depicted in Figure 2) and the objectives, policies, and implementation strategies embodied in the text of the Glenwood Phase I Refinement Plan, all of which conform to

the plan designations and policies of the Metro Plan.

The Plan designations established within the Glenwood Riverfront are as follows[2]:

- Residential Mixed-Use is established where the intended primary use is high-density residential. However, to increase the development of housing opportunities in close proximity to supporting commercial or civic uses needed by residents, limited small scale retail, office, service, and educational uses are permitted if developed as an integral part of the residential development.
- Commercial Mixed-Use is established where the intended primary use is commercial and office employment, but where flexibility is provided for high-density residential to be permitted either in stand-alone buildings or integrated with the primary commercial use.
- Office Mixed-Use is established where office employment uses, including employment-generating educational facilities, are intended as the primary uses. To provide commercial services needed by office users near their workplace, limited small scale retail and service uses are permitted if developed as an integral part of the office development. Additional flexibility is provided under this designation to allow for limited other uses that are compatible with the

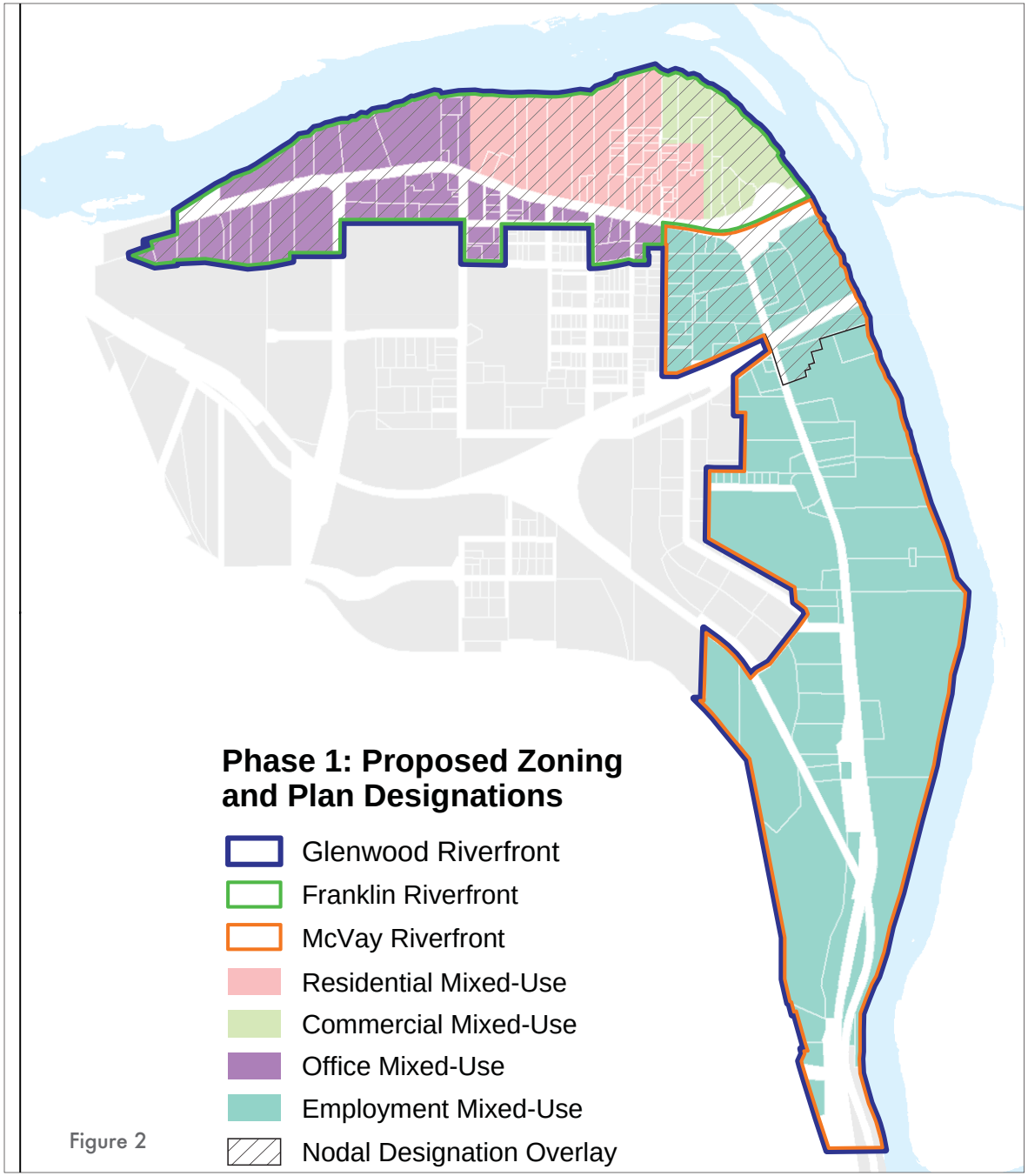


Figure 2

primary office employment uses, such as commercial hospitality services, civic uses, and high density residential housing affiliated with permitted educational facilities.

- Employment Mixed-Use is established where office employment, educational uses and light manufacturing employment uses are intended as the primary uses with external impacts less than or equal to office uses. Limited small scale retail and service uses are also permitted if developed as an integral part of the primary employment development to provide commercial services needed by employees in close proximity to their workplace (employment-generating educational uses may be considered primary uses). Warehousing is permitted as a secondary use.
- Nodal Development Area is established where land designated in one of the aforementioned categories also meet the fundamental characteristics of a node as defined in the Metro Plan: Design elements that support pedestrian environments and encourage transit use, walking, and bicycling; a transit stop that is within walking distance (generally ¼ mile) from anywhere in the node; mixed uses providing services within walking distance; public spaces (such as parks, public and private open space), and public facilities, that can be reached without driving; and a mix of

housing types and residential densities that achieve an overall net density of at least 12 units per acre.

Zoning

Zoning Districts delineate areas that implement plan designations and apply land use regulations and development standards. In the Glenwood Riverfront, the names of the zoning districts will be the same as the Plan designations. These zoning districts in the Glenwood Riverfront identify permitted land use types and mixes and address distinct constraints and diverse amenities that create unique opportunities for development within the boundaries of four subareas, as depicted in Figure 3. Primary uses are the principal permitted uses intended to predominate or characterize each subarea. Other uses are permitted, but are intended to be incidental and subordinate to the primary use. Thus, to preserve the land supply of the primary intended use of each subarea, the prevalence of these other uses must be constrained in some fashion; typically, in terms of limiting their occupancy of a building, development area, or the subarea as a whole. Re-zoning land concurrently with the proposed re-designation of land will resolve all plan-zone conflicts that existed prior to Plan adoption.

To streamline the typical 'use lists' associated with most zoning district Schedule of Uses, Glenwood Phase I

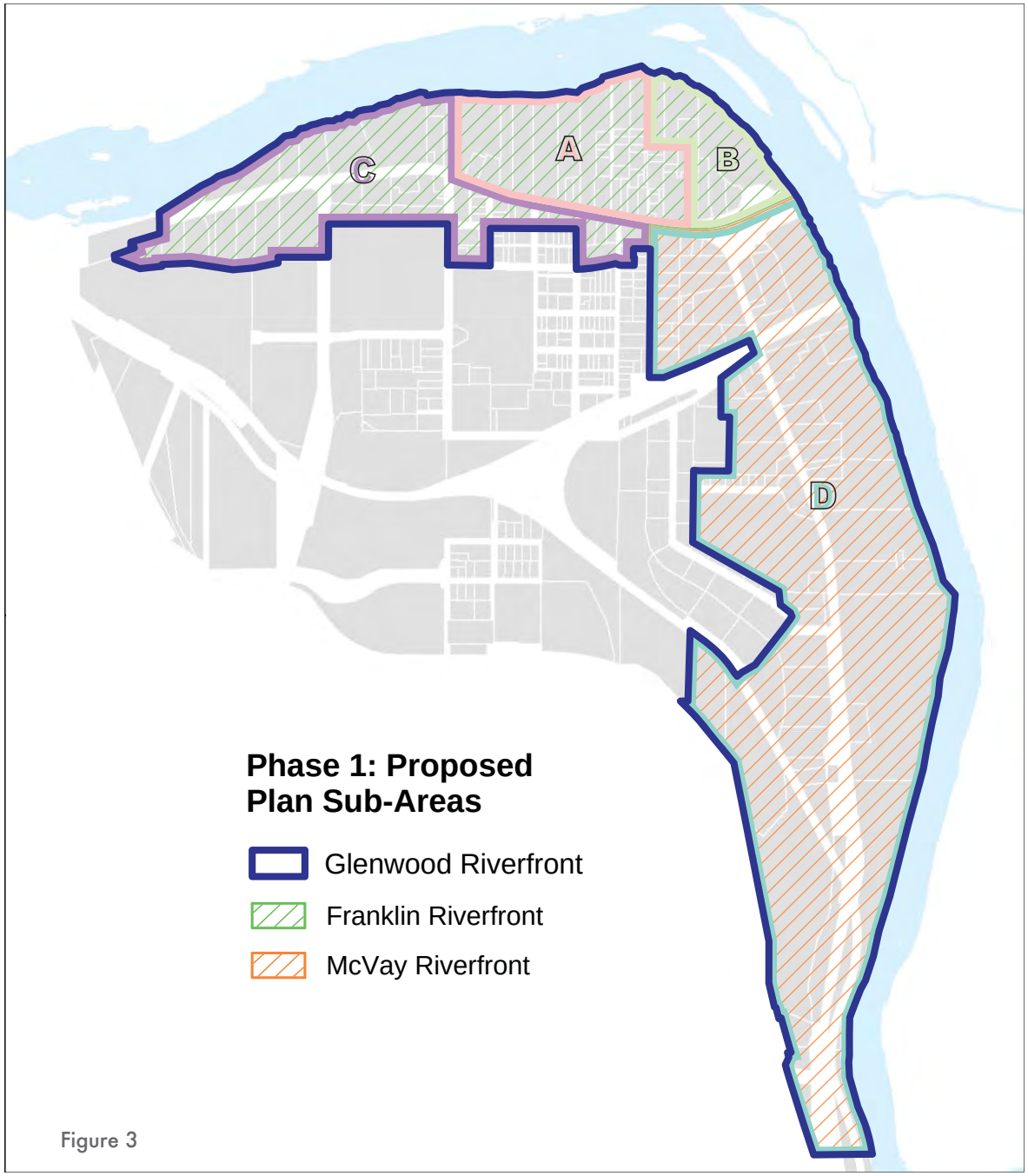


Figure 3

establishes the definition of categories of uses permitted in plan designations and provides illustrative examples. These definitions, in tandem with the illustrative examples, guide the uses permitted in each subarea and avoid extensive lists of permitted uses that inevitably fail to capture precisely all possible uses, especially given changes in technology, business practices, the economy, and styles over time. Uses proposed for new development or redevelopment that meet the definition of the use categories permitted within each subarea will be allowed, provided the Director makes findings that the proposed use meets the definition of the use category and has no greater impact to surrounding properties and public infrastructure than those uses as defined or illustrated. If the Director determines that a use cannot readily meet the definition or illustrative example, it will require formal interpretation as specified in the Springfield Development Code.

The use categories referred to in the subarea descriptions are listed below. It should be noted that public open space and public facilities that are developed in accordance with Glenwood Phase I are permitted in all subareas.

Residential

High Density Residential: High-density residential uses are permanent attached dwellings that meet a minimum density threshold of 28 dwelling units per net acre; however, in the Glenwood Riverfront, the minimum density is 50 dwelling units per net acre. Examples of high density residential uses include, but are not limited to: apartments; lofts; condominiums; senior or congregate care facilities; row houses; townhouses; live/work units; and dormitories.

Commercial

- Retail Sales and Services: Retail sales and services are commercial enterprises whose principal activity involves the sale and/or servicing of merchandise (new or reused) directly to consumers. Examples include, but are not limited to: bookstores; grocers; pharmacies; art galleries; florists; and apparel shops.
- Eating and Drinking Establishments: Eating and drinking establishments are commercial enterprises whose principal activity involves the sale and/or service of prepared foods and beverages directly to consumers. Examples include, but are not limited to: bakeries; cafes; delicatessens; restaurants; coffee shops; brew pubs; and wine bars.
- Personal Services: Personal services are commercial enterprises whose principal activity involves the care of a person or a person's apparel. Examples include, but

are not limited to: fitness centers; spas; hair stylists; shoe repair; dry cleaners tailors; and daycare.

- Professional, Scientific, and Technical Services: Professional, scientific, and technical services are typically small-scale commercial office enterprises whose principal activity involves providing a specialized service to others. These activities are typically attracted to high-quality settings and can be housed in office storefronts, office buildings, or in residential or live/work units and typically require a high degree of expertise, training, and/or certifications. What distinguishes these types of office uses from office employment uses is that there is typically frequent, direct interaction between the public and the proprietor. Examples include, but are not limited to: legal advice and representation; accounting; banking; architecture; engineering; research; design and marketing; real estate; insurance; physicians; and counselors.

- Hospitality Services: Hospitality services are commercial enterprises whose principal activity is the provision of temporary visitor accommodations and/or services to the public. Examples include, but are not limited to: inns; guesthouses; bed and breakfasts; extended stay hotels or apartment hotels; limited service hotels; full service hotels; conference hotels; museums; travel and visitor informmation centers; and conference/exposition centers.

Employment

- Office Employment: Office employment uses are businesses that are typically housed in office buildings where there is limited interaction between the public and the proprietor. The principal activity of these uses is associated with the performance of a range of administrative, medical, high tech, nanotechnology, green technology, pharmaceutical and biotechnology, information technology, information management, and research and development functions. Examples include, but are not limited to: call centers; corporate or regional headquarters; physicians' clinics; software development; media production; data processing services; and technical support centers.

- Light Manufacturing: Light manufacturing employment uses are businesses engaged in small scale manufacturing (predominantly from previously prepared materials) of finished products or parts, including processing, fabrication, assembly, treatment, testing, or packaging of these products. Emphasis is placed on uses that are not potentially dangerous or environmentally incompatible with office employment uses, i.e. not generating air pollution, hazardous waste, or excessive noise. These uses

typically generate limited/light freight traffic, and all manufacturing and storage of materials and company vehicles are obscured from public view. Examples include, but are not limited to: manufacture of electronic instruments; specialty food processing; pharmaceutical manufacturing; research and scientific laboratories; and businesses that recycle manufactured materials for sale to the public.

Glenwood Phase I calls for re-designating and re-zoning all parcels in the Glenwood Riverfront contemporaneously with the adoption of Glenwood Phase 1. However, if these changes cause existing uses to not conform to the new zoning district or plan designations, the buildings or structures housing such non-conforming uses may continue, expand, or be modified as permitted under the Springfield Development Code regulations governing pre-existing non-conforming uses until they are abandoned or redeveloped.

Subareas

Subarea A

Subarea A includes just over 33 acres of land in the core of the Franklin Riverfront and is bounded on the north by the Willamette River, on the south by Franklin Boulevard, on the west by a future northerly extension of Henderson Avenue, and on the east by a future northerly extension of McVay Highway. Public infrastructure, as well as the required 75-foot Willamette River riparian/Greenway setback, reduce the developable acreage of Subarea A by 32.5% (13.9% streets, 10.5% neighborhood park blocks, 8.1% riparian setback and riverfront linear park). This figure conforms to the approximately 32% of residentially-designated land made available by the Metro Plan for auxiliary uses, such as streets, neighborhood parks, and other public facilities.

Subarea A is intended for the development of an urban high-density residential mixed-use neighborhood to:

- capitalize on the proximity of transit stations serving a high frequency transit corridor and existing and future job centers;
- take advantage of riverfront views and unique development opportunities;
- provide additional housing choices for area residents;
- support the high level of public investment in infrastructure that has occurred or is planned in the Franklin Riverfront; and
- help meet an identified deficiency in high-density residential land in Springfield.

Residential uses at densities of at least 50 dwelling units per net acre are required as a primary use for all new development and redevelopment in Subarea A; no maximum densities will be imposed. Residential buildings at these density levels encourage development in a compact, urban form and are typically four to six stories in height. The most common occupancy types at these densities are multi-family apartment rentals and condominiums, but senior/congregate living facilities and other attached dwelling types are permitted. Glenwood Phase I encourages developers in Subarea A to provide a variety of unit sizes and occupancy opportunities to enable residents from a wide range of economic levels, household sizes, and ages to live in this subarea. At full build-out at this minimum level of density, the roughly 22 net developable acres in Subarea A would include approximately 1,100 additional high-density dwelling units to Springfield's housing stock. Subarea A provides the capacity, however, for at least twice that number of dwelling units.

Livelier development along street edges make for safer streets; ground floor shops and office spaces provide services needed by residents and attract activity to the street. While development of residential uses alone is allowed in Subarea A, suitable educational facilities and supporting commercial uses are encouraged to be developed as an integral, secondary part of the primary residential development in an effort to:

- attract activity to the street, making street edges livelier and safer;
- create an active street life throughout the day and evening;
- support a pedestrian-friendly environment;
- provide close-in ground floor commercial uses serving residents and employees in the area;
- take advantage of riverfront sites and easy access to major transportation corridors; and
- moderate traffic generation from the high intensity of residential uses in this subarea.

The types of commercial uses allowed in Subarea A are those that generate foot traffic and have few external adverse impacts on residential life. The permitted uses include: retail sales and services; eating and drinking establishments; personal services; and professional, scientific, and technical services. However, auto- or truck-oriented/dependent commercial uses are not consistent with the intent of pedestrian and transit-oriented development and, in some instances, may actually conflict with safe and

convenient movement of pedestrians and bicycles. Uses not permitted nor intended for Subarea A include, but are not limited to: auto/truck sales, rentals, or services; auto/truck equipment sales or services; auto/truck washes; and drive-through facilities.

Subarea A will support transit-oriented development by locating a mix of higher density housing and compatible commercial uses within a quarter mile of transit stops. Nonetheless, commercial uses in Subarea A are limited to the ground floor of residential buildings fronting the public realm, such as streets and parks, because:

- the primary use in Subarea A is residential;
- Subarea A is the only subarea of the Glenwood Riverfront where residential is the required primary use;
- this is the best way to ensure that Springfield meets some of its high density residential land needs; and
- Subarea A is not intended to compete with commercial uses in Downtown Springfield or other commercial districts in Springfield.

On the street side of buildings along Franklin Boulevard, however, the commercial uses listed above will be allowed as uses allowed on upper stories to enable commercial development to take advantage of the exposure to Franklin Boulevard and to enable development on the north and south sides of Franklin Boulevard to include similar uses.

The applicable plan designation and zoning district provide guidance concerning the type and form of future development and redevelopment desired for Subarea A, yet achieving the community vision for this neighborhood also requires a circulation pattern and open-space framework that supports residential mixed-use development. In response to this critical piece, the high-density residential and commercial mix of uses envisioned for Subarea A are connected to the Willamette River and are organized around a street grid linked to a future multi-way boulevard that ensures a high level of connectivity and an efficient circulation pattern for pedestrians, bicyclists, and public transit. Subarea A also includes interlocking Park Blocks to provide for open space amenities necessary for a livable urban high-density residential neighborhood and an urban riparian corridor that protects an important natural resource and provides for unique stormwater management and regional open space opportunities. Together, the streets, Park Blocks, and river greenway create a contiguous public realm that is intended to complement, support, and focus the future residential and commercial activities in Subarea A. These mixed uses and public realm will, over time, mature into

a quality riverfront neighborhood (these components are discussed in more detail in later chapters).

Subarea B

Subarea B includes nearly 15 acres of land in the northeast corner of the Franklin Riverfront and is bounded on the north and east by the Willamette River, on the south by Franklin Boulevard and the South A Street Bridge, and on the west by a future northerly extension of McVay Highway. Subarea B also includes the northeastern-most block of the street grid. Public infrastructure, as well as the required 75-foot Willamette River riparian/Greenway setback, reduce the developable acreage of Subarea B by approximately 30% (10.4% streets, 19.2% riparian setback).

Subarea B provides for flexible commercial and/or high-density residential development opportunities in response to developer interest in and market demand for hospitality and other accompanying commercial uses with riverfront views and access that complement the adjacent urban high-density residential mixed-use neighborhood to the west. However, Subarea B is not intended to compete with the commercial retail uses in Downtown Springfield. Thus, for Subarea B, retail sales and services are considered secondary uses while the other categories of commercial uses (hospitality services; eating and drinking establishments; personal services; and professional, scientific, and technical services) and office employment uses are permitted either as primary stand-alone uses or as part of a building with a mix of residential and commercial uses. For the same reasons described above under Subarea A, Subarea B is not intended for auto- or truck-oriented/dependent uses. Educational facilities and residential uses at densities of at least 50 dwelling units per net acre are also allowed as a stand-alone use or as part of a building with a mix of residential and commercial uses. Nevertheless, since this subarea is designated with commercial as the primary use, in order to preserve this area for commercial development, no more than 50% of development areas may be developed with residential uses.

Subarea C

Subarea C includes roughly 46 acres of land fronting the Willamette River and/or Franklin Boulevard distributed throughout the Franklin Riverfront. Specifically, Subarea C includes: the tax lots that currently front the south side of Franklin Boulevard from the I-5 Bridge to Glenwood Boulevard in the southwest corner of the Franklin Riverfront; land in the northwest corner of the Franklin Riverfront, bounded on the north by the Willamette River, on the south by Franklin Boulevard, and on the east

by a future northerly extension of Henderson Avenue; and land within the Glenwood Phase I boundary on the south side of Franklin Boulevard from Glenwood Boulevard to Brooklyn Avenue. Public infrastructure, as well as the required 75-foot Willamette River riparian/Greenway setback and a significant wetland/water quality limited water course (WQLW) and its required 50-foot setback, reduce the developable acreage of Subarea C by approximately 18% (5.1% streets, 9.5% riparian setback, and 4.9% wetland/WQLW and setback).

Subarea C emphasizes office employment uses, allowing businesses to locate in a variety of spaces, and provides for the creation of employment opportunities typically associated with jobs that allow individuals to support themselves and their household. Subarea C supports uses that are in very close proximity to a future urban high-density residential neighborhood (Subarea A) and is intended to:

- take advantage of the proximity of the University of Oregon and frequent high-speed transit service with connections to the Downtown Eugene and Downtown Springfield transit stations;
- capitalize on the riverfront and good visibility from/access to major transportation corridors; and
- help meet an identified need for employment land in Springfield.

As such, office employment uses, as well as professional, technical, and scientific commercial service uses and educational facilities, are considered the primary uses in Subarea C.

Subarea C also allows retail sales and services, eating and drinking establishments, and personal service commercial uses that predominantly support nearby office employment uses. These supporting uses are intended to generate foot traffic and have few external adverse impacts on office employment uses. Nevertheless, commercial uses in Subarea C are limited to ensure land is developed for employment uses and to concentrate a viable critical mass of retail, eating and drinking, and personal services development opportunities in the residential mixed-use neighborhood in Subarea A. Retail sales and services, eating and drinking establishments, and personal services are restricted to the ground floor where the primary building use is office employment. However, uses such as child care, indoor recreation centers, cafeterias, restaurants, or other contracted services for the benefit of office employees (and that do not generally serve the public)

are considered accessory uses and may be located anywhere within primary use structures.

Subarea C additionally provides flexibility for other uses that address distinct opportunities and constraints in portions of Subarea C. Nevertheless, to preserve the office employment land supply, these other uses, in total, may not comprise more than 50% of Subarea C.

For example, lodging (such as extended stay hotels) is a typical component of office employment areas, so in Subarea C, hospitality uses are permitted to take advantage of easy access to I-5 and the University of Oregon. Hospitality uses are only considered appropriate for the portion of Subarea C located southwest of Glenwood Boulevard or fronting the proposed roundabout at the intersection of Glenwood Boulevard and Franklin Boulevard. Given the tendency of some hospitality uses (especially those integrated with office employment uses) to include some residential units, the conversion of hotel use to residential use would be permitted in these instances.

Due to potential development challenges in the southwest corner of Subarea C posed by the significant wetland/riparian areas, as well as its immediate adjacency to Eugene, the portion of the subarea south of Franklin Boulevard and west of Glenwood Boulevard is well positioned to support metropolitan-oriented civic uses (such as a fire station).

Since employment-generating educational facilities can be developed as primary uses in Subarea C, and given the proximity to the University of Oregon and other institutions of higher education, high-density residential housing affiliated with permitted educational facilities located north of Franklin Boulevard in the vicinity of Glenwood Boulevard are a compatible and complimentary use.

Subarea D

Subarea D includes almost 174 acres of land and is comprised of the entire McVay Riverfront. The required 75-foot Willamette River riparian/Greenway setback and a significant wetland/riparian corridor and its required 25-foot setback, reduce the developable acreage of Subarea D by approximately 19% (18.6% riparian setback, and 0.8% wetland/riparian corridor and setback). The existing railroad right-of-way further reduces the developable acreage by approximately 4%, and future public infrastructure, such as streets, will also reduce the developable area of Subarea D.

Subarea D serves as an employment center for office employment and light manufacturing employment uses whose external impacts are less than or equal to

office uses, and that typically promote the creation of a wide range of jobs that allow individuals to support themselves and their households, serve the region, and complement the future urban high-density residential neighborhood in Subarea A. Subarea D:

- is in very close proximity to existing industrial uses and a heavily used freight rail corridor;
- capitalizes on the riverfront and easy access to major transportation corridors, including I-5;
- is relatively flat and contains large parcel sizes;
- is in the heart of the metropolitan area; and
- helps meet an identified need for employment land in Springfield.

Subarea D thus allows, as primary uses: office employment uses; professional, technical, and scientific commercial service uses; and employment-generating educational facilities. However, what predominantly distinguishes Subarea D from Subarea C (the Office Mixed-Use designated subarea described above) is the additional allowance, as a primary use, of the production, assembly, testing, and packaging functions associated with light manufacturing or technology uses that typically generate limited/light freight traffic. Another distinction from Subarea C is that Subarea D is considered appropriate for a hospital as a primary employment use (supporting medical office buildings are already considered a primary office employment use).

As with Subarea C, to provide commercial services for employees in close proximity to their workplace, Subarea D also allows for retail sales and services, eating and drinking establishments, and personal service commercial uses that predominantly support and are located on the ground floor of a primary employment building. Secondary warehousing and distribution functions associated with primary light manufacturing uses are also allowed. However, similar to Subarea C above, uses such as child care, indoor recreation centers, cafeterias, restaurants, or other contracted services for the benefit of office employees (and that do not generally serve the public) are considered accessory uses and may be located anywhere within primary use structures.

Objective:

Implement land use and transportation-related land use policies found in the Metro Plan, TransPlan (and/or Springfield Transportation System Plan), and the Springfield

2030 Refinement Plan to support pedestrian-friendly, mixed-use development in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Designate and zone land that meets the fundamental characteristics of the Mixed Use and Nodal Development Area designations, as defined in the Metro Plan.
  - Identify four Glenwood Riverfront Subareas with primary and secondary uses that are specific to each.
  - Maintain and expand the existing nodal designation boundary to include land on both sides of Franklin Boulevard from the I-5 Bridges to the Springfield Bridges, and on both sides of McVay Highway between the Springfield Bridges and an area just south of the railroad trestle, as depicted in Figure 2.
  - Designate and zone land north of Franklin Boulevard in between the northern extension of Henderson Avenue and the northern extension of McVay Highway as Residential Mixed-Use, as depicted in Figure 2.
  - Designate and zone land north of Franklin Boulevard in between the northern extension of McVay Highway and the Springfield Bridges as Commercial Mixed-Use, as depicted in Figure 2.
  - Designate and zone land on both sides of Franklin Boulevard from the I-5 Bridges to South Brooklyn Avenue as Office Mixed Use, as depicted in Figure 2.
  - Designate and zone land on both sides of McVay Highway from the Springfield Bridges to the southern terminus of Springfield's Urban Growth Boundary as Employment Mixed-Use, as depicted in Figure 2.
  - Compliance with the Transportation Planning Rule (TPR). The TPR (OAR 660-012-0000, et seq.) requires that when making an amendment to a land use plan, a local jurisdiction shall put in place measures to ensure that land uses are consistent with the identified function, capacity and performance standards of a State or City facility, when the plan amendment has a significant effect on that facility. The TPR defines "significant effect" as reducing performance below the minimum acceptable standard in the relevant plan, or worsening the performance of a facility otherwise projected to perform below the minimum acceptable standard (OAR 660-012-0060). In evaluating whether or not the amendments to the Glenwood Refinement Plan contemplated in Phase I (the Amendment) have a significant impact, as defined in the TPR, the City has made findings with respect to the reasonable re-

development potential for Subareas A, B, C, and D, as of the date of adoption of this Amendment, and the impact of such development on the relevant State or City facility (Franklin Boulevard) as follows:

» In Subareas A, B and C in aggregate, not more than 90 percent of that area will redevelop within the 20-year Plan horizon. This level of redevelopment will be associated with trip generation of 3,229 peak hour trips plus 165 peak hour trips generated by remaining non-redeveloped property. These are the maximum trips that may be reasonably expected during the 20-year Plan horizon. Should development be proposed during the Plan horizon that, when added to trips generated from previous redevelopment and trips proposed to be generated on undeveloped property, may be reasonably expected to generate trips in excess of 3,394 trips, then the proposed development will be responsible to make further determinations of significant effect as required by the TPR in effect at the time of the proposed development and best practices, subject to the sunset provisions described below. Should the TPR analysis conclude that the proposed development would significantly affect an existing or planned transportation facility, then the proposed development shall be responsible for: 1) Successfully pursuing a reduced mobility standard from the State of Oregon such that the significant effect would no longer exist; or 2) Successfully mitigating the significant effect, to the extent necessary pursuant to the requirements of the TPR by actions including, but not limited to amendments to any or all land use and other plans, including: this Plan; the City's Transportation System Plan; or the Central Lane Metropolitan Planning Organization Regional Transportation Plan. Trip generation from redeveloping land uses will be tracked as development is proposed and approved.

» In Subarea D, not more than 50 percent of that area will redevelop within the Plan horizon, with an associated trip generation of 1,363 peak hour trips plus 294 peak hour trips generated by remaining non-redeveloped property. These are the maximum trips that may be reasonably expected during the 20 year Plan horizon. Should development be proposed during the Plan horizon that, when added to trips generated from previous redevelopment, and trips generated on undeveloped property, may be reasonably expected to generate trips in excess of 1,667 trips, then the proposed development will be responsible to make further determinations of significant effect as required by the TPR in effect at the time of the proposed development and best practices, subject to the sunset provisions described below. Should the TPR analysis conclude that the proposed

development would significantly affect an existing or planned transportation facility, then the proposed development shall be responsible for: 1) Successfully pursuing a reduced mobility standard from the State of Oregon such that the significant effect would no longer exist; or 2) Successfully mitigating the significant effect, to the extent necessary pursuant to the requirements of the TPR by actions including, but not limited to amendments to any or all land use and other plans, including: this Plan; the City's Transportation System Plan; or the Central Lane Metropolitan Planning Organization Regional Transportation Plan. Trip generation from redeveloping land uses will be tracked as development is proposed and approved.

» In the event that Franklin Boulevard transfers to City jurisdiction, the City finds that there is no State or City facility on which the Amendment will have an effect, regardless of the level of development in Subareas A, B and C. In the event that McVay Highway transfers to City jurisdiction, the City finds that there is no State or City facility on which the Amendment will have an effect, regardless of the level of development in Subarea D.

» In the event that either Transportation System Plan analysis or that provided by the Franklin Boulevard National Environmental Policy Act process shows that even with the addition of reasonably expected trips at full build-out of Subareas A, B, C and D there would be no significant operational effect on Franklin Boulevard or McVay Highway as determined by the TPR and planned projects in effect at the time of such analysis, the City finds that there is no State or City facility significantly affected by the Amendment.

Glenwood Riverfront Mixed-Use Plan District

Plan districts are typically established when existing citywide zoning mechanisms cannot achieve desired development objectives intended to restore, enhance, preserve, or promote the unique character or features of an area, as specified in a refinement plan or special study. Plan districts thus contain their own unique regulations specific to an area that supplement or replace other base zones or overlay zone provisions that apply in more than one area of Springfield. The Glenwood Riverfront has long been recognized as being unique to the Eugene-Springfield metropolitan area and warrants distinct treatment.

To implement the land use framework for Glenwood Phase I, this Plan includes policy direction to establish the Glenwood Riverfront Mixed-Use (GRMU) Plan District that

will apply to all parcels within the Glenwood Riverfront. The GRMU Plan District will contain special development and design regulations intended to create a sense of place by putting into action community goals for this unique area of Springfield. The GRMU Plan District will be applied in conjunction with four mixed-use zoning districts: Residential Mixed-Use; Commercial Mixed-Use; Office Mixed-Use; and Employment Mixed-Use; and several overlay districts, including the Willamette Greenway, Hillside, and Floodplain Overlay Districts, where applicable.

The GRMU Plan District will supersede the existing Glenwood Riverfront Plan District in the Springfield Development Code, adopted in 2005 to implement the Glenwood Riverfront Specific Area Plan (a master plan for approximately 50 acres of land in the northeast corner of the Glenwood Riverfront). As directed by the City Council in 2007, the Glenwood Refinement Plan Update Project was initiated to comprehensively revise the existing Glenwood Refinement Plan (developed in the 1980s) to establish an updated vision for redevelopment throughout Glenwood. Initiation of this update recognized that not only should the policy direction in the Specific Area Plan be considered as a starting point, but also that it did not address all of the factors now in play in Glenwood, such as street corridor studies, infrastructure planning, bridge replacement, interchange redesign, significant business relocation, and an urban renewal district. Glenwood Phase I now builds upon previous planning efforts in the Glenwood Riverfront, providing a more comprehensive look at the desired types and forms of new development and redevelopment in this area. Adoption of the GRMU District will completely replace the existing Glenwood Riverfront Plan District.

Development and Design Standards

From the first public meetings associated with the development of this Plan, the Citizen Advisory Committee stressed that Glenwood has a unique identity and character, is a gateway to the city and the region, and that future development/redevelopment in the Glenwood Riverfront should contribute to furthering a sense of place and distinctiveness in Glenwood. The unique impression and feel of the riverfront will be created, in part, by the mass, scale, and design of new buildings, the mix of uses, and the relationship between the public and private realm – much of which can be guided by design and development standards.

In addition to helping to ensure that Glenwood continues to be considered a unique place, special attention must be paid to building design in the riverfront corridors because of the intermixing of land uses and higher intensity of development that

can occur in these areas. As the scale of buildings increase, architectural and site development features should be employed that work to mitigate the visual impact of the increased density and any possible functional or architectural incompatibility of uses, and to create a positive relationship between the private and public realm. For example, as the CAC discussed on several occasions, the form of taller structures necessary to accommodate the desired levels of density must consider solar access, views, and reducing the sense of looming buildings at the pedestrian scale.

In an effort to address these issues, one of the goals developed by the Citizen Advisory Committee to guide the update of the Glenwood Refinement Plan is to 'encourage aesthetically pleasing, sustainable buildings and sites that are context-sensitive and oriented to human activity.' This Plan thus contains policy direction to create and employ development and design standards to be implemented through the GRMU Plan District that will promote, through physical design, the attainment of the Refinement Plan's goals and objectives. These standards, which are applicable to new buildings, expansions of or additions to existing buildings, or improvements to existing facades that require building permits, will enable developers, architects, landowners, business owners, residents, and the general public to anticipate and plan for building and site acceptability as a key element of the overall project approval process.

Springfield recognizes that overly restrictive design and development standards are often cited by the development community as cumbersome and prohibitive to good design. As such, not every case and circumstance will be anticipated by these standards, nor is it the goal to prescribe every design detail of development or to promote a particular architectural style. At the same time, the standards must be clear and objective as mandated by Statewide Planning Goal 10. Therefore, the standards describe how various elements should be incorporated into building and site design clearly and objectively, but it is expected that the development community will apply its own creativity to build upon the principles expressed in the standards and create innovative designs and attractive, livable, and viable developments.

Urban Form

The character of a neighborhood is often defined by the experience of traveling along its streets. Streets within neighborhoods are often perceived as individual spaces or 'rooms'. How buildings face and are set back from the street determine the character, proportion, and use of this room. The aforementioned development and design standards will thus strive to promote the development of an area of special character

and improve the overall physical and visual environment in the Glenwood Riverfront by: providing a framework for the design of buildings and sites for aesthetic appeal; creating a pleasant and comfortable pedestrian experience; and fostering compatibility among land uses. This framework builds upon several commonly accepted design principles, such as requiring the design of buildings to incorporate architectural features, elements, and details to achieve a good human scale.

The term 'human scale' generally refers to the use of human-proportioned architectural features and site design elements clearly oriented to human activity. A building has good human scale if it creates a diversity of experience along the street and allows people to feel comfortable using and approaching it, thereby encouraging human activity. Elements that may be used to achieve better human scale include, but are not limited to: a porch or covered entry; pedestrian-oriented open space; upper story step backs; articulated building facades and roof forms; architectural treatments that help to identify individual residential units in a multi-family building; pedestrian weather protection; bay windows extending out from the building façade that reflect an internal space; pedestrian-scale lighting; and upper story windows.

A comfortable pedestrian environment is also achieved by siting and designing buildings in a way that creates successful transitions to public spaces, encourages movement into and out of the interior space of buildings, and enables 'eyes on the street' to provide the informal human surveillance that is important to safety. By incorporating physical and visual connections to the public space from different levels of buildings and protecting the public spaces from excessive shadow or auto-oriented intrusions (such as parking facilities and service drives) the public realm is enlivened with the activity of residents, shoppers, and workers. Often, building elements that contribute to this include: minimal setbacks; arcades; window openings that allow views into shops, office lobbies, merchandise displays, or working areas; sidewalk-level openings onto public rights-of-way and interconnected walkways; building forms that step back; changes in grade; balconies; landscaping; outdoor seating opportunities; limitations on the siting of parking lots and loading docks; and spaces for active ground floor uses.

Objective:

Implement the Land Use Framework for the Glenwood Riverfront by adopting the Glenwood Riverfront Mixed-Use District (GRMU) Plan District.

Policies & Implementation Strategies:

- Adopt the GRMU Plan District and apply it to all parcels in the Glenwood Riverfront.
  - Develop Plan District sub-sections including, but not limited to: Purpose; Applicability; Land Use Designations, Zoning District Descriptions and Applicable Overlay Districts; Review; Non-Conforming Uses; Conflicts; GRMU Plan District Modifications; Design Standards Alternatives/Exemptions from Design Standards; Phased Development; Schedule of Use Categories; Prohibited Uses; Use Interpretations; Base Zone Standards; Public and Private Development Standards; Building Design Standards; and Willamette Greenway Development Standards.
  - Develop development and design sub-sections including, but not limited to: Street Trees and Curbside Planter Strips; Lighting; Bicycle Facilities; Multiuse Path; Private Property Landscape Standards; Vehicle/Bicycle Parking and Loading Standards; Wastewater Facilities and Services; Stormwater Facilities and Services; Public Park and Open Space Facilities; Location of Transit Stations; Signs; Light Manufacturing Operational Performance Standards; Historic and Cultural Resources; Design Team; Facades/Vertical Building Divisions; Height; Massing/Building Articulation; Windows and Doors; Orientation/Entrances; Build-to Lines and Maximum Building Setbacks; Pedestrian Amenities; Screening Mechanical Equipment; and Parking Structure Design Standards.

[1]Portland has defined EcoDistricts as: "an integrated and resilient district or neighborhood that is resource efficient; captures, manages, and reuses a majority of energy, water, and waste on site; is home to a range of transportation options; provides a rich diversity of habitat and open space; and enhances community engagement and wellbeing".

[2]In the event Willamalane owns land used for open space, such land may be converted to the Public Lands designation and the Public Land and Open Space zone.

Transportation

Exhibit C-62

People increasingly want more choices in how they travel between where they live, work and play. This trend presents a tremendous opportunity for new types of transportation investments that can reduce the growth of vehicle travel, while producing added economic and environmental benefits.

- *A Sensible Approach to Land USe and Mobility*, Houston Galveston Area Council

Transportation

Introduction

The Land Use Chapter establishes direction for a future land use pattern in the Glenwood Riverfront through an increased intensity of residences, jobs, and shopping/service opportunities developed in a compact, urban form. This land use pattern aims to maximize the value of the area's proximity to the Willamette River, major transportation corridors, and the University of Oregon, as well as Glenwood's strategic location between downtown Eugene and downtown Springfield. These land uses are intended to be developed in concert with a comprehensive system of highly interconnected and multi-modal streets that encourage more lively, interesting, and pedestrian-friendly spaces; and safer living, working, meeting, and shopping experiences day and night. Changing the nature of the transportation network in the Glenwood Riverfront to improve access, mobility, safety, and comfort for motorists, transit users, pedestrians, and bicyclists is essential to attaining and sustaining the mix, intensity, and types of uses desired. The Transportation Chapter informs existing and future residents, property owners, developers, and the community at large how transportation infrastructure should be developed in the Glenwood Riverfront. Accordingly, this will provide direct physical and visual access to the river and support future residents, workers, and visitors who will circulate along and through this mix of uses for daily commuting, freight movement, running errands, or simply enjoying commercial and riverfront amenities.

The Glenwood Refinement Plan Update comes at a time of significant change in State policies that affect land use and transportation planning. While much of the initiative for this change results from the legislated need to reduce the levels of gases emitted into the atmosphere from automobiles and light-duty trucks ("greenhouse gases," or "GHG"), the changes involve other fundamental factors influencing how Oregon cities may grow and prosper. In 2007, the State's Legislative Assembly enacted requirements for substantial reductions in the quantities of these GHG, setting a 10 percent reduction target for 2020 and a 75 percent reduction target for 2035. The 2009 and 2010 sessions of the Legislative Assembly approved legislation requiring the Central Lane Metropolitan Planning Organization (MPO) to work with Eugene and Springfield to engage in a "scenario planning" process to address how to achieve these GHG reductions.

A joint effort between the Oregon Department of Transportation (ODOT), the Department of Land Conservation and Development, the State's seven Metropolitan Planning Organizations, and a variety of citizen and industry interest groups, is developing guidelines and methodologies for scenario planning. This State agency work program is occurring concurrently with Springfield's update of the Glenwood Refinement Plan; therefore, it is not possible to say with certainty how GHG scenario planning requirements, or other follow-up measures, will affect planning for future development in Glenwood. It is clear, however, that State agencies will expect Springfield to develop one or more possible alternative outcomes of how development that reduces GHG might occur Springfield-wide. Their focus will be on ascertaining which alternatives most efficiently use existing and future transportation and land resources, while simultaneously reducing emissions from autos and light trucks. Leaving aside this specific direction from the Legislative Assembly, it is clear that finite public resources require that, in planning for the future, Springfield will need to proceed under goals and policies that recognize that maximizing efficiency includes maximizing the variety of transportation alternatives available to its citizens. Many of the policies and implementation actions in this Plan, with respect to transportation and land use, respond to the demands and expectations of a possible future required land use model that must address this issue of reduced GHG.

The intent of the policies in this Chapter is to ensure that Springfield and its transportation partners design the circulation network in the Glenwood Riverfront to make all modes safer, more attractive, and more convenient, thereby offering more options to all users for commuter travel, access to development, and recreational purposes. This Chapter acknowledges that automobiles and trucks are likely to continue as primary transportation modes during the Plan period. However, Springfield is committed to a program creating complete transportation facilities throughout the city. Complete transportation facilities are designed and operated to enable safe access for drivers, bicyclists, transit users, and pedestrians of all ages and abilities. In particular, the policies in this Chapter are intended to create a highly pedestrian-oriented environment to support future mixed-use development and increase the ease and convenience of walking. For most people, every trip begins and ends as a pedestrian trip, since walkways connect the private, inside realm to the public, outside realm as they wind from lobbies, stoops, and storefronts to plazas, sidewalks, and streets. This Chapter provides policy direction to foster pedestrian-friendly streets in the Glenwood Riverfront through decreasing automobile speeds in neighborhoods; focusing most through-traffic on arterials; aligning streets to reduce the distance that pedestrians

have to walk to a crosswalk to safely cross a street; allowing sight lines and connections to destinations that attract pedestrian activity; and minimizing the real and perceived distances between development, transit stations, parks, and greenway amenities. The Chapter also includes policies regarding street design features, such as wide setback sidewalks with minimal interruptions in the flow or grade of pedestrian travel, interesting street furniture and public art, pedestrian-scale lighting, street trees, and other green street elements that make the pedestrian experience safe, comfortable, and attractive.

In keeping with the sustainability goals of this Plan as a whole, the transportation system is intended to support environmentally responsible development by designing transportation infrastructure to meet the needs of healthy rivers and ecosystems. The Open Space Chapter addresses street runoff impacts (such as temperature, pollution, volume, speed, erosion, and turbidity) on natural resources with policy direction that aims to reduce these effects through green street best management practices that enhance and conserve the water quality and wildlife habitat functions of the Willamette River and its riparian corridors. The Open Space Chapter also requires the use of green streets, which are designed to: integrate stormwater management within the right-of-way; reduce the amount of water that is piped directly to streams and rivers; be a visible component of a system of "green infrastructure" in the urban design of an area; make the best use of the street tree canopy for stormwater interception, temperature mitigation, and air quality improvement; and ensure the street has the least impact on its natural surroundings, particularly at locations where it crosses a stream or other sensitive area.

The primary transportation system components in the Glenwood Riverfront are Franklin Boulevard, the Franklin Riverfront Local Street Network, McVay Highway, the McVay Riverfront Local Circulation Network, on and off-street parking, and the riverfront multi-use path. This Chapter is organized into sections and subsections devoted to these components. Each section or subsection provides additional introductory information, where applicable, in addition to diagrams and images depicting the circulation concepts. Each section or subsection also includes objectives, policies, and implementation strategies for the City, its partners, and developers to follow in achieving the vision for the circulation system in the Glenwood Riverfront.

Franklin Riverfront

The Franklin Riverfront is comprised of Residential Mixed-Use, Commercial Mixed-Use, and Office Mixed-Use areas, as described in the Land Use Chapter. Each mixed-

use area was designated, in part, to support the high level of public investment now and later in Franklin Boulevard; capitalize on the proximity of transit stations along a high frequency, high-speed transit corridor connecting the Eugene and Springfield downtowns; and to take advantage of the proximity to the Willamette River for residents, employees, and visitors. These mixed-use areas are also designated for nodal development. Specific boundaries are in the Land Use Chapter, but a node is a mixed-use, pedestrian-friendly land use pattern that concentrates population and employment along major transportation corridors with a mix of diverse and compatible land uses, and public and private improvements, designed to be pedestrian- and transit-oriented. The objectives, policies, and implementation strategies in the Franklin Riverfront were thus developed to support these land use designations and also to build upon prior planning efforts in the Franklin Riverfront, including the Franklin Boulevard Study and the Glenwood Specific Area Plan. Given the recent, extensive planning activities in support of the redevelopment of the Franklin Riverfront, the future design of Franklin Boulevard and its adjoining local street network is presented with a high level of specificity in the policy direction discussed below.

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

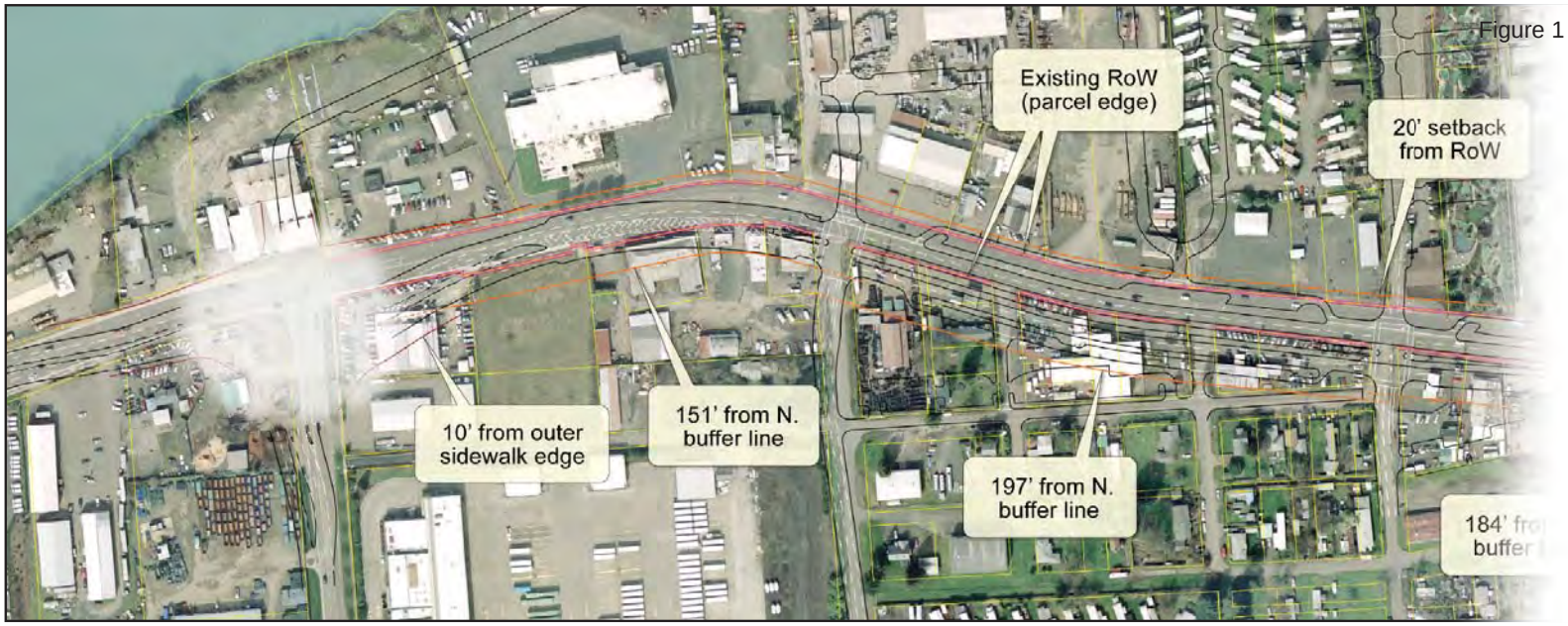


Figure 1

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July 2011

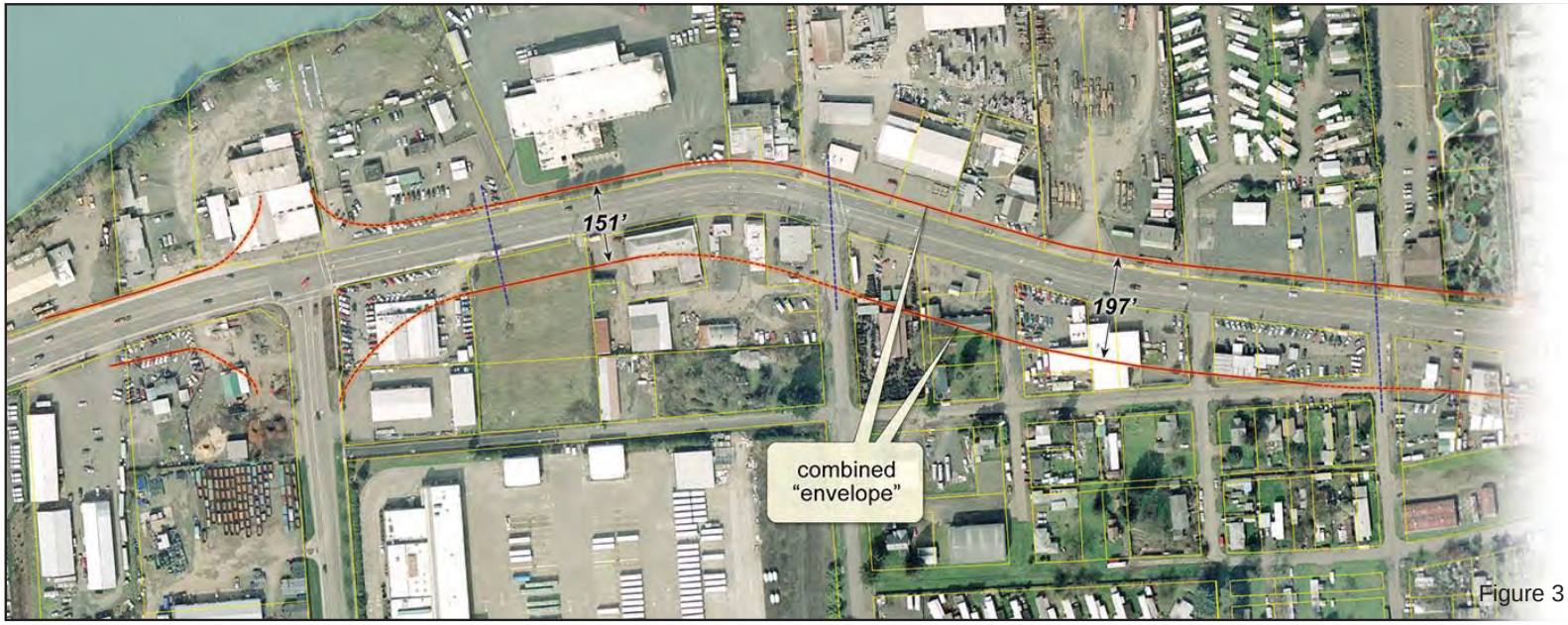
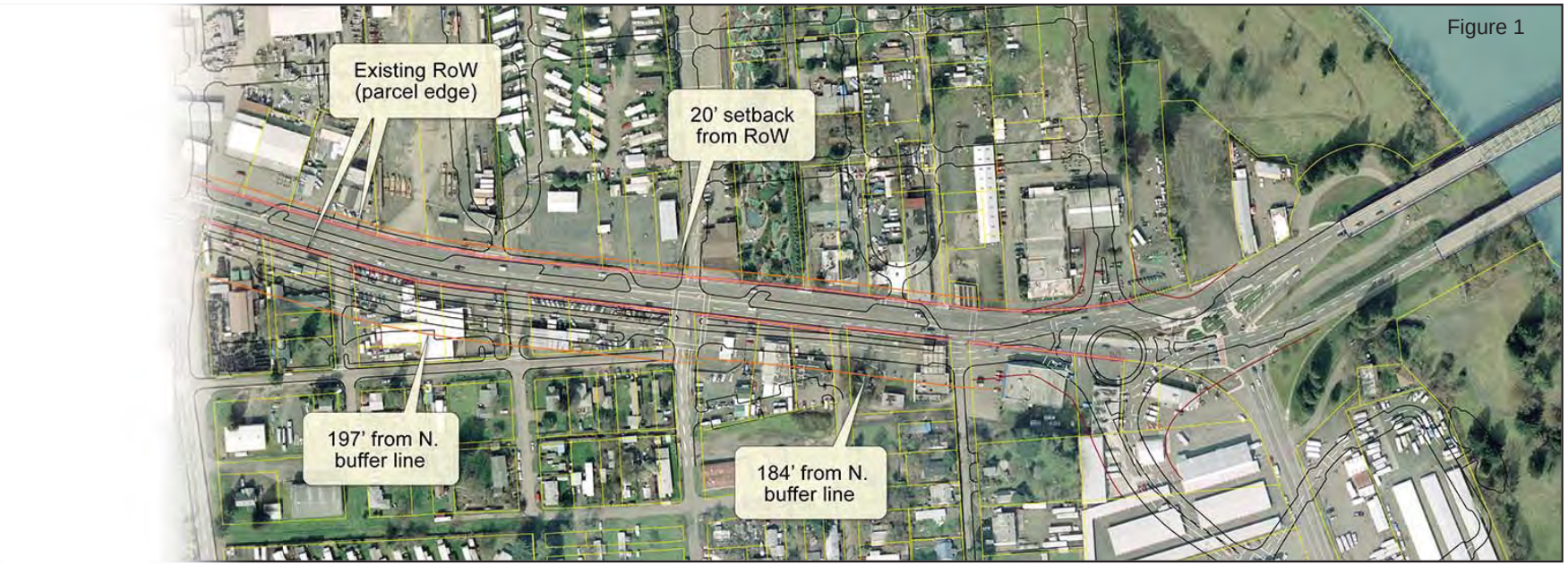


Figure 3



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NORTH

Figure 2

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 proposed 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.

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 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.
  - 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 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.
- 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 bus rapid transit facilities.

- Construct multi-lane roundabouts at the Franklin Boulevard/McVay Highway 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 curbside stations at the Franklin Boulevard/Glenwood Boulevard 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.

Local Street Network

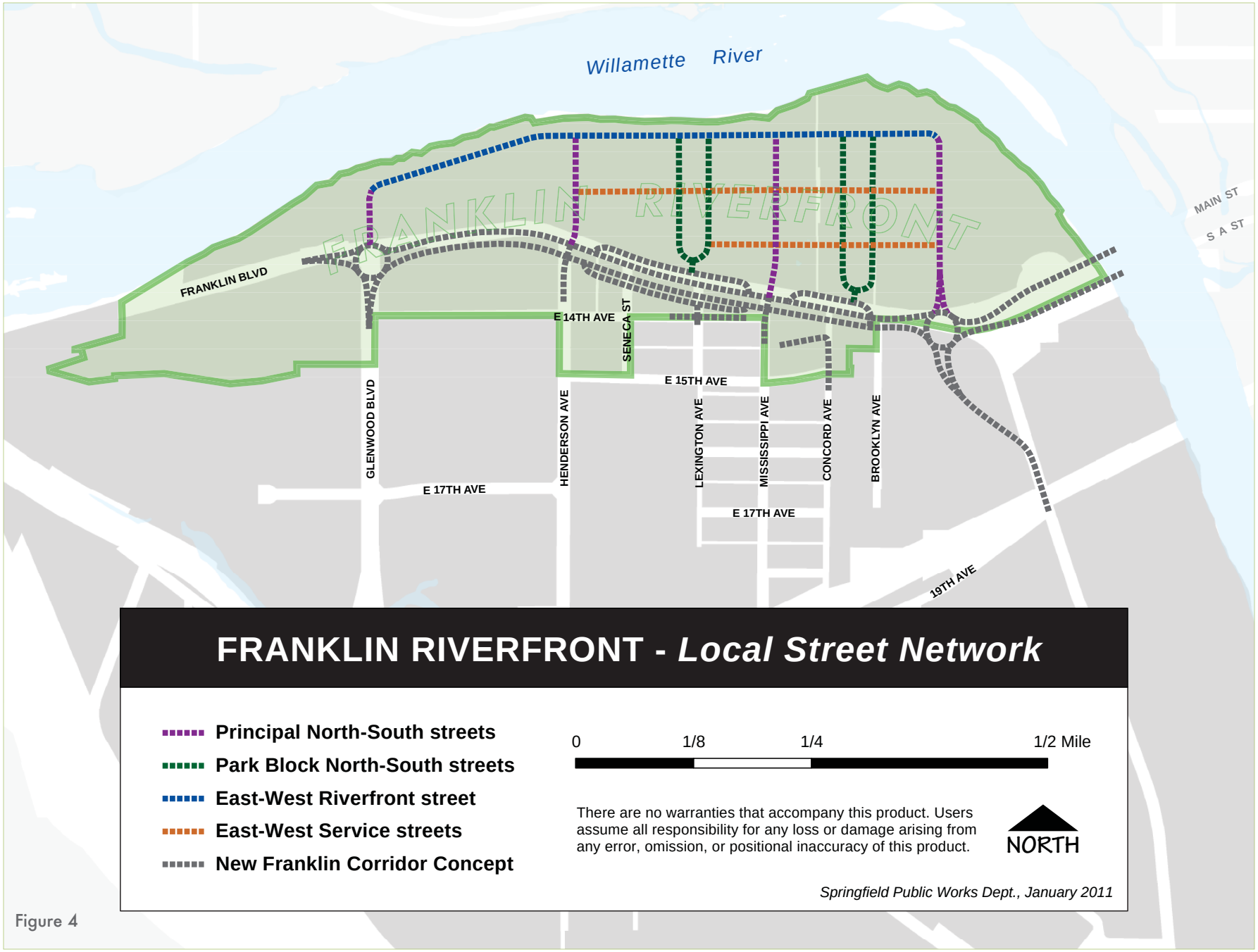
The desired street functions and design components that allow for land use adaptability to social and market changes are outlined in the objective, policies, and implementation strategies below. At the time of development, street designs must comply with Springfield's EDSPM. The Introduction to the EDSPM 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 street design cannot be found in this document, developers must collaborate with Springfield to design the streets as directed by the policies and implementation strategies in this section.

Objective:

Establish a grid block pattern of streets to support redevelopment of the Franklin Riverfront that provides multi-modal internal circulation, disperses traffic, facilitates walking and biking, orients development to a public realm, and enables clear and direct physical and visual routes between Franklin Boulevard and the riverfront.

Policies & Implementation Strategies:

- Partner with property owners and private developers to fund, dedicate right-of-way, design, and construct an interconnected local street system in the Franklin Riverfront that improves access, mobility, safety, and comfort for vehicles, pedestrians, and bicyclists, as conceptually depicted in Figure 4.
  - Coordinate with Lane County to facilitate the new street system through annexation and vacation of existing local access roads.
  - Coordinate with Lane County to provide an orderly transition from rural to urban roads through annexation and jurisdictional transfer of existing Lane County roads.
  - Promote optimum conditions for the use of passive and active solar strategies by aligning streets to optimize the penetration of natural light to buildings and public spaces.
  - Promote short blocks and pedestrian-friendly larger block development sites by providing through block streets or accessways every 250 to 350 feet.
  - Extend Glenwood Boulevard, Henderson Avenue, Mississippi Avenue, and McVay Highway north of Franklin Boulevard to the riverfront street as primary north-south through streets.
  - Establish additional north-south through streets, extending from Franklin Boulevard's access lanes to the riverfront street in between Henderson Avenue and McVay Highway, and to include the park blocks as conceptually depicted in Figure 5 and as specified in the Open Space Chapter.
  - Establish an east-west through street (between the northern edge of development and the riverfront) from the northern extension of Glenwood Boulevard to the northern extension of McVay Highway, to avoid dead-end north-south streets; offer continuous public access, emergency access, and maintenance access along the riverfront; clarify public entrances and exits along the riverfront; and increase the actual and perceived safety of the riverfront.
  - Establish east-west service streets from the northern extension of Henderson Avenue to the northern extension of McVay Highway to improve access, connectivity, and parking, loading, and collection services in between proposed new north-south streets.
  - Consider a maximum of one through alley per block face to provide service access to mixed-use inner block development sites.


Willamette River
FRANKLIN RIVERFRONT
FRANKLIN BLVD
E 14TH AVE
SENECA ST
E 15TH AVE
GLENWOOD BLVD
HENDERSON AVE
LEXINGTON AVE
MISSISSIPPI AVE
CONCORD AVE
BROOKLYN AVE
E 17TH AVE
E 17TH AVE
19TH AVE
MAIN ST
S A ST
FRANKLIN RIVERFRONT - Local Street Network
Principal North-South streets
Park Block North-South streets
East-West Riverfront street
East-West Service streets
New Franklin Corridor Concept
0
1/8
1/4
1/2 Mile
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NORTH
Springfield Public Works Dept., January 2011

Figure 4

Figure 5

- Update the Conceptual Local Street Map, the Springfield Engineering Design Standards and Procedures Manual, and the Springfield Standard Construction Specifications regarding the Franklin Riverfront Local Street Network improvements to enable implementation of the Plan transportation policies and implementation strategies.
- Design north-south through streets to support and provide direct access to the mixed-use development facing these streets; and increase safety, comfort, and attractiveness for bicyclists and pedestrians, as conceptually depicted in Figure 6.

Figures 6 amd 7

- Develop two-way local streets consistent with maximum speeds of 20 miles per hour.
- Consider developing the streets around the park blocks as one-way couplets consistent with maximum speeds of 20 miles per hour.
- Use traffic calming techniques, such as reduced lane widths, raised crosswalks and intersections, mini roundabouts, and pedestrian priority crossings.
- Provide for direct, continuous, and safe bicycle travel along both sides of these streets.
- Incorporate continuous, wide setback sidewalks that are buffered from traffic flow and that consider the adjacent land use context pertinent to development on both sides of these streets.
- 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, public art, street lights, and pedestrian scale lighting.

- Provide short-term, on-street parking bays on both sides of the primary north-south streets.
- Consider providing short-term, on-street parking bays only on the developed side of the north-south park block streets.
- Limit access to inner block development from these streets unless access for loading, parking, and/or collection services is not possible from east-west service streets.
- Maintain the elevation and appearance of sidewalks where crossed by vehicular access points.
- Consider alternative designs for through-block accessways on larger block development sites that function as safe and direct access routes for pedestrians and bicyclists, and include trees, landscaping, and pedestrian-scale lighting.

• Design east-west service streets to: provide vehicular access for parking, loading, and collection services to inner block mixed-use development sites; increase safety, comfort, and attractiveness for bicyclists and pedestrians; and provide direct access to and support for the mixed-use development facing these streets, as conceptually depicted in Figure 6. At least one of the service streets must be a through street.

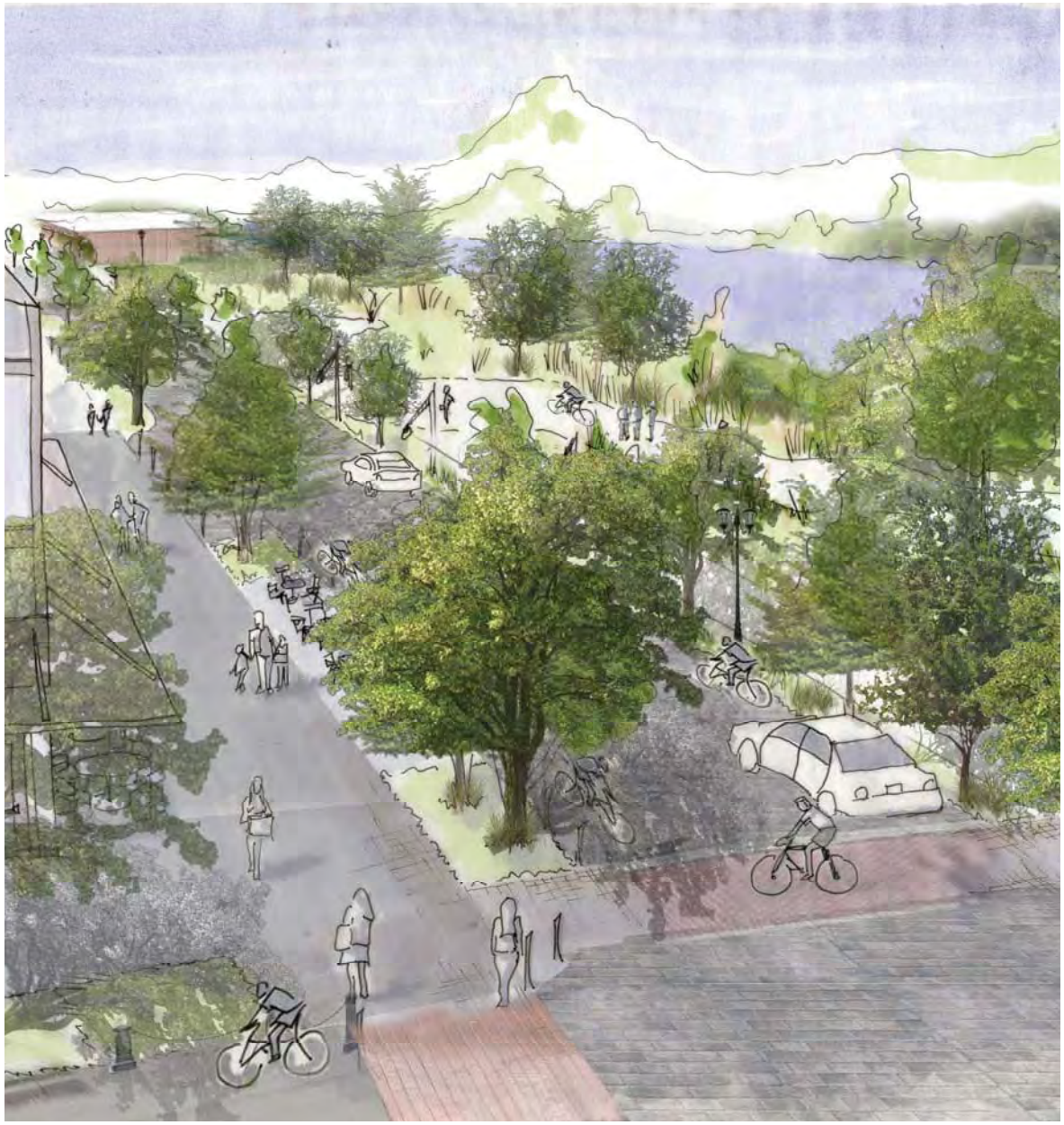


Figure 8

Figure 9

- Develop two-way local streets with target speeds consistent with maximum speeds of 20 miles per hour.
- Design the street segments that cross through the park blocks to be as narrow as possible while still accommodating two-way traffic, emergency vehicle access, and potential on-street parking.
- Use traffic calming techniques, such as reduced lane widths, raised crosswalks and intersections, mini roundabouts, and pedestrian priority crossings.

- Provide for direct, continuous, and safe bicycle travel along both sides of these streets.
- Incorporate continuous, wide setback sidewalks that are buffered from traffic flow and that consider the adjacent land use context pertinent to development on both sides of these streets.
- 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, public art, street lights, and pedestrian-scale lighting.
- Provide short-term, on-street parking on both sides of these service streets.
- Keep the frequency of curb cuts, loading docks, garage entrances, and driveways to a practical minimum, ideally no more than one vehicular access point per block face.
- Maintain the elevation and appearance of sidewalks where crossed by vehicular access points.
- Consider alternative designs for these streets (including street trees, landscaping, and pedestrian-scale lighting) while maintaining functionality as safe and direct access routes for pedestrians, bicyclists, and vehicles.

• Design an east-west riverfront through street to support and provide direct access to the mixed-use development facing this street, and to increase safety, comfort, and attractiveness for bicyclists and pedestrians, as conceptually depicted in Figures 7, 8, and 9.

- Develop a two-way local street with target speeds consistent with maximum speeds of 20 miles per hour.
- Use traffic calming techniques, such as reduced lane widths, raised crosswalks and intersections, mini roundabouts, and pedestrian priority crossings.
- Provide for direct, continuous, and safe bicycle travel along both sides of these streets.
- Incorporate a continuous, wide setback sidewalk that is buffered from traffic flow and that considers the adjacent land use context pertinent to development on the south side of this street; and a continuous, wide setback sidewalk that is buffered

from traffic flow and considers the adjacent open space context on the north side of this street.

- Design this street using distinctive pavement treatments within the vehicular lanes of the street and using retractable bollards, pavement treatments, or other features to separate curb-less sidewalks from vehicular lanes.
- 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, public art, street lights, and pedestrian-scale lighting.
- Provide short-term, on-street parking bays on only the south side of this street, and preclude on-street parking on the north side of this street.
- Limit access to inner block development from this street unless access for parking services is not possible from the east-west service streets; truck access for loading and/or collection services is not permitted off this street.
- Maintain the elevation and appearance of sidewalks where crossed by vehicular access points.
- Allow for a shift in the location of the riverfront street right-of-way without obtaining Major Modification approval under the Glenwood Riverfront Mixed-Use Plan District to permit a pre-existing non-conforming commercial building to remain on the north side of this street, if the building can be brought into conformance with the land use designation, zoning, and all applicable Glenwood Riverfront Mixed-Use Plan District development standards. The shift in location of the right-of-way must be as close as possible to the building.

McVay Riverfront

The McVay Riverfront is designated as an Employment Mixed-Use area, as described in the Land Use Chapter. Future development will take advantage of this area's very close proximity to a heavily used freight rail corridor, easy access to a planned bus rapid transit corridor and existing major transportation corridors (including I-5) and proximity to the Willamette River. The uncertainty around the circulation needs of future employment mixed-use development, coupled with relatively shallow developable depth of land between McVay Highway and the river, has led to more flexible policy direction regarding the alignment and design of the circulation network in the McVay Riverfront.

The desired street and accessway functions and design components are outlined in the objective, policies, and implementation strategies below. At the time of development, proposed street, accessway, and driveway designs must also comply with Springfield's 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 street design cannot be found in this document, developers must collaborate with Springfield to design the streets as directed by the policies and implementation strategies in this section.

The desired elements of an upgraded McVay Highway, as well as the proposed configuration of streets off McVay Highway (as described in the Local Street Network section below) were completed with participation by ODOT. At the time this Plan was written, McVay Highway was a State facility, and Springfield and ODOT were in the process of negotiating a jurisdictional transfer.

McVay Highway

Objective:

Re-design and re-construct McVay Highway as a multi-modal transportation facility to support redevelopment in Glenwood as

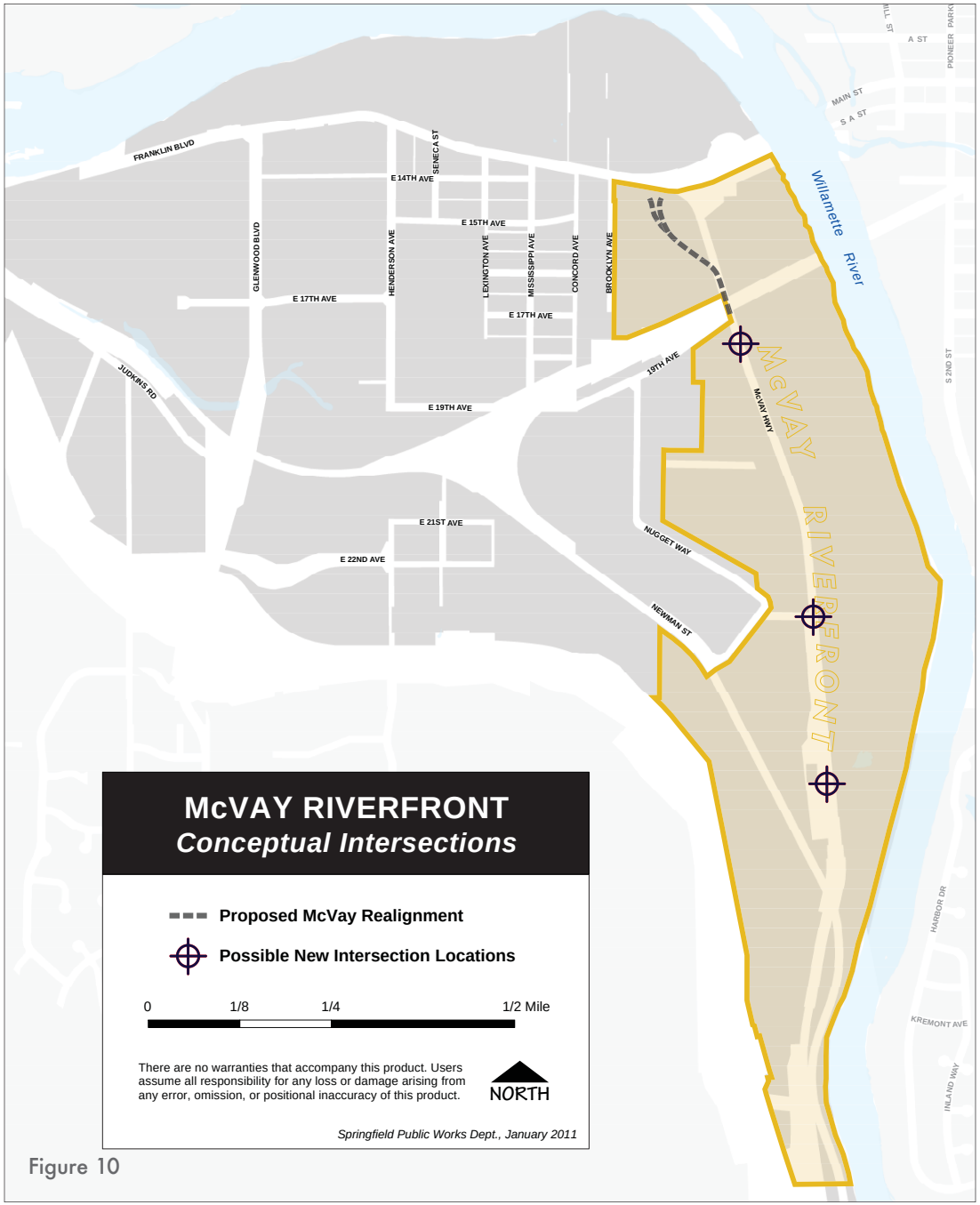


Figure 10

envisioned in the Land Use Chapter, while also providing an improved arterial connection between Springfield, Eugene, and Interstate 5.

Policies & Implementation Strategies:

- Partner with ODOT, LTD, property owners, and private developers to fund, dedicate right-of-way, design, and construct the upgraded street.
- Construct street improvements to increase the safety, mobility, and efficiency of automobiles, trucks, and bus rapid transit service as funding becomes available.
  - Design the upgraded street such that the maximum necessary width does not exceed: two northbound and two southbound through lanes; dedicated bus rapid transit or other transit facilities, or landscaped median; a continuous and safe bicycle facility along both sides of the street; and continuous setback sidewalks buffered from traffic flow.
  - Finalize the number of through travel lanes for automobiles and trucks based on future employment mixed-use development and through-traffic volumes.
  - Develop intersections with traffic controls in the vicinity of East 19th Avenue, Nugget Way, and the southern end of Glenwood, as conceptually depicted in Figure 10.
  - Coordinate with the Union Pacific Railroad to develop a plan for widening the right-of-way and improved roadway width underneath the railroad trestle at the north end of this street.
  - Partner with LTD regarding planned bi-directional bus rapid transit service or other future transit requirements in the corridor, and coordinate planning of street improvements to address future transit system requirements.
  - 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 to improve facility operations and reduce safety conflicts.
- Locate transit stations where they will provide optimal, safe pedestrian access to existing uses and the adjacent areas planned for employment mixed-use development.

  - Establish median or curbside transit stations between the Franklin Boulevard intersection and the southern end of Glenwood, in the vicinity of East 19th Avenue and Nugget Way.
- Integrate street improvements that enhance the safety, comfort, and convenience of pedestrians and bicyclists along and across the street.
  - Incorporate continuous, setback sidewalks that are buffered from traffic flow and that consider the adjacent land use context pertinent to development on both sides of the street.
  - Use curb extensions, stop controls, or other appropriate traffic control devices at intersections to reduce crossing distances and provide pedestrian refuges.
  - Provide enhanced pedestrian crossings to transit stations.
  - Provide a continuous and safe bicycle facility along both sides of this street.
- Enhance the urban design of the area through the use of street trees, streetlights, pedestrian-scale lighting, and landscaping.
- 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.

Local Street Network

Objective:

Establish a street network in the McVay Riverfront, similar in functionality to the street grid in the Franklin Riverfront, that supports mixed-use development off McVay Highway, enhances multi-modal internal circulation, disperses traffic, facilitates walking and biking, orients development to a public realm, and enables clear and direct physical and visual routes between McVay Highway and the riverfront.

Policies & Implementation Strategies:

- Collaborate with property owners and private developers to fund, dedicate right-of-way, design, and construct a street system in the McVay Riverfront that enables access, mobility, safety, and comfort for vehicles, pedestrians, and bicyclists.

- Coordinate with Lane County to provide an orderly transition from rural to urban roads through annexation and jurisdictional transfer of existing Lane County local access roads.
- Promote optimum conditions for the use of passive and active solar strategies by aligning the street network to optimize the penetration of natural light to buildings and public spaces.
- Promote short blocks or pedestrian-friendly larger block development sites by providing through block streets, accessways, or shared driveways every 250 to 350 feet.
- Create primary east-west streets extending eastward from intersections in the vicinity of the existing or re-aligned East 19th Avenue, Nugget Way, and the southern end of Glenwood.
- Establish access to individual development sites via connections to the primary east-west streets or connections to shared driveways with special design considerations for minimizing out-of-direction travel, traffic congestion, and conflicting turning movements.
- Evaluate and address street connectivity for existing discontinuous public streets and/or rights-of-way as development occurs in the vicinity of such streets.

• Design streets, accessways, and shared driveways to support the employment mixed-use development, and to make bicycling and walking safe, comfortable, and attractive.

- Develop two-way local streets with target speeds consistent with maximum speeds of 20 miles per hour.
- Use traffic calming techniques, such as reduced lane widths, raised crosswalks and intersections, mini roundabouts, and pedestrian priority crossings.
- Provide for direct, continuous, and safe bicycle travel along both sides of these streets.
- Incorporate continuous, setback sidewalks that are buffered from traffic flow and that consider the adjacent land use context pertinent to development on both sides of these streets.
- 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, public art, street lights, and pedestrian-scale lighting.

- Provide short-term, on-street parking on both sides of these streets.
- Keep the frequency of curb cuts, loading docks, garage entrances, and driveways to a practical minimum, ideally no more than one vehicular access point per block face.
- Maintain the elevation and appearance of sidewalks where crossed by vehicular access points.
- Consider alternative designs for through-block accessways on larger block development sites that function as safe and direct access routes for pedestrians and bicyclists, and that include trees, landscaping, and pedestrian-scale lighting.

Parking

A fundamental component in fostering compact, mixed-use, transit-oriented development is to shift automobile usage to other modes by adequately managing vehicle parking spaces. The policy direction provided by this Plan for land use and transportation encourages increased mode share for transit, bicycling and walking, and to meet some portion of the parking demand through on-street parking. However, this mode share shift will not occur overnight when development is built. This Plan acknowledges the reality that auto and truck use could possibly continue to be the primary mode choice during the 20-year Plan period. Therefore, consideration must be given to ensuring that adequate parking is provided to support new development and redevelopment (especially related to obtaining financing) while minimizing the adverse visual, environmental, and financial impact of parking. To support a viable parking system and, at the same time, encourage multi-modal growth and the development of housing that meets the needs of a range of households, there must be a direct relationship between Springfield's parking standards, actual parking demand, and broader goals for use of alternative transportation modes and housing affordability. In other words, minimum parking requirements should always be less than the actual maximum demand for parking.

In line with the land use vision for compact development and a pedestrian-friendly environment, below-grade parking facilities and parking facilities incorporated into commercial or residential building structures should be considered to the greatest extent possible. Multi-story parking structures are also encouraged, as is ground-level

parking screened by habitable/usable spaces. On-street parking supply should be managed for the benefit of high value, high turnover uses with significant commercial revenue opportunity. These high value, high turnover uses do not require long duration occupancy of on-street parking spaces, typically 2 hours or less.

It is anticipated that, as development occurs in the Glenwood Riverfront, parking will increasingly be met by these aforementioned methods or by mode shift. However, especially in the early stages of development, it is possible that off-street surface parking will be used to meet parking demand. To minimize the impact of auto parking and driveways on the pedestrian environment and adjacent properties on north-south streets, access to all off-street parking, surface or otherwise, should be from east-west streets or alleys in the Franklin Riverfront. A similar effort will be made to minimize the impact of auto parking and driveways on the pedestrian environment in the McVay Riverfront.

At the time this Plan was developed, Springfield was also in the process of developing an urban design plan for Downtown. As part of the Downtown planning process, Rick Williams Consulting, working with a stakeholder committee, developed a Downtown Parking Management Study and Plan, complete with recommendations that were adopted by City Council in 2010. While parking management in the context of a largely developed downtown and an underdeveloped Glenwood Riverfront would have distinct objectives and implementation strategies, there are several recommendations from the Downtown Parking Management Plan that are worth addressing as part of Glenwood Phase I.

Objective:

Develop and implement comprehensive, effective, and workable parking management strategies to provide sufficient on street and off street parking in the Glenwood Riverfront, and strategically support the development of a vibrant, growing, and attractive destination for living, working, shopping, and recreating.

Policies & Implementation Strategies:

- Evaluate and develop parking standards for inclusion in the Glenwood Riverfront Mixed-Use Plan District that: support Plan goals for transit, bicycling, walking, and ridesharing; and provide sufficient parking, in conjunction with an access system that provides balanced travel mode options.

- Establish parking low turnover, longer term off street parking ratios for new development or redevelopment to ensure that access impacts are meaningfully addressed and correlated to actual parking demand, and to a provide potential future revenue source through a parking fee-in-lieu option.
- Promote employer and/or developer-based initiatives to encourage employee or resident use of alternative travel modes.

• As development or redevelopment occur, explore the feasibility and applicability of parking management program strategies including, but not limited to: parking and transportation coordination; signage; permitting; and enforcement.

- Explore adopting 'Guiding Principles for Parking Management' as part of the Springfield Municipal Code.
- Explore establishing parking management zones with operating principles and an implementation framework based on usage and desired economic development.
- Explore reserving on street parking for high parking turnover land uses.
- Explore adopting the 85 percent Rule[1] to facilitate/direct parking management strategies.
- Explore establishing a parking manager and advisory committee to oversee parking program implementation and review.
- Explore developing incentives for private development of publicly available parking including, but not limited to: height/density bonuses; permit fee waivers; impact fee waivers; supply/revenue agreements; and property tax abatements.
- Explore monitoring parking utilization continuously and periodically; and conducting parking inventory analyses.

Riverfront Multi-Use Path

Extension of the regional riverside multi-use path system through Glenwood has been a community transportation and open space planning goal for many years. Plans prepared by Springfield and its partners have set forth visions for connecting Glenwood to Eugene, downtown Springfield, Dorris Ranch, Buford Park, and beyond. 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. The 2011 Draft Community Needs Analysis of Willamalane's update to their Parks and Recreation Comprehensive Plan reports that expansion of the

walking/bicycling path system was ranked bby the community as the most important project Willamalane should pursue.

This Chapter includes policy direction and implementation strategies to make the vision a reality as redevelopment occurs. The policies are intended to ensure that the public can easily access the path and walk, stroll, jog, run, cycle, or skate along the river to benefit from unique vantage points, water quality and native habitat areas, recreational opportunities, and the adjacent built environment. This path is intended to provide recreational opportunities and bicycle and pedestrian commuter options in addition to the safe, bi-directional pedestrian and bicycle facilities in Franklin Boulevard and McVay Highway (which are required by State law). While this section focuses on the multi-use path itself as a transportation facility, further policy direction is provided regarding the open space on either side of the multi-use path in the Open Space Chapter.

Objective:

Develop a multi-use path along the Willamette River in Glenwood from I-5 to the southern tip of Springfield's Urban Growth Boundary so that the multi-use path strengthens physical and visual connections to the river, and supports recreational uses and bicycle/pedestrian commuters along the riverfront.

Policies & Implementation Strategies:

- Comply with Federal, State, and local water quality standards in locating and aligning the path, while taking advantage of vistas and site opportunities to meander and enhance the diversity of the path experience.
  - Partner with property owners and private developers to dedicate the necessary public right-of-way or easements as annexations and/or development occurs.
  - Consider planned future bicycle-pedestrian river crossings between Glenwood and Downtown, Glenwood and West D Street, and Glenwood and Dorris Ranch/Buford Park in aligning the path.
  - Preserve existing trees and other riparian habitat features to the maximum extent practicable.
- Partner with Willamalane Park and Recreation District, property owners, and private developers to fund, design, and construct the path.

- Include a nighttime lighting strategy, to support evening activity and for safety and security on the path, that is sensitive to adjacent uses and functions, including natural areas, native habitat, and protection of the dark night sky.
- Use suitable techniques to reduce user conflicts, such as a striped or vegetated center lane or designing the path so that it is wide enough to permit bicyclists or skaters to pass pedestrians at a comfortable distance.
- Incorporate short-duration stop facilities, including but not limited to: places to sit; historic and ecological interpretive kiosks; water quality features; water fountains; and public art, as supportive components of the path that provide space for groups of people to gather without restricting or conflicting with travel along the path.

• Provide frequent, convenient, and direct public bicycle and pedestrian access points to the path.

- Design access paths from interior locations on the Franklin Riverfront no less frequently than the northern terminus of north-south streets.
- Design access paths from interior locations on the McVay Riverfront that are, on average, no more than one half mile apart.

• Partner with Lane County to provide future path connections outside of the Springfield UGB towards Buford Park, the Lane Community College basin, and 30th Avenue.

[1]The 85 percent Rule is a measure of parking utilization that acts as a benchmark against which parking management decisions are based. Within the parking industry, it is assumed that when an inventory of parking exceeds 85 percent occupancy in the peak hour, the supply becomes constrained and may not provide full and convenient access to its intended user. Once a supply of parking routinely exceeds 85 percent occupancy in the peak hour, the 85 percent Rule would require that parking management strategies be evaluated and/or implemented to bring peak hour occupancies to a level below 85 percent to ensure intended uses are conveniently accommodated.

Open Space

Exhibit C-92

Humans need continuous and spontaneous affiliations with the biological world, and meaningful access to natural settings is as vital to the urban dweller as to any other.

- Dr. Stephen Kellert, Yale University

Open Space

Introduction

The Land Use and Transportation Chapters create future land use patterns in the Glenwood Riverfront and establish a network of roads, multi-use paths, and open spaces designed to interconnect and provide comfort, mobility, safety, and access to the river. The Open Space Chapter supports these other Chapters by providing policy direction for a contemporary community vision for the Glenwood Riverfront. Implementation of these policies will improve public connections to the Willamette River; establish inviting public spaces such as parks, plazas, and multi-use paths; restore, protect, and enhance the ecological functions and economic benefits of Glenwood's natural resources; identify potential risks from natural hazards and provide protection from those hazards; and increase public awareness and appreciation for these natural resources.

In the context of the Glenwood Refinement Plan, open space is synonymous with green space, including natural resources (riparian areas, wetlands, flood plains, hillsides), stormwater management facilities, and parks. The Glenwood Riverfront includes approximately three miles of Willamette River frontage and the connected Glenwood Slough. This riverfront presents a rare opportunity to develop an open space system that integrates: the restoration, enhancement, and protection of natural resources that benefit fish and wildlife habitats; and the provision of stormwater infrastructure from natural drainage and manmade development that helps support the development and redevelopment envisioned in this Plan. At the same time, this integrated open space system enables the natural resources and stormwater management facilities to co-exist and be enjoyed by people on a day-to-day basis for recreational purposes.

There are several Statewide Planning Goals associated with the use and protection of open space in the Glenwood Riverfront: Goal 5, Natural Resources, Scenic and Historic Areas and Open Spaces; Goal 6, Air, Water and Land Resources Quality; Goal 7, Areas Subject to Natural Hazards; Goal 8, Recreational Needs; and Goal 15, Willamette River Greenway. Implementation of the policies in this Chapter ensures that development of the Glenwood Riverfront meets Statewide Planning Goals while also making the area inviting to the public, preserving and enhancing the natural qualities of the riverscape[1], and providing areas for recreation, leisure, and stormwater treatment.

All types of open space, including riparian areas, wetlands, hillsides, and park and recreation spaces, provide numerous intangible benefits for urban locales that increase desirability and property values. In areas such as the Glenwood Riverfront that are planned for dense, mixed-use development, the presence and accessibility of open spaces are even more vital to successful and desirable development. The presence of well-designed and integrated open space in the midst of dense urban development mitigates much of the impact of density on the residents, visitors, and the environment. Open space provides places for recreation; protects natural resources and fish and wildlife habitat; ameliorates the increase in both water and air temperatures due to urbanization; allows for treatment and management of stormwater through compatible water quality treatment facilities; and reduces both air and noise pollution. Open space offers an opportunity to rebuild or maintain a healthy and functional tree canopy. Trees in the urban environment provide many benefits, including improvement of air quality and reduction of carbon dioxide. Tree canopies help sustain and renew the hydrologic balance by intercepting and retaining rainfall, and through evapotranspiration. By planning for natural resource conservation, stormwater management, off-street bicycle/pedestrian paths, and parks in a coordinated manner, and by co-locating these functions within the planned open space areas, Glenwood Phase 1 aims for an efficient use of the land, thus increasing the amount of land available for other urban development needs.

Glenwood Riverfront redevelopment presents several opportunities for maximizing the efficiency and benefits of open space. The riparian area along the Willamette River and preservation of other open spaces will allow for utilization of unique natural resources in the urban core and provide a meaningful connection for the population to defining characteristics of the region. Incorporating a network of linear zones of riparian areas and parks along the riverfront defines the different characteristics of the transition from a natural to a built form. Each linear zone has its own identity, use types, and development potential, thereby connecting the river to the urban development.

The extent and health of the riparian area in the Glenwood Riverfront have decreased over the years, due to: invasive plant species; and the encroachment of urban development and artificial barriers, such as riprap armoring and fill that has reduced the ability for the riparian area and river to disperse water, soil, and nutrients through the floodplain. However, there is potential for restoration. The existence of Island Park, as well as the Eastgate Woodlands, the West D Street Greenway, and Millrace Park along the east shore of the Willamette further leverages the value of the riparian green

space, providing for more habitat connectivity and hydrologic benefits. At the same time, the views from these areas toward a more urbanized Glenwood Riverfront will be mitigated by a protected and restored riparian area along the Willamette River that is part of a linear park. In addition, there are several opportunities to leverage the value of open space in the Glenwood Riverfront with surrounding, established development. A new bicycle/pedestrian bridge connecting the Springfield Downtown area and the Glenwood Riverfront, as depicted conceptually in the Transportation Chapter, will provide expanded commercial opportunities for both areas, as well as enhanced recreational use of all the surrounding open space.

The use of identified park blocks that extend from Franklin Boulevard to the proposed riverfront street will also introduce the value of the riparian area to the high-density residential mixed-use development in the Franklin Riverfront. The park blocks will extend many of the benefits of both the natural environment and neighborhood desirability that residents and visitors to the area will enjoy in the Franklin Riverfront.

Given the opportunity presented in the Glenwood Riverfront to interrelate the various types of open space, the Open Space Chapter consists of sections dedicated to Natural Resources, Parks, and Stormwater Quality Management. Each section includes a distinct set of objectives, policies, regulatory protections, implementation strategies, and associated discussion topics. Each section also identifies strategies to interconnect their functions and values with other open space features in the Glenwood Riverfront.

Natural Resources

Riparian Areas and Wetlands

One of the most valuable components of a river or slough function is the riparian area, which includes the stream bank and surrounding areas that border the channel. It is within this riparian area that many complex biological interactions take place. The riparian area acts in concert with the surrounding natural and manmade ecosystems. Changes within a river or slough will impact the physical, biological, and chemical processes occurring within this corridor. Rivers or sloughs normally function within natural ranges of flow, sediment movement, temperature, and other variables. When development and riparian degradation go beyond the tolerable ranges of these variables, the delicate balance may be lost. Maintaining and restoring the natural vegetation within the riparian area is essential to stabilize the riverbank and to shade the riverbank to keep the water temperature cool. A stable riparian area helps

moderate stream flow, mitigate riverine flood risk, and filter runoff. The riparian area also stores water and provides a unique habitat for both aquatic and terrestrial plants and animals. Providing and protecting an adequate vegetated setback along the river and slough is fundamental for meeting federal, state, and local regulations that protect water quality and endangered species habitat.

While not constituting sizeable acreage, two locally significant wetland areas have been inventoried in the Glenwood Riverfront. One wetland is identified in the westerly end of the Franklin Riverfront; the other identified wetland is found in the southerly end of the McVay Riverfront, as depicted in Figure 1. Additionally, the Willamette River and its banks are inventoried as part of the National Wetland Inventory and are considered significant wetlands. Wetlands are uniquely productive and valuable ecosystems and provide a wide range of ecological, social, and environmental functions. Often limited in size, they occur throughout Oregon and are among the most biologically productive and species-rich habitats in the state. Wetlands are habitat for plants, animals, invertebrates, fish, and fungi. They store floodwaters, maintain base flows, and recycle nutrients and chemicals, while providing opportunities for recreation, education, and aesthetic experiences. The beneficial functions of a wetland are physically and

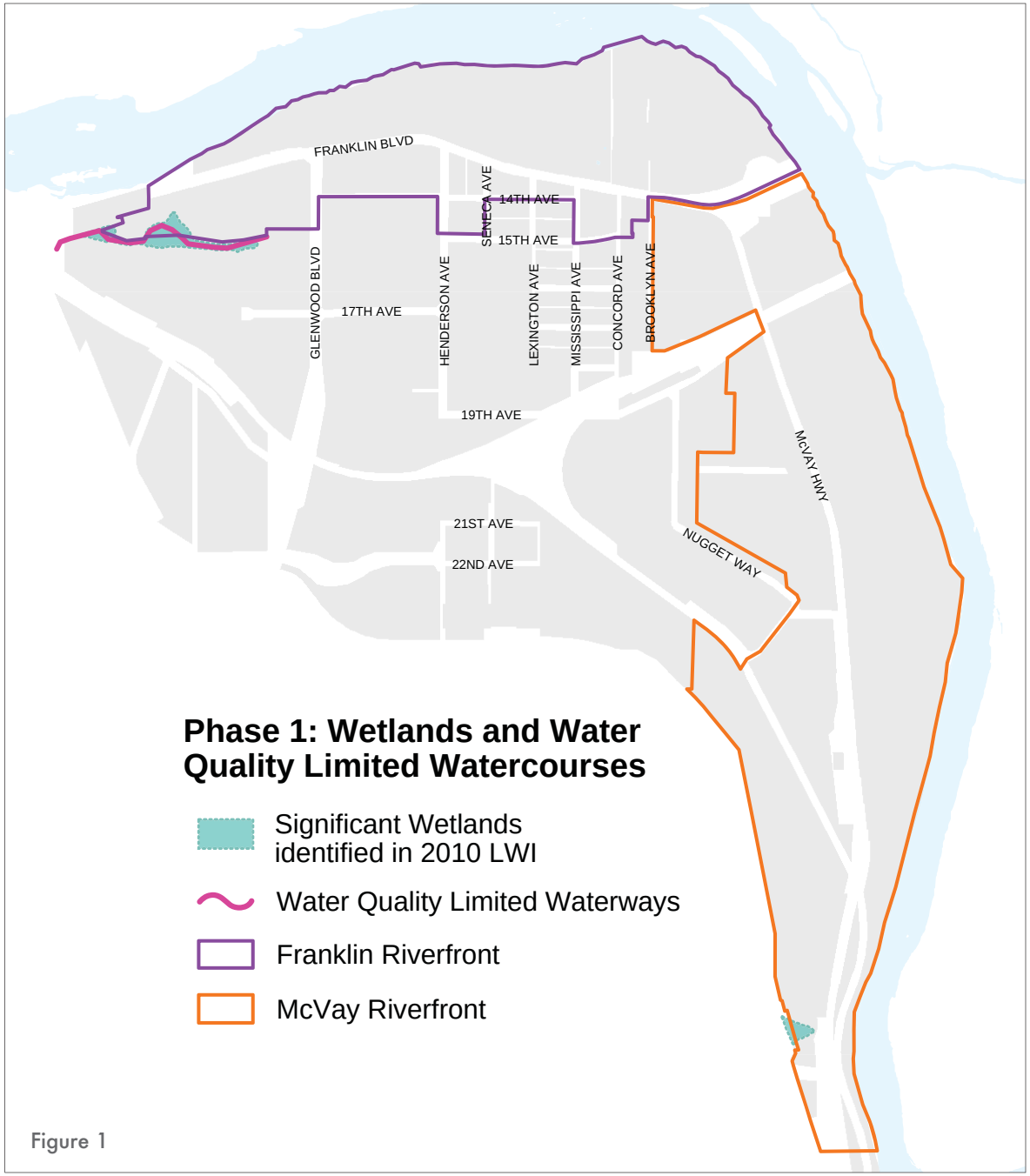


Figure 1

biologically related to the health of the riparian corridor. The preservation of wetlands will also provide green space for the Glenwood Riverfront and may provide additional useful functions for urban development, such as stormwater runoff management and/or compatible water quality treatment.

The current regulatory setting includes federal requirements, such as the Clean Water Act and the Endangered Species Act, as they apply to the Willamette River and the jurisdictional wetlands. State requirements include the Statewide Planning Goal for the Willamette Greenway and the Department of State Lands regulations for riparian areas and wetlands.

Statewide Planning Goal 5 requires all significant wetlands and riparian resources to be protected. The 2010 Local Wetlands Inventory and Riparian Corridor Assessment for the Glenwood Area of Springfield, Oregon updated these inventoried natural resources for all of Glenwood. As depicted in Figure 2, there is an existing 75-foot riparian setback from the top of bank along the Willamette River and a 50-foot setback from top of bank along other watercourses in Glenwood that are shown on Springfield's Water Quality Limited Watercourse Map. Wetland setbacks are 25 feet from the delineated wetland boundary.

For a long time, the community has envisioned a riverbank in Glenwood that can be viewed and accessed by the public. Glenwood planning efforts dating back to the 1980s have consistently recommended riverbank restoration along the Glenwood Riverfront. This vision has been reiterated throughout this refinement planning process. Springfield is following the best scientific approach known at the time this Plan was written in recommending policy direction for riparian restoration. The recommendations are intended to improve the quality of the riverbank for the public and adjacent development and are in line with examples of existing healthy riparian edges along the Willamette River in Glenwood. The recommendations only apply to the existing riparian setback along the Willamette River, and the policy direction is not an attempt to remove potentially developable acreage in the Glenwood Riverfront. Implementation of these recommendations is not outside the normal development review process.

An example restoration diagram (Figures 5a and 5b) shows the preferred form to achieve the benefits of riparian function within the existing natural resource areas (75' setback) along the Willamette River. The example restoration plan for riparian setback planting and water quality above the Ordinary High Water Line is consistent with the findings of the City of Portland Willamette Riverbank Design Notebook, and the subsequent River Plan/North Reach Proposed Draft and the Planner's Guide to

Wetland Buffers for Local Governments, published by the Environmental Law-Institute. Scientific research by Oregon State University and the Tennessee Valley Authority in riverbank erosion and stabilization support this combination of vegetation and slope management for riparian setbacks. This research finds that vegetative restoration (Figure 4) provides natural bank stability at the lowest possible cost[2]. Incorporating compatible stormwater treatment within the riparian setback can reduce site development costs further and enhances the value of the preferred streambank restoration.

Statewide Planning Goal 15, Willamette River Greenway, requires a greenway boundary of 150 feet measured from the ordinary low water line, which allows development to occur within this zone as a discretionary use. Within this boundary, a Greenway Setback Line is also required to delineate where only water-dependent and water-related development may occur, such as boat ramps, multi-use paths, and viewing areas (Figure 3). For much of the Glenwood Riverfront, the location of the Greenway Setback Line has not been formally established. The Implementation Strategies discussed below include establishing a standardized 75-foot Greenway Setback Line in the Glenwood Riverfront (measured from the top of bank) coterminus with the existing riparian setback, as depicted in Figure 3. Formally establishing the Greenway Setback Line in

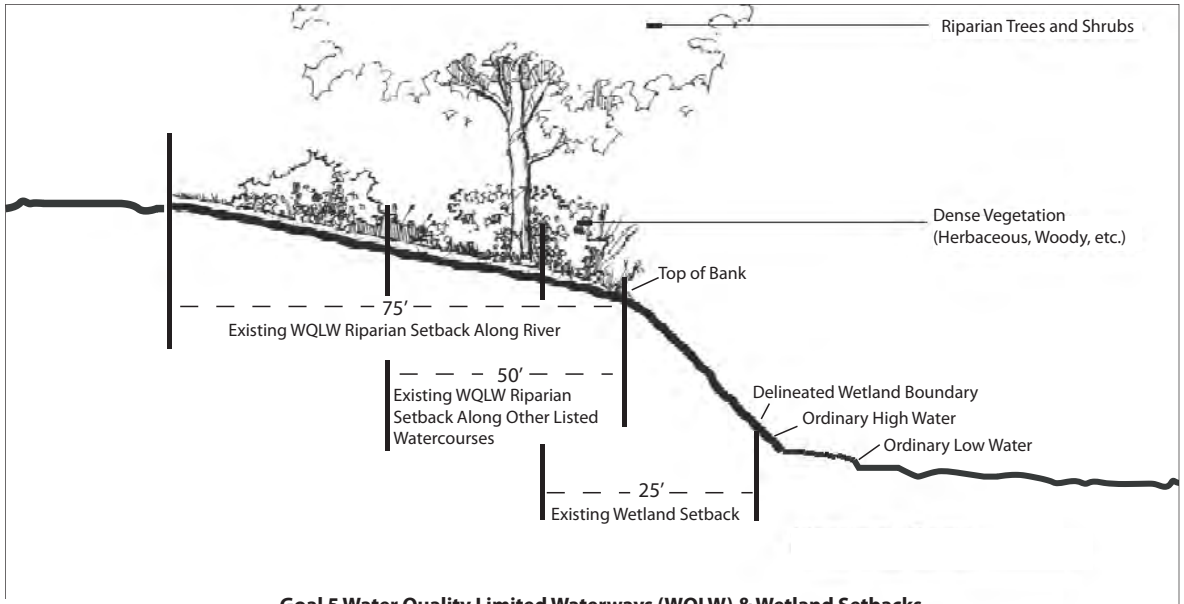


Figure 2
Not to Scale

Goal 5 Water Quality Limited Waterways (WQLW) & Wetland Setbacks

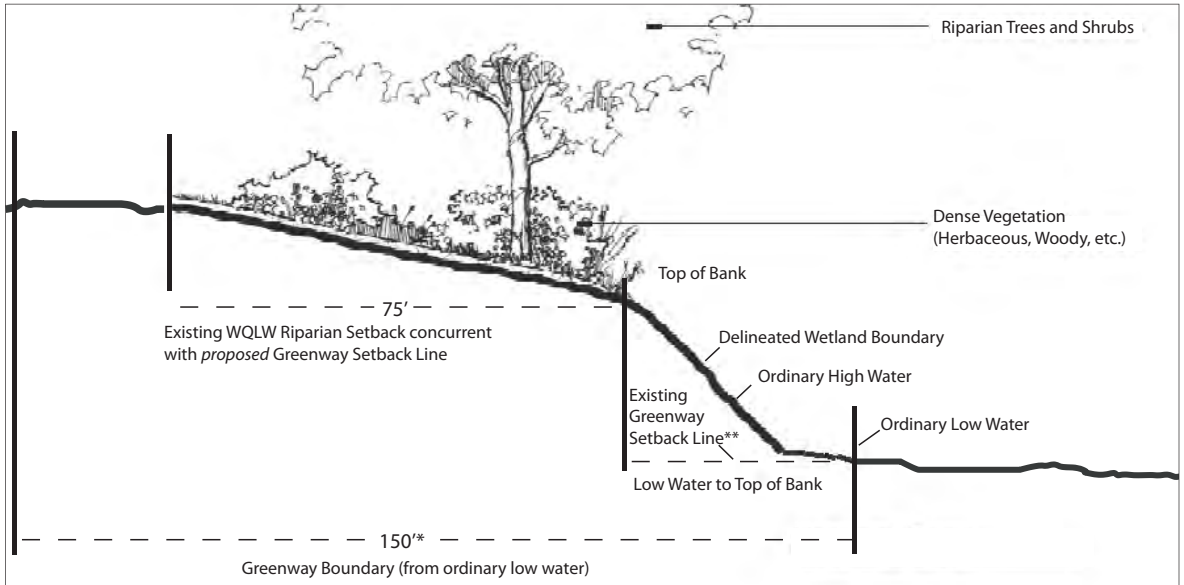


Figure 3
Not to Scale

Goal 15 Greenway Boundary & Setback Line

* at a minimum
**20' - 35' building setback TOB (current GRP)

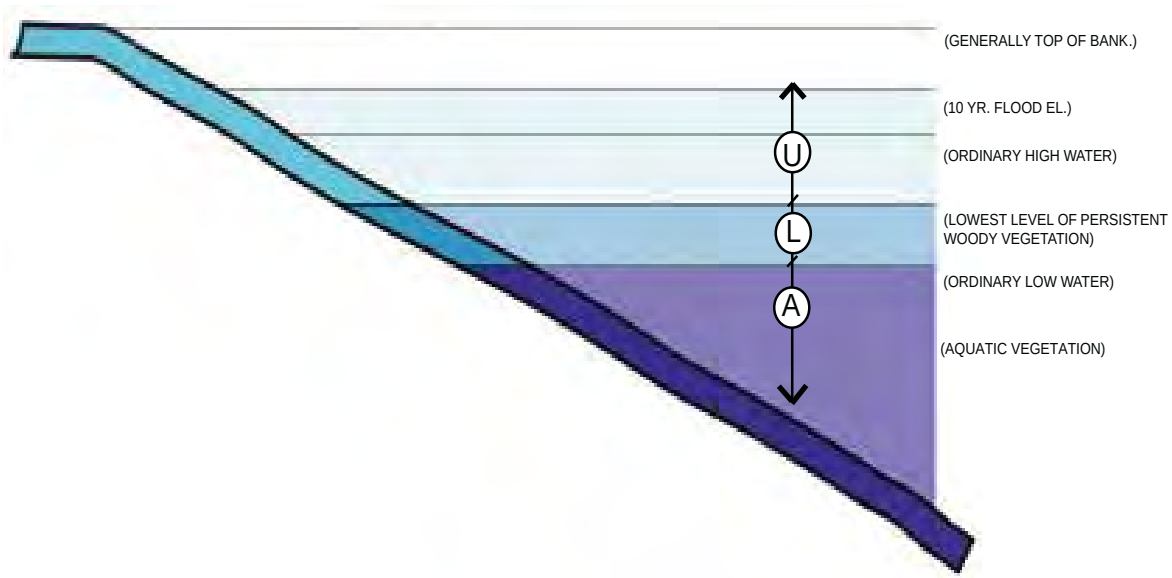
RIPARIAN AND WETLAND VEGETATION

Ⓤ UPPER SHORE
(Persistent Woody Vegetation)
TREES
SHRUBS
HERBS, GRASSES, AND FORBS

Ⓛ LOWER SHORE
HERBS, GRASSES, AND FORBS

Ⓐ AQUATIC

Plant speices and density as determind by the Springfield Engineering Design Standards and Procedures Manual.

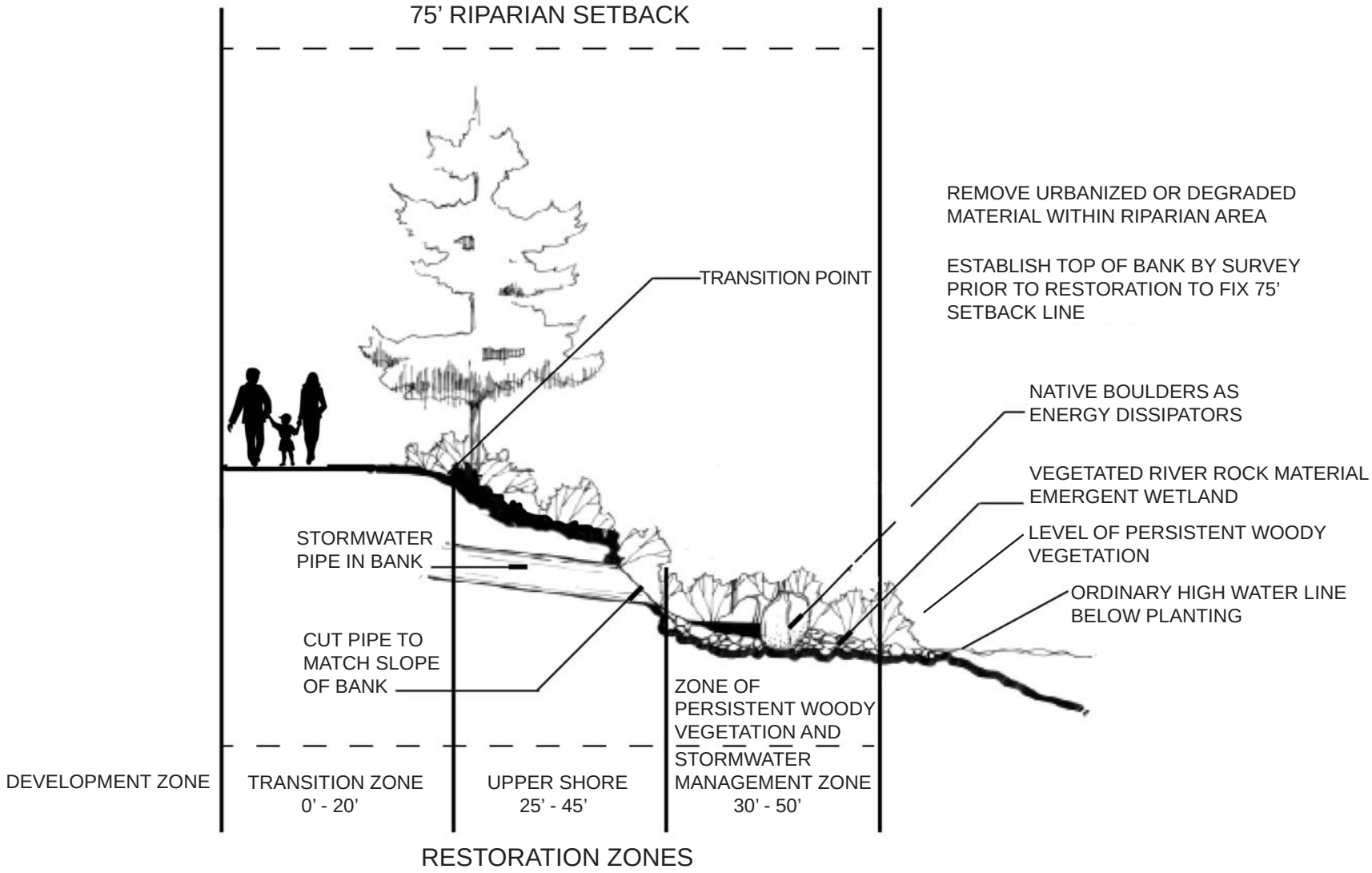


INDICATOR STATUS LEGEND	
OBL	Obligate Wetland (almost always occur in wetlands)
FACW	Faculative Wetland (usually occur n wetlands)
FAC	Faculative (equally likely to occur in wetlands or non-wetlands)
FACU	Faculative Upland (usually occur in non-wetlands)
UPL, NOL	Upland, Not Listed (almost always occur in non-wetlands)
NI	No Indicator (insufficient information available or plant is widely tolerant)

Not to Scale

Riverbank Plant Transect

Figure 4



POSSIBLE EXAMPLE OF A RESTORATION PLAN FOR RIPARIAN SETBACK PLANTING AND WATER QUALITY ZONE

NOT TO SCALE: SHOWN FOR ILLUSTRATION ONLY, EXAGGERATED VERTICAL SCALE

Figure 5a

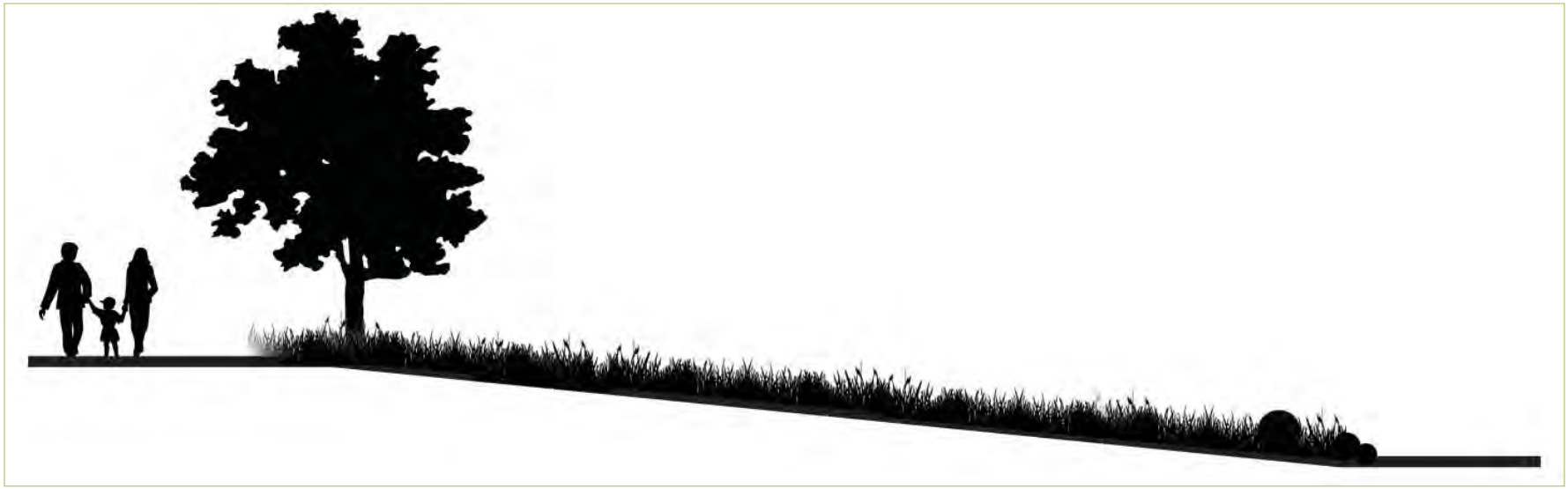


Figure 5b

the Glenwood Riverfront will reduce uncertainty and provide predictability in achieving Goal 15 standards for public access to and views of the river; protect fish and wildlife habitat; provide riverine flood hazard protection; promote restoration and enhancement of natural vegetation; and direct development away from the river.

Objective:

Provide ample opportunities for people to access and enjoy the Willamette River and the natural environment while: complying with State and Federal regulations; providing stable riverbanks; and conserving, protecting, restoring, and establishing a diversity of riparian habitats and wetlands in order to retain their properly functioning condition related to fish and wildlife habitat, riverine flood control, sediment and erosion control, water quality, and groundwater pollution.

Policies & Implementation Strategies:

- Restore, enhance, and protect the riverbank and riparian and wetland areas.
  - Establish a standardized Willamette River Greenway Setback Line of 75 feet from top-of-bank for water-dependent and water-related uses consistent with the existing 75-foot riparian setback.

- Partner with property owners, private developers, non-profit organizations, and other agencies to seek opportunities and funding sources to acquire property and/or easements to create a contiguous riverfront that is sensitive to natural resource function and the urban interface.
- Restore, enhance, and protect the riverbank and riparian areas from the ordinary low water line to the Riparian Setback Line boundary using plants appropriate to the local urban aquatic and riparian areas and zones, as depicted in Figure 4.
- Pursue funding for public/private partnerships to achieve riverbank re-shaping/benching, stabilization, and riparian and aquatic habitat restoration, as conceptually depicted in Figures 5a and 5b (also see Riverfront Linear Park objective).
- Establish policy for vegetation management of riverbank, riparian, wetland, and other natural resource areas through sustainable landscaping and controlling invasive species based upon introducing and supporting plants appropriate to the local urban aquatic and riparian areas and zones.
- Incorporate into the Glenwood Mixed-Use Riverfront Plan District and the Springfield EDSPM, as appropriate, riverfront/river bank design concepts for developing an urban river's edge along the Glenwood Riverfront that improves conditions for fish, wildlife, plants and people.

• Integrate natural resources, urban interface/built environment, and water resources management.

- Establish and maintain riparian habitat connectivity to the maximum extent practicable, while allowing for and managing appropriate and limited public access to the river, as well as sight lines through the riparian area, as depicted in Figure 6.
- Limit recreation and associated improvements within the Riparian and Willamette Greenway Setback areas to passive activities including, but not limited to: picnicking; pedestrian activities; bycycling; bird watching; fishing; educational, interpretive, and directional signage; and riverfront viewing.
- Locate a multi-use path at the outer most edge of the Riparian and Greenway Setback areas, to the maximum extent practicable.
- Allow for Low Impact Development approaches for Stormwater Quality Management facilities and/or wetland educational parks that establish or restore natural stormwater functions to be within the riparian boundary and setback, as depicted in Figures 7 and 8.

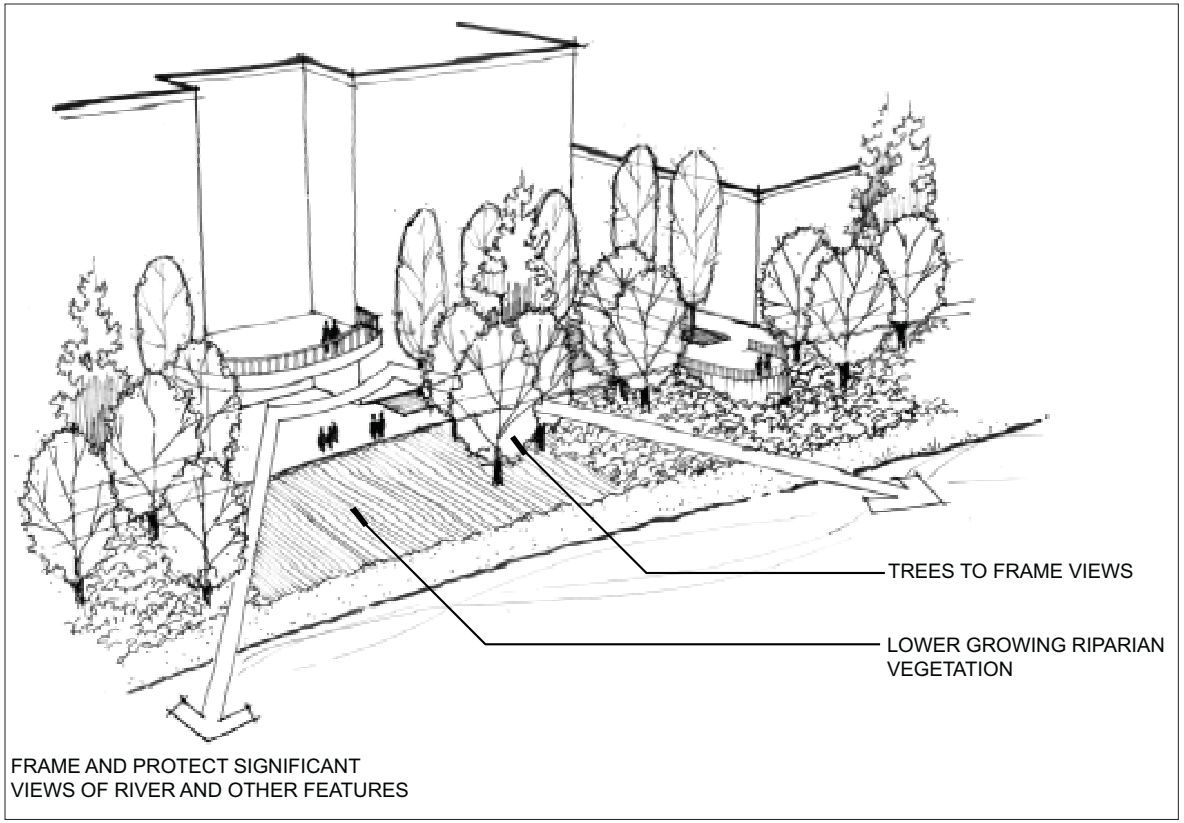


Figure 6

- Utilize the objectives, policy and implementation strategies listed in the Riverfront Linear Park section of this document.

Flood Plains

The Willamette River produced annual flooding that had a major impact on development in Glenwood until the 1950s. Overseen by the U.S. Army Corps of Engineers, dams at Hills Creek, Lookout Point, and Dexter were built on the upper Willamette to prevent annualized flooding. Much of the Glenwood Riverfront remains in a flood hazard area and the potential for flooding still exists during a major flood event. The possibility of dam failure also exists, although Corps officials stress that the likelihood of dam failure is remote. In 2004, Eugene and Springfield adopted a Multi-Jurisdictional Natural Hazards Mitigation Plan that covers each of the major natural and anthropogenic hazards, including riverine and urban flooding, that might pose a risk to the citizens, buildings, or infrastructure in the area. That plan was updated in 2009 in cooperation with the Oregon Partnership for Disaster Resilience and Oregon Emergency Management. Semi-annual reviews and full updates of the plan every five years are required by the Disaster Mitigation Act of 2000.

The Glenwood Riverfront has regulated flood plains identified by the Federal Emergency Management Agency (FEMA) through the National Flood Insurance Program. Flood plain development is regulated by the Springfield Development Code, in compliance with Statewide Planning Goal 7, and the National Flood Insurance Program. The flood plains mapped by FEMA along the Willamette River were established based on analyses done in the 1970's, with the maps becoming effective in 1985. The Springfield Development Code is amended, as needed, to maintain consistency with the National Flood Insurance Program. At the time of adoption of this Plan, efforts are being initiated to identify areas where flood plain studies and mapping need to be updated, such as the Glenwood Riverfront from the Union Pacific Railroad Trestle to the Interstate-5 Bridges.

Objective:

Protect private and public investment, health, safety, and welfare from riverine

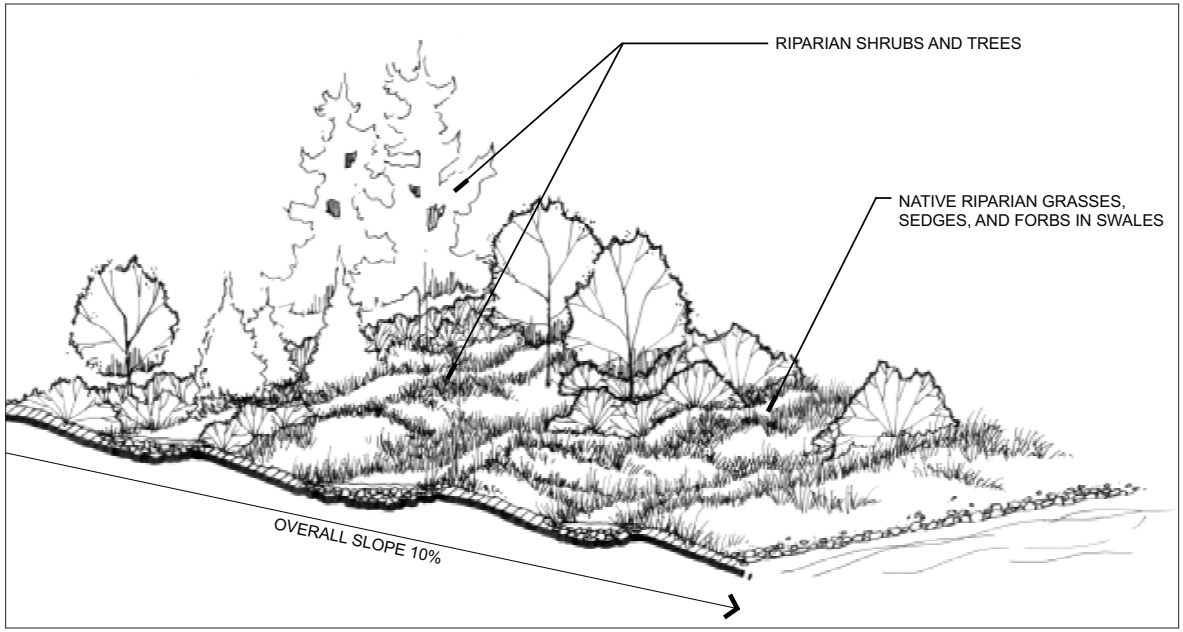
flooding through the implementation of development standards that incorporate the requirements of the National Flood Insurance Program.

Policies & Implementation Strategies:

- Restore, enhance, and protect the riverbank and riparian and wetland areas from encroachment and impact to their riverine flood control functionality during development or redevelopment.
  - Initiate the update of FEMA Floodplain Maps between the Union Pacific Railroad trestle and the I-5 Bridges.

Hillsides

Springfield's hillsides in general, and the Glenwood Riverfront's in particular (as depicted in Figure 9), shape its public realm; contribute to the green and healthy character of the City; maintain air and water quality and the integrity of the natural ecology; and provide aesthetic, historic, and cultural continuity. Hillsides attract development because they offer the opportunity for distant views and provide natural surroundings in an otherwise urban environment. While hillsides have potential private development value, they also have a role as an environmentally sensitive urban resource. Hillside protection as a natural resource is regulated by the Springfield Development Code and in the Springfield EDSPM. The purpose of Springfield's existing Hillside



Figures 7 and 8

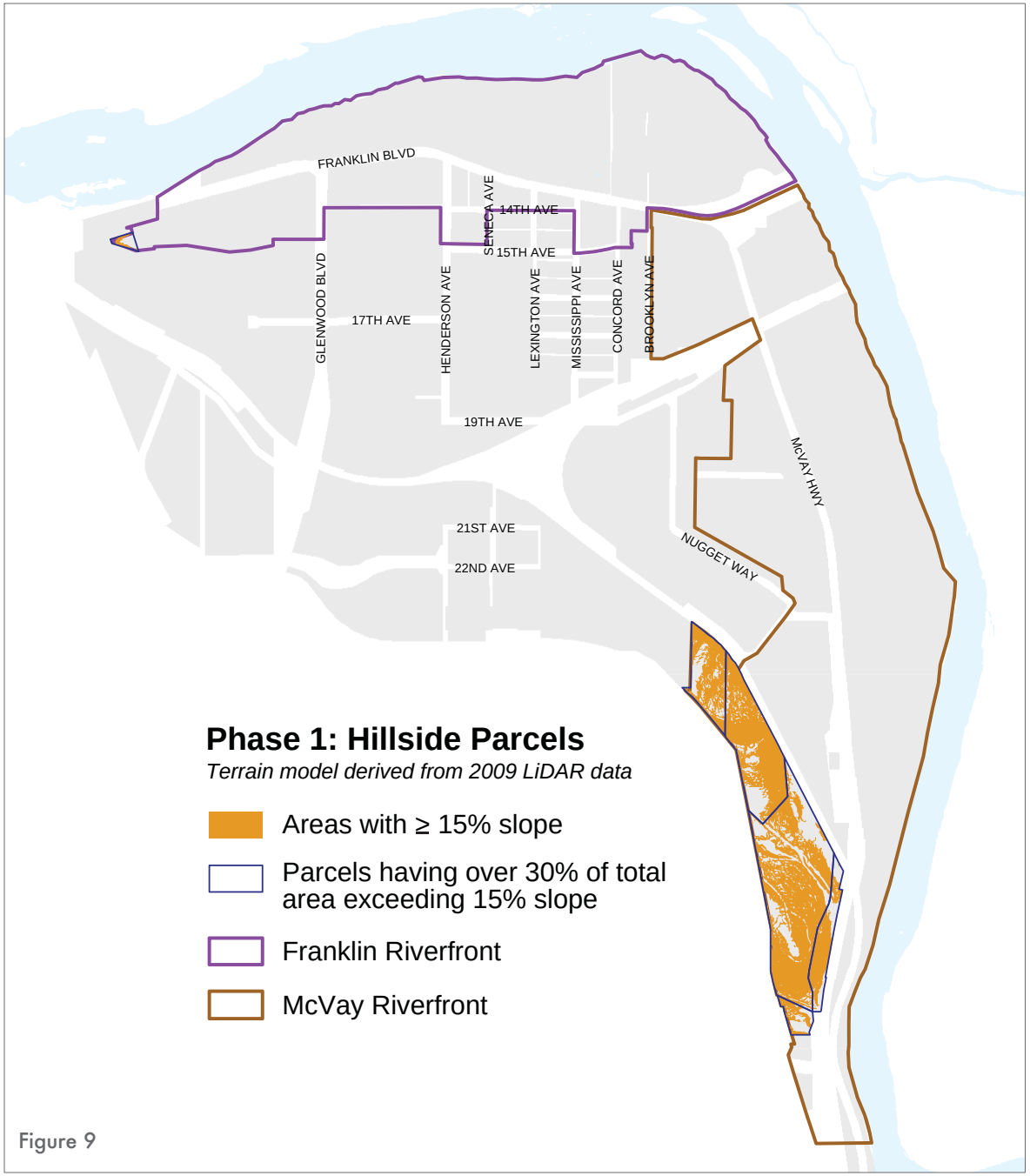


Figure 9

Development Overlay District is to allow responsible and safe development in these areas. The Hillside Development Overlay District applies to all zoning districts where the elevation of the land is over 670 feet and/or the slope of the land exceeds 15%. Developed hillsides can become more unstable when their vegetative cover is disturbed, mass grading occurs, or when the surface or subsurface hydrology is altered. Hillsides do not lend themselves to development easily; they impose development constraints and added costs, both public and private. Engineering solutions can be found to mitigate these destabilizing influences at increased development costs. Nevertheless, manmade solutions require maintenance, repair, replacement, or added public cost at some future time. Undeveloped wooded hillsides provide economic value by offering natural stormwater management, pollution control, and soil stabilization functions.

Wooded areas, regardless of their location in the urban setting, are especially valuable for the role they play in maintaining air quality. They can act as a carbon sink (defined as an environmental reservoir that absorbs and stores more carbon than it releases) thereby offsetting greenhouse gas emissions. Through providing shade, wind breaks, and evapotranspiration, trees and other types of vegetation can also help reduce energy demands and

abate the heat generating effect that cities have on runoff to streams and localized air temperatures.

Objective:

Preserve and enhance the natural beauty of the landscape by encouraging the maximum retention of natural hillside topographic features, such as open drainage ways, slope ridgelines, rock outcroppings, hillside vistas and viewpoints, trees, and other natural plant formations in order to retain the sense of identity and image that the hillside areas now impart to Glenwood and Springfield.

Policies & Implementation Strategies:

- Protect hillsides, as defined in the Springfield Development Code, from degradation during development.
  - Balance hillside development with conserving and promoting public health, safety, convenience, and general welfare by mimicking the pre-development hydrologic regime and managing soil stability incurred in the adjustment of the topography to meet development needs.
  - Use the best accepted design, architecture, landscape architecture, and civil engineering principles to preserve, enhance, and promote the existing and future appearance and resources of hillside areas.
  - Collaborate with property owners and private developers to preserve the viewshed and natural value of hillsides by soliciting voluntary land donation or acquisition through land trusts and other non-profit environmental organizations, or utilizing conservation easements to restrict development on portions of particular hillside areas.

Parks

Parks that are safe, attractive, and well-maintained increase the value of nearby development. They also provide economic benefits to homeowners, local governments, and developers. Parks can also support ecological functions by regulating ambient temperatures, filtering air, reducing noise, sequestering carbon, and attenuating stormwater runoff. Further, parks create opportunities for people to gather formally or informally to pursue recreation, leisure, and social activities. Living close to parks and other recreation facilities stimulates higher physical activity levels, greater time spent

outdoors, and an elevated sense of wellbeing for both adults and youth, and promotes citizens' connection to and sense of ownership and pride in their community.

Glenwood has a long history of providing park and recreation opportunities. James Park was dedicated in Glenwood as the first Willamalane park soon after the park district's formation in the 1940's. However, it is generally recognized that as development and population density increases, additional parks are needed, especially in the Glenwood Riverfront, as identified in the existing Glenwood Refinement Plan, the Willamalane Park and Recreation Comprehensive Plan, and the Glenwood Specific Area Plan. The Glenwood Riverfront provides a significant opportunity to meet the parkland need for existing and future residents and workers in Glenwood—as well as the public at large—as Glenwood redevelops. Phase 1 acknowledges parks as an amenity, a critical piece of urban infrastructure, and an opportunity to enhance natural resources and stormwater management and have a positive effect on nearby property values.

This Plan includes policies to ensure that the redevelopment of the Glenwood Riverfront into a significant, new mixed-use neighborhood will be supported and enhanced by the presence of and access to nearby parks and open space. It is important to provide parks that will make the Glenwood area attractive to families with young children, to the aging population, and to other segments of Springfield's existing and future population. The policies in this Plan were developed in collaboration with Willamalane staff and are supported by research findings on the value, design, and use of neighborhood urban parks in the context of high-density mixed-use development. For instance, parks recommendations take into consideration the community's prioritization of outdoor recreation features listed in Willamalane's 2011 Draft Community Needs Assessment (CNA) for the update to their Park and Recreation Comprehensive Plan, including outdoor water playgrounds and riverfront access points (tied for first) and community gardens (ranked second).

This Refinement Plan acknowledges that parks are not just highly desirable and essential amenities, but are also critical urban infrastructure. Well-designed and located parks can also provide multi-functional spaces where opportunities to enhance natural resources and stormwater management can occur. Setting aside land for parks can accommodate particular infrastructure development —such as stormwater management facilities—in the public realm, thus reducing the need to provide such features on the development site. To achieve these ends, Plan policies require designation of sufficient parkland acreage to accompany future residential mixed-use development, development

of neighborhood urban park blocks, and development of a linear park with a multi-use path along the Glenwood Riverfront to be incorporated into redevelopment plans.

Neighborhood Urban Park Blocks

Research on transit-oriented development has revealed that a primary driver of resident satisfaction with their dense, built environment is access to high quality parks and other forms of open space that provide visual and physical relief from the built environment. The Willamalane Park and Recreation Comprehensive Plan specifically identifies the need for park and recreation facilities in coordination with increased residential density and nodal development in the Glenwood Riverfront. The 2011 draft CNA associated with an update to the Willamalane plan mentions that the development of close-to-home neighborhood parks was identified as the third (out of seven) most important projects for Springfield. In addition, Springfield's Residential Land and Housing Needs Analysis directs the designation of at least seven gross acres of high-density residential land for public/semi-public uses to support a minimum need of 21 gross acres of land designated for high-density residential uses in the Glenwood Riverfront. This public/semi-public land allocation will provide public open space for the higher density development and regional/metropolitan open space needs, as well as any necessary public/semi-public facilities, including but not limited to: local and state government facilities; schools; hospitals; and non-profit organizations.

Neighborhood urban park blocks in the Franklin Riverfront are intended to make the economic, social, health, and environmental benefits of neighborhood parks available for residents and workers of surrounding mixed-use development, as well as the general public. The park blocks also aim to create a complementary situation where residents, employees, and visitors have access to natural light and green space, and, in turn, the park space is activated by nearby residents and commercial activities, adding vitality, excitement, and safety to such spaces. The park blocks, which are bordered by north-south streets, are essential for providing continuous physical and visual connections from Franklin Boulevard to the Willamette River. They are also a key component in helping to develop district identity, serving as a recognizable centerpiece of the neighborhood and a focus for activities. In fact, Willamalane's 2011 Draft CNA for the update to their Park and Recreation Comprehensive Plan states that parks that have ample street frontage and good visibility tend to be more heavily used and suffer less abuse and vandalism than parks that are 'hidden' by development. The park blocks will be an attractor for visitors, and will provide usable recreational spaces for leisure activities and gatherings that may relieve user pressure from more sensitive natural areas along

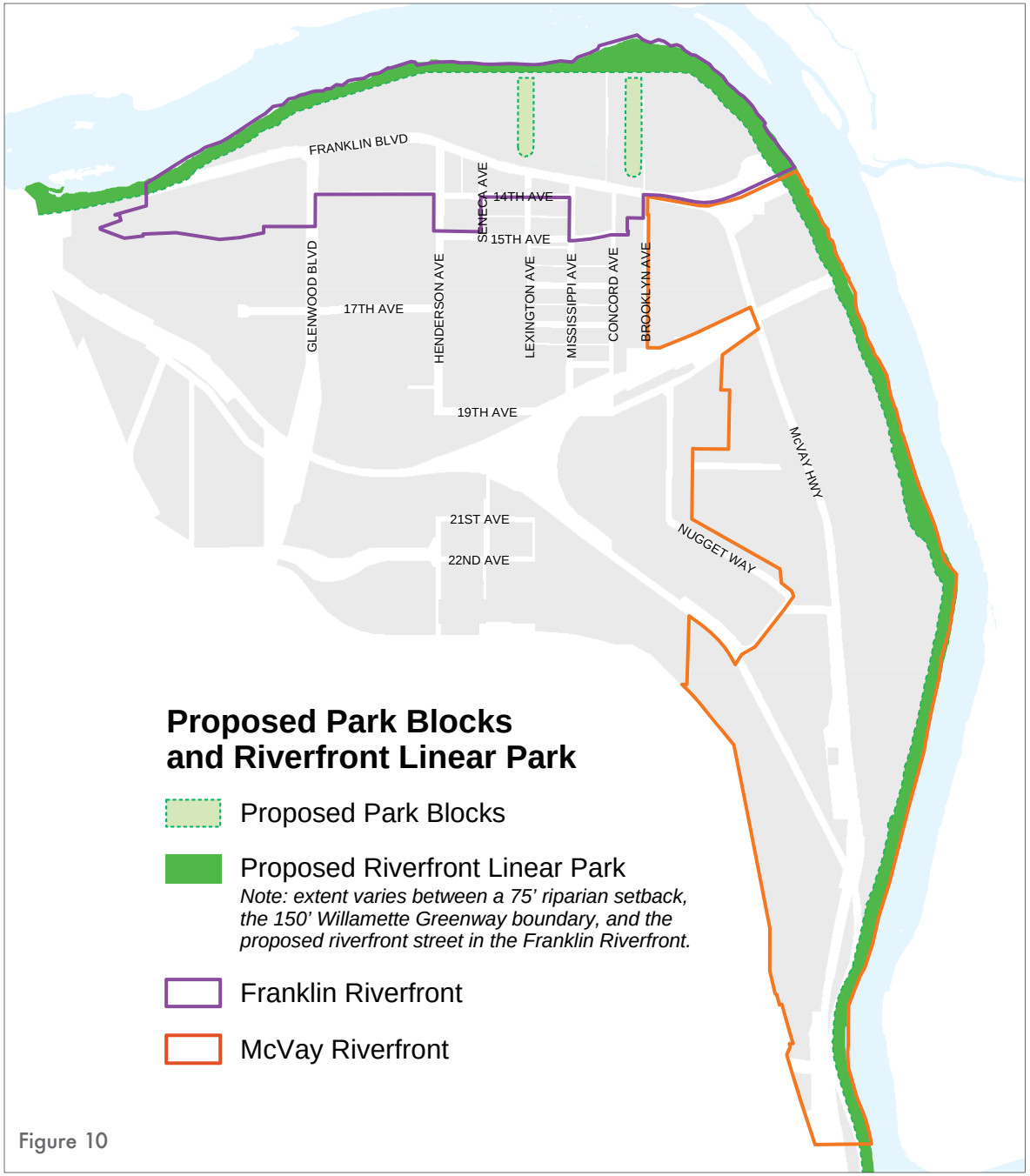


Figure 10

the river. Furthermore, and because of the Franklin Riverfront's terrain, the park blocks provide options for stormwater management and opportunities to raise public awareness about the relationship between stormwater management and natural resource protection. Due to design factors associated with achieving this array of functions and values within the park blocks, a minimum width of 150 feet will be required for each park block.

Objective:

Provide centrally located and adequate public park blocks to serve residents of High-Density Residential Mixed-Use development in the Franklin Riverfront and the general public, as an essential quality of life attribute that provides a visual and physical connection between Franklin Boulevard and the Willamette River and that also may be used for stormwater management.

Policies & Implementation Strategies:

- Collaborate with Willamalane, property owners, and private developers to locate park blocks extending north from Franklin Boulevard's access lanes to the riverfront street between the northern extension of Henderson Avenue and McVay Highway, as conceptually depicted in Figure 10.

Figure 11

- Size the park blocks to compatibly meet recreation, pedestrian connectivity, and stormwater management needs, with a minimum 150-foot width from face of curb to face of curb.
- Consider park user safety when designing stormwater management facilities in the park blocks.
- Balance the space and configuration needed for functional, attractive, and educational stormwater management facilities with the space and configuration needed for functional, attractive, and educational active and passive park space.

• Partner with Willamalane to ensure that the park blocks are designed to be safe, attractive, comfortable, and accessible for a wide range of potential users; to meet a variety of active and passive recreational needs throughout the year; and to be adaptable to changing needs and uses of surrounding buildings, as conceptually depicted in Figures 11, 12, and 13.

- Provide appropriate pedestrian circulation to, through, and around these public open spaces, including, but not limited to: walkways; pathways; and sidewalks buffered from vehicular traffic.
- Create unique identities for public open space areas by featuring distinctive design elements in seating, lighting, paving, interpretive kiosks, and public art.
- Utilize a combination of maintenance friendly hard-surfaced areas, landscaping, and vegetation that is adapted for survival and growth in the Eugene-Springfield area and/or, where required, as listed in the Springfield EDSPM.
- Provide areas to congregate and socialize formally and informally by utilizing amenities including, but not limited to: park furniture; picnic tables; benches; seating areas; restroom and maintenance facilities; and opportunities to accommodate outdoor entertainment, public gatherings, and exhibition/display areas.
- Consider accommodating additional outdoor seating areas for: café patrons along the park blocks street frontage; and/or mobile food kiosks or pushcarts within the park blocks.
- Provide active recreational opportunities for exercise or informal, unstructured, non-organized recreation activities, including, but not limited to: informal play areas for outdoor games; and pet and children's play areas.
- Provide passive recreational opportunities for: picnicking; strolling and viewing; sitting; reading; and passive games.

Figure 12

- Consider establishing community garden space.

Riverfront Linear Park

The Willamalane Park and Recreation Comprehensive Plan identifies a need for outdoor recreational facilities in Glenwood, including a mult-iuse riverfront park and a multi-use path/linear park along the Willamette River. Linear parks provide public access to trail-oriented activities, which may include walking, running, bicycling, and skating, and they also may provide neighborhood recreation facilities where adequate space is available. Another key component of linear parks is a corridor of open space planned for environmental or scenic protection. A linear park that provides tree cover, wildlife habitat, and riparian buffers can reduce stormwater runoff and the potential

Figure 13

for localized and riverine flooding, protect water quality, link habitat fragments, and preserve biological diversity along watercourses.

This Plan envisions a continuous linear park along the Glenwood Riverfront, from the Interstate-5 bridges to the southern tip of Springfield's Urban Growth Boundary, as conceptually depicted in Figure 10. In most places its width will approximately coincide with the 75-foot wide Riparian and Willamette Greenway Setback area. In the Franklin Riverfront, where there is greater distance between the river and the proposed street grid, the linear park may be approximately 150 feet in width from top of bank. The proposed multi-use path passing through the linear park will be a critical link in the regional path system connecting Eugene, Springfield, and, potentially, the Howard Buford Recreation Area and Mount Pisgah. The alignment of the linear park along the proposed east-west Riverfront Street is intended to bring high visibility and public

access to the park. Willamalane's 2011 Draft CNA for the update to their Park and Recreation Comprehensive Plan states that parks that have ample street frontage and good visibility tend to be more heavily used and suffer less abuse and vandalism than parks that are 'hidden' by development.

Objective:

Establish a linear park with a multi-use path along the Willamette River in the Glenwood Riverfront that is sensitive to riparian areas, wetlands, and scenic values and appropriate in size and type for the surrounding urban environment in order to: bring people and activity to the riverfront; augment the existing natural and recreational Willamette River open space corridor in the region; promote tourism; and enable recreational/educational appreciation of Glenwood's natural resources and open space/scenic areas.

Policies and Implementation Strategies:

- Collaborate with Willamalane and others as appropriate to: develop river edge variety along the linear park corridor, as conceptually depicted in Figures 10 and 14; protect lands within the coterminus Riparian and Willamette Greenway Setback area; integrate a variety of passive recreation spaces with abutting natural resources; and implement riparian protection and enhancement measures and stormwater management features.
  - Provide appropriate bicycle and pedestrian circulation, including pedestrian paths and a multi-use path, to and through public open space areas for a wide range of potential users.
  - Create scenic river overlooks and viewpoints with safe public access that include clearings and long views through the coterminus Riparian and Willamette Greenway Setback area in the vicinity of the intersection of the north-south streets and the park blocks with the riverfront street in the Franklin Riverfront, and no more than one-half mile apart in the McVay Riverfront. Provide amenities including, but not limited to benches and seating areas along the multi-use path, where appropriate.
  - Create multiple viewsheds through the riparian area at various elevations by utilizing a mix of understory and canopy vegetation, including the clustering of trees, to discourage illegal activities and to visually connect the development areas with the Willamette River and the remainder of Springfield.

Figure 14

- Require development and/or redevelopment to avoid restricting access to the Riverfront Linear Park and to avoid or minimize obstructing scenic views of the Willamette River corridor.
- Provide opportunities for passive recreation including, but not limited to: picnicking; sitting; reading; and wildlife viewing by utilizing features such as park furniture, picnic tables, benches, seating areas, and restroom facilities.
- Create unique identities for the public open space including, but not limited to featuring distinctive design elements in seating, lighting, paving, interpretive kiosks, and public art.

- Establish an educational component for the linear park to include the natural and cultural history of the Glenwood Riverfront.
- Utilize a combination of hard-surfaced areas, landscaping, and natural vegetation that is adapted for survival and growth in the Eugene-Springfield area and is maintenance friendly.
- Utilize riverbank stabilization strategies that enhance the river and riverbank ecosystems. Ensure that riverbank plantings provide habitat value while preserving views.
- Integrate a variety of vegetation, above and below the top of bank, that supports the riverbank and riverbank habitats.
- Utilize riparian setback areas for stormwater management and water quality treatment, as described in the Stormwater Quality Management section of this Chapter.

Stormwater Quality Management

Springfield's Stormwater Management System includes the structures, facilities, and practices utilized by the City and/or a development to control and manage the quantity and quality of groundwater discharges and surface water run-off, including stormwater run-off, non-storm generated run-off, and floodwaters. Rather than simply piping collected storm water from developed areas and discharging it directly into the Willamette River, the most cost-effective strategies for managing the quality of the runoff are to direct runoff through vegetative treatment facilities that are incorporated into the urban landscape. Considering the opportunities for using public open space for improving stormwater quality, this Chapter discusses Stormwater Quality Management while the Public Facilities and Services Chapter discusses Stormwater Collection and Conveyance Management.

The purpose of stormwater quality management is to mitigate the negative effects of urbanization runoff on the hydrologic cycle. Urbanization of a watershed increases pollutants such as oil, litter, silt from construction, and many types of heavy metals and chemicals. These combined pollutants can have severe impacts on receiving waters and associated vegetation, fish and wildlife. In addition, there are further negative impacts on water quality such as increased water temperature, higher total volume of runoff, and how quickly that runoff reaches the receiving waters. Increases in flow and

volume also result in increased erosion and can cause or exacerbate localized flooding downstream.

Through the Federal Clean Water Act, there are several requirements that must be met by municipalities for stormwater runoff within their boundaries. The Oregon Department of Environmental Quality administers these requirements using a Federal Municipal Separate Storm Sewer System (MS4) Permit issued to Springfield. This Permit allows Springfield to discharge runoff from the public stormwater system to both the McKenzie and Willamette Rivers. As a result of these requirements, all new and redevelopment sites must address Springfield's stormwater requirements for volume control, flow duration, and on-site water quality, as described in the adopted stormwater management policy contained in the City's Stormwater Management Plan. As development and redevelopment occur, developers will be required to consider and implement appropriate on-site measures to minimize localized flooding, pollution, and increases in flow to downstream receiving waters. Where these objectives are not attainable, an analysis of the cumulative drainage impacts of the development on affected downstream owners will be required along with recommended mitigation measures. One way of achieving these policy objectives is by applying Low Impact Development (LID) approaches.

LID includes innovative stormwater management approaches with a basic principle that is modeled after nature: manage stormwater runoff on-site, at its source, with the goal of mimicking predevelopment hydrology by using design techniques that infiltrate, filter, store, evaporate, and detain runoff. The result is a hydrologically functional landscape that generates less surface runoff, pollution and erosion, and maintains existing hydrology of natural areas and rivers. LID has numerous benefits and advantages over conventional stormwater management approaches by directing stormwater toward small-scale systems that are dispersed throughout the site with the purpose of managing water in an evenly-distributed manner. Opportunities to apply LID principles and practices are plentiful since any surface feature of the urban landscape (including open space, rooftops, streetscapes, surface parking lots, sidewalks, and medians) can be modified to control runoff and/or reduce the introduction of pollution. These distributed systems also allow for reduction or elimination of stormwater ponds, curbs and gutters, and piping, thereby saving on infrastructure and storm conveyance costs. The technologies are tested, proven, and have been used successfully for many years in other parts of the Eugene-Springfield area, as well as in dense, urban locations in the United States (such as Seattle, Portland and Chicago) and numerous locations in Europe and Asia.

The Glenwood Riverfront is well suited to this approach to stormwater management. The soils in the area tend to have a high infiltration capacity and this has allowed Glenwood to develop to its current state without any large-scale stormwater infrastructure. Installing a traditional stormwater system consisting of above- and below-ground conveyance pipes that would discharge into the Willamette River would be prohibitively expensive. Such a traditional system also requires a large footprint of land that otherwise could be utilized for additional development and, once installed, is expensive and difficult to maintain for both function and pollution reduction. LIDs are usually fully integrated into required landscaping and setback areas and, as such, do not normally require any additional maintenance above/beyond the existing requirements for a developed area.

Objective:

Use LID stormwater elements to replicate the hydrologic cycle processes that have been lost in urban areas to manage stormwater discharges; integrate site development with the public infrastructure, transportation facilities, proposed park blocks, and Riparian and Willamette Greenway Setback area; and integrate Springfield's Stormwater Management Plan standards with the anticipated high intensity development levels in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Ensure adequate Stormwater Quality Management planning, emphasizing the natural hydrologic processes that minimize negative impacts on water quality, flow volumes, duration, and quantity resulting from development and redevelopment.
  - Capture the first one inch of rainfall in a 24-hour period through the use of on-site LID techniques.
  - Utilize techniques that slow and retain stormwater runoff on-site, in order to reduce peak storm flows.
  - Reduce impervious surfaces by using techniques including, but not limited to: permeable surfaces; green roofs; and narrow streets.
  - Utilize techniques for filtering contaminants from surface runoff, before it enters the Willamette River, to protect and enhance water quality.
  - Utilize the Riparian Setback for stormwater filtering, groundwater recharge, and overland sheet flows, where possible.

- Utilize planting standards found in the Springfield EDSPM for vegetative treatment and riparian areas.
- Integrate innovative stormwater management systems into the site design by using green roofs, the incorporation of pervious surfaces, and other systems that reuse stormwater to irrigate landscape plantings.
- Utilize portions of the park block areas for treatment of stormwater runoff from adjacent streets and conveyance of treated stormwater to management and/or water quality treatment areas.
- Initiate a Stormwater Capital Improvement Plan project for improving stormwater capacity and riparian habitat along selected existing sloughs and waterways in the Glenwood Riverfront.
- Provide requirements and incentives for green infrastructure for stormwater management including, but not limited to: legalizing all types of green infrastructure, particularly for downspout disconnection and rainwater harvesting through building code policies or amendments; and establishing payment-in-lieu for developing off-site and nearby neighborhood or semi-regional stormwater management facilities.

[1]A view of a river and the land surrounding or adjacent to it.

[2]In March 2010, the Oregon Department of Environmental Quality produced a cost estimate for riparian restoration that establishes a per acre cost range for Springfield that equates to an average cost under $50 per linear foot of bank. Oregon Department of Transportation construction cost estimating tables from April 2011 and analysis by Clean Water Services of stream restorations support this cost estimate.

Exhibit C-120

Housing and Economic Development

There is a growing consensus that communities that provide housing for a mix of incomes produce better economic, social, and environmental outcomes for all residents. Mixed-income housing - whether provided within a single project or a neighborhood - makes it possible for people of all incomes to live in safe neighborhoods near well-funded schools and good city services, with greater access to a wider variety of jobs and opportunities.

- The Center for Transit-Oriented Development

Housing and Economic Development

Introduction

Housing

Statewide Planning Goal 10, Housing, requires Springfield to provide an adequate land base to accommodate a full range of choice in housing type, density, cost, and location throughout the City to meet the community's housing needs. Springfield has historically addressed this requirement through its residential land use designations updated periodically through the Metro Plan. In 2007, the Oregon Legislature passed House Bill 3337, which required Eugene and Springfield to establish separate UGBs that included separate 20 year residential lands inventories for each city. In response to House Bill 3337, Springfield conducted a study to determine the City's housing needs for 2010-2030 and to evaluate the sufficiency of land available for residential uses within Springfield's UGB. The adopted study, the Springfield Residential Land and Housing Needs Analysis (RLHNA) is the basis upon which the adopted Springfield 2030 Residential Land Use and Housing Element were developed.

As described in the Land Use Chapter, the adopted Springfield RLHNA identified a deficit of 28 gross acres for high-density residential uses and associated public/semi-public land intended to provide public open space for the higher density development, as well as any needed supporting public facilities. To address this deficit, Implementation Action 2.1 in the Springfield 2030 Residential Land Use and Housing Element directs the City Council to re-designate at least 28 additional gross buildable acres as part of Glenwood Phase I (seven acres of which are intended to provide public open space for the higher density development, as well as any needed supporting public facilities). Implementation Action 2.2 directs Springfield to support development of additional high-density residential uses adjacent to commercial and employment areas. The Land Use Chapter therefore directs the designation of 33.26 gross acres with a minimum density of 50 net dwelling units per acre in the Glenwood Riverfront as Residential Mixed-Use to provide housing choice for Springfield residents and ensure that Springfield's high-density housing needs can be met through annexation and redevelopment, consistent with the City's adopted housing policies. The Housing Section of this Chapter contains additional policies intended to: enhance the progress of high-density residential development; facilitate the development of a neighborhood where residents from a range of economic levels, household sizes, and ages can choose to live; address the impact of redevelopment on existing manufactured home park

residents; ensure existing housing meets current Building, Fire, and Health codes; and support the preservation, rehabilitation, and maintenance of existing housingover the Plan period.

Economic Development

Springfield is a business-oriented city. The City is undergoing revitalization, with on-going redevelopment efforts in Downtown and Glenwood, and the recent opening of the hospital at RiverBend. The City's vision for economic growth over the next 20 years, as articulated in the adopted CIBL, combines sustaining existing businesses and helping them expand, and embracing a broad variety of new opportunities for growth.

The CIBL, which is intended to guide planning studies and land use actions in Springfield, including the Glenwood Refinement Plan, summarizes Springfield's economic development strategy as follows:

- Facilitate the redevelopment of Downtown Springfield and Glenwood through strategic infrastructure and other investments from programs such as urban renewal and planning for redevelopment.
- Provide sites with a variety of characteristics to meet both commercial and industrial economic opportunities, including sites that are available for relatively fast development and large sites for major employers.
- Use land within the existing urban growth boundary efficiently, through promoting redevelopment, infill development, and dense development in nodal areas. The study assumes that over half of new employment during the planning period will located on lands that are already developed.
- Provide infrastructure efficiently and fairly by coordinating capital improvement planning with economic development planning.
- Support and assist existing businesses within Springfield by assessing what help they need and developing programs to respond to these needs.
- Attract and develop new businesses, especially those related to regional business clusters. The City would like to build on the developing health care sector, promote development of high-tech industries, and attract sustainable businesses.
- Maintain flexibility in planning through providing efficient services and developing flexible policies to respond to the changing needs of businesses.

The CIBL also articulates the types of industries that Springfield wants to attract as having the following attributes: high-wage, stable jobs with benefits; jobs requiring skilled and unskilled labor; employers in a range of industries that will contribute to a diverse economy; and industries that are comparable with Springfield's community values. Springfield's 'target industries' include: medical services; services for seniors; small scale manufacturing; call centers; back-office functions; tourism; specialty food processing; high-tech; professional and technical services; green businesses; corporate headquarters; and services for residents. Springfield's attributes that may attract these types of firms are: proximity to Interstate-5, high quality of life, proximity to the University of Oregon, the presence of the RiverBend campus, positive business climate, availability of skilled and semi-skilled labor, and proximity to indoor and outdoor recreational opportunities.

The CIBL added that "consistent with City Council policies, the areas that are expected to have the most redevelopment in the plan period are in Glenwood, especially along the Willamette Riverfront and Franklin/McVay corridor[1], and the Downtown Urban Renewal District." The proposed Employment Mixed-Use, Office Mixed-Use, and Commercial Mixed-Use refinement plan designations and zoning described in the Land Use Chapter respond accordingly. However, meeting Statewide Planning Goal 9, Economic Development, requires not only providing an adequate land supply for a 20-year supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial uses, but also policies regarding opportunities for a variety of economic activities vital to the health, welfare, and prosperity of citizens. The Economic Development section of this Chapter addresses the latter half of this requirement.

Housing

As discussed in the Land Use Chapter, land in the core of the Glenwood Riverfront is intended for the development of an urban high-density residential mixed-use neighborhood that:

- capitalizes on the proximity of transit stations serving a high-frequency transit corridor; existing and future job centers; and Springfield's and Eugene's downtowns;
- takes advantage of riverfront views and unique development opportunities;
- provides additional and diverse housing choices for area residents;
- leverages the high level of public investment in infrastructure that has occurred or is planned in the Glenwood Riverfront; and

- helps meet an identified deficiency in high-density residential land in Springfield.

Achieving the community vision for this neighborhood also requires an auto, pedestrian, and bicycle circulation pattern and open space framework that supports high-density residential mixed-use development, as described in the Transportation and Open Space Chapters. Implementation of the proposed streets and open space amenities is intended to create a contiguous public realm that complements, supports, and focuses the future residential mixed-use activities in the Glenwood Riverfront; these mixed uses and the public realm can, over time, mature into a quality riverfront neighborhood.

New Housing Development

The Residential Mixed-Use designation in the Glenwood Riverfront, coupled with the proximity of that area to transit stations serving a high-frequency transit corridor, existing and future job centers, riverfront views, and unique development opportunities, provides an outstanding environment to stimulate residential development interest. Acknowledging that converting interest into action requires strong public/private partnerships, the Glenwood Urban Renewal Plan authorizes the Springfield Economic Development Agency (SEDA) to assist private, non-profit, and public developers in acquiring land and developing new housing and related infrastructure in the Glenwood Riverfront.

Sustainable neighborhoods must be inclusive and provide housing and employment opportunities for people of all races, ethnicities, ages, disability status, and income levels. Due to the Glenwood Riverfront's unique and desirable central location in the region, natural amenities and access to employers and institutions, housing developed in the Residential Mixed-Use area may be out of reach for low- and moderate-income persons[2] unless proactive measures, implemented through the policies and implementation strategies below, are taken to facilitate the development of new affordable housing[3] in this area. These housing units would also provide an opportunity for potentially displaced Glenwood residents to continue to live in affordable dwellings located in a desirable riverfront setting near their current neighborhoods.

Transportation is the second highest household cost behind shelter, so reducing transportation costs, especially for low- and moderate-income families, frees up income for housing and other essential household expenses, provides affordable access to jobs, and offers convenience if services cluster nearby in mixed-use areas. Requiring housing developers to provide parking onsite or nearby increases development costs and makes the resulting housing less affordable. To help encourage reduced vehicle

usage and provide for more choice on housing costs, this section also includes policy direction to evaluate and develop special parking standards. In coordination with the policy direction included in the Transportation Chapter, these standards should provide sufficient parking to meet demand while supporting Plan goals for housing and multi-modal transportation.

Objective:

Facilitate the development of new high-density housing units, including affordable housing units, that enable residents from a wide range of economic levels, household sizes, and ages to live in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Provide financial incentives for the development of new high-density housing units, including affordable housing units, through SEDA's tax increment-funded programs, as funding becomes available.
  - Pursue opportunities to collaborate with SEDA to set aside captured tax increment funds for the development of affordable housing.
  - Explore the feasibility of collaborating with SEDA to require the execution of some form of a 'Community Benefit Agreement'[4] for housing development that receives financial support from SEDA.
  - Explore the feasibility of collaborating with SEDA to require new high-density housing units developed with the assistance of SEDA to provide a variety of unit sizes and occupancy opportunities.
- Provide financial incentives for the development of new high-density affordable housing units through local, state, and federally-funded housing and community development programs, as annexation occurs and funding becomes available.
  - Explore the feasibility of requiring new high-density housing units developed with the assistance of housing and community development programs to provide a variety of unit sizes and occupancy opportunities.
  - Consider prioritizing housing and community development investments for qualified housing and community development projects.
  - Explore the possibility of partnering with Eugene and Lane County, through the Intergovernmental Housing Policy Board, to establish a regional housing trust fund[5].

  - Establish a Vertical Housing Development Zone[6].
  - Seek opportunities to landbank for affordable housing development.
  - Pursue opportunities to incentivize and support future innovative affordable housing options that may arise over the course of the Plan period.
- Prioritize and offer opportunities for Glenwood residents who qualify for new Springfield- and SEDA-assisted housing to relocate to such housing units.
- Scope and plan projects to effectively develop and implement programs that provide development incentives, such as density bonuses, to developers that agree to include affordable housing in their development mix.
- Evaluate and develop parking standards for inclusion in the Glenwood Riverfront Mixed-Use Plan District that: support Plan goals for housing that meet the needs of a range of households and supports multi-modal transportation choice; maximize efficient and economical use of the residential land supply; and provide sufficient parking to meet demand, in conjunction with an access system that provides balanced travel mode options.

Existing Housing Stock

Manufactured Home Parks

At the time this Plan was prepared, over 60% of Glenwood's housing stock was comprised of travel trailers, mobile homes, and other manufactured dwelling units, many of which are located in the Glenwood Riverfront. Given the age, variety, and limited durability of these types of units, manufactured home park owners in the Glenwood Riverfront will face increased pressure to redevelop their land for more valuable mixed uses. Further, most of the manufactured home parks in the Glenwood Riverfront are served by aging and marginal onsite septic systems. As these systems fail, owners will face considerable expense to annex and connect to the public wastewater system. These costs may factor into owners' decisions to close existing manufactured home parks.

Most existing manufactured home parks in the Glenwood Riverfront are now pre-existing non-conforming uses, either by zoning, plan designation, or both. As an example, if a developer came to Springfield to redevelop a mobile home park consistent with current zoning, prior to Plan adoption, (e.g., an industrial use on a property zoned and designated for that use), the same State regulations and levels of local assistance for displaced residents discussed above will apply. These mobile

homes may remain as pre-existing non-conforming uses until such time the properties are redeveloped.

Objective:

Provide assistance to manufactured home park residents possibly displaced by the redevelopment of property in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Allow existing residential uses in manufactured home parks to continue under the pre-existing non-conforming use provisions of the Springfield Development Code.
- Rely on State laws and regulations, while responding with applicable referrals to available services, to address the needs of individual manufactured home park tenants.
- Consider providing financial assistance for mandated expenses of relocation or displacement of residents from potentially closed manufactured home parks through SEDA's tax increment-funded programs, as funding becomes available.
- Explore the feasibility of partnering with a non-profit or for-profit entity to acquire land and develop a new manufactured home park in Springfield or other affordable housing opportunities for relocating potentially displaced manufactured home park residents.

Single Dwelling Units

Ten parcels comprising 1.42 acres in the Glenwood Riverfront contain single family dwelling units on land that was zoned and designated for residential uses prior to adoption of this Plan. This Plan designates these parcels as Employment Mixed-Use in the event of redevelopment during the Plan period, for the reasons described in the Land Use Chapter. Until such time as redevelopment occurs, these single family dwelling units may remain as pre-existing, non-conforming uses.

A majority of the housing stock in Glenwood is in need of major repair, and the need for rehabilitation, weatherization, and major system upgrades increases as the housing ages. In the event that emergency repairs are needed on these single family housing units, certain low-income property owners could be eligible for Federal housing and community development programs managed by Springfield and other public agencies. While these programs may change and/or evolve over time, Springfield has made many of these or similar programs available to the residents of Springfield over the

past 30 years and anticipates continuing to do so, subject to continued Federal funding support. The Emergency Home Repair Program provides financial support for urgent home repairs to enhance health, safety, or accessibility, and the Springfield Home Improvement Program provides financial support for substantial home repairs.

In 2006, SEDA initiated a tax-increment funded Glenwood Residential Improvement Program, which is designed to provide low- and very low- income Glenwood residents the means to perform major repairs to their owner-occupied single family and duplex structures. Homeowners with qualifying homes on these single unit parcels in Glenwood Phase I may be eligible for this program. Further, Federal housing and community development programs managed by Springfield, and tax-increment funded programs managed by SEDA, may be used to provide financial incentives to income-qualified property owners to connect to public infrastructure, such as public wastewater facilities.

In the event these parcels are annexed for emergency health and safety purposes, additional Federal housing and community development programs provided by the City will be made available to income-qualified residents and property owners. These programs currently include: the Chore Program, which provides financial assistance towards home and yard maintenance for senior and disabled homeowners; the Springfield Home Ownership Program, which provides financial support for first-time homebuyers; and the Emergency Rental Assistance Program, which provides one-time emergency assistance to residents facing eviction for non-payment of rent.

Objective:

Support the maintenance of safe and sanitary existing single family dwelling units in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Allow existing residential uses to continue under the pre-existing non-conforming use provisions of the Springfield Development Code.
- Continue existing programs designed to help improve the housing stock through Federal housing and community development programs and tax increment funded programs.

Economic Development

Glenwood makes up about seven percent of Springfield's UGB and contributes about nine percent of the jobs in Springfield. An economic development survey performed

by Springfield in 2009 showed locally and regionally significant firms in Glenwood employ nearly 2,000 people in a variety of businesses. With its central location and access to I-5, Glenwood's economic activity depends on and relates to activity in the Eugene-Springfield metropolitan area and to the larger regional economic base of Lane County and other nearby Willamette Valley counties. Consequently, Glenwood's underdeveloped riverfront sites position this area for significant commercial, mixed-use, and industrial redevelopment. The key to Glenwood's redevelopment will emerge through timely and appropriate responses: by Springfield and its urban renewal agency (SEDA) to development challenges; by private sector market responses to opportunities emerging in Glenwood; and by the community working together to overcome the many challenges inherent to the redevelopment process.

Economic development in Glenwood is linked to similar goals, strategies, programs, efforts, and policies applicable elsewhere in Springfield and its UGB. Springfield's adopted Economic Development Plan, Springfield Enterprise Zone, Glenwood Urban Renewal Plan, and CIBL describe Springfield's general approach to development, incentives, investments, and strategies. It is anticipated that Springfield will continue to prioritize future development and redevelopment of the Glenwood Riverfront, including continued growth of existing businesses as well as the recruitment of new businesses, as detailed in the policies and implementation strategies below. At the same time, there are many advantages and challenges to development and redevelopment in the Glenwood Riverfront.

Comparative Advantages

The Glenwood Riverfront provides significant comparative advantages over other areas of the region. These advantages enhance the economic development potential for Springfield and the Eugene-Springfield metropolitan area. The following characteristics of the area have already–and will continue to–make it a focal point of development and job creation:

- The Glenwood Riverfront's circulation network links population centers of Eugene and Springfield to one another and to the entire region, and provides quick access to and within residential, commercial, industrial, and recreational areas. For example: the I-5/Glenwood Boulevard interchange serves traffic entering and exiting both Eugene and Springfield; Franklin Boulevard serves traffic flowing east and west between the two cities; the I-5/McVay Highway interchange serves traffic coming and going via I-5 and Lane Community College; and lower traffic volume streets serve the internal residential and industrial areas.

- Due to their location within the existing circulation network, the Glenwood Riverfront's primary transportation intersections, at Glenwood Boulevard/Franklin Boulevard and Franklin Boulevard/McVay Highway, have been, and will continue to be, the focus of redevelopment and new development. Both of these intersections provide the most direct links between the major Eugene and Springfield population centers, regional commercial developments, the Glenwood Riverfront, and interior industrial sites.
- Public facilities, utilities, and services are in place, planned for ready availability, or can be efficiently provided or extended because the Glenwood Riverfront is within the urbanizable area of Springfield's UGB. Details outlining the extent of service availability can be found in the Transportation and Public Facilities and Services Chapters of this Plan. The costs to provide full urban services in infill areas like the Glenwood Riverfront are generally lower than extending them out to new development sites on the periphery of the city limits as population in the metro area increases. Pressure to redevelop will increase for all of the Glenwood Riverfront's undeveloped and underdeveloped commercial and industrial sites. The Glenwood Riverfront's central location and anticipated lower cost of providing services gives it a distinct advantage over other redevelopment areas in the region.
- The Glenwood Riverfront's central location provides development and redevelopment opportunities for local firms seeking relocation or redevelopment needs. It provides opportunities for further development while still allowing existing business to continue benefiting from the Eugene-Springfield Metro area economy. For example, the $34-million US Bakery facility was a relocation to Glenwood in 2006 that allowed the bakery's former site to be developed with the University of Oregon basketball arena and provided major impetus for both short- and long-term development activities in Springfield and Eugene. This example illustrate how:
- Springfield can facilitate development proposals on tight timelines and on difficult sites, and yet ensure the development of wanted and needed new and relocated industrial and commercial facilities;
  - Development has spurred modest interest in Glenwood industrial sites, opportunities for new hotel development, and inquiries for possible transitional and long-term industrial relocations to the Glenwood Riverfront; and
  - Glenwood Riverfront development could find sources of substantial tax-increment funds for needed public investments. The US Bakery project will provide, on average, about $400,000 in tax-increment funds annually during the 20+ years of the Renewal plan.

These investments will be the basis of and long-term support for existing and future commercial and industrial development; for hotel, tourism, and conference center projects; and for potential employment uses planned in the Glenwood Riverfront.

- The planned expansion of nearby commercial uses in Springfield's Downtown and Eugene's Walnut Station serve a broad range of residential development for not only permanent residents with low, moderate, and high incomes, but also relatively transient student populations. Proposed diversified Glenwood Riverfront development would benefit from, enhance, and link these focal points with complementary commercial, office, industrial, and hotel activities. A similar range of Glenwood Riverfront residents would rely predominantly on nearby ground-floor retail, restaurant uses, and consumer services.

- The Glenwood Riverfront currently lacks hotels, apartments, and condominiums despite its proximity to exits off I-5, the University of Oregon and Lane Community College campuses, and good views along the Willamette River. This may change based upon recent interest regarding hospitality and university-related residential and athletic facilities. The amenities unique to the Glenwood Riverfront (Willamette River vistas, ease of access to I-5, and vicinity to University functions and Downtowns in Springfield and Eugene) position the area for future hospitality and residential facility-driven development. These new facilities would be key assets supporting University of Oregon and Lane Community College activities with housing for students, faculty, and staff. Additionally, these facilities could augment many light manufacturing and office headquarters firms that could develop along the riverfront areas with proximate housing for employees, as well as local and traveling executives. All of these uses often require conference, restaurant facilities, and other supportive services to be located nearby.

Development Constraints

While the opportunities are unique, and advantages in the Glenwood Riverfront are desirable, they are off-set by constraints to achieving what otherwise seems to be obvious and straightforward redevelopment. Springfield will need to work diligently at converting constraints to redevelopment into opportunities for actual investments in order to overcome risks associated with:

- Adverse impacts of nearby non-conforming, inappropriate, poorly designed, poorly maintained, or poorly located existing uses;

- Lack of adequate existing public infrastructure;

- Market uncertainty;
- Property speculation;
- Unrealistic expectations of values, costs, and readiness for development;
- Economic feasibility;
- Protections pertinent to and required for natural resource areas;
- Brownfield development challenges (i.e. environmental cleanup); and
- Extended timelines for land us approvals processing (e.g., annexation, site plan review, building permit issuance, etc.).

Springfield and SEDA are both working to inform and guide owners and developers through these development constraints. Both organizations endeavor to provide information, better coordination and, when applicable and/or available, financial support for key public and private projects. Both Springfield and SEDA, through public-private partnerships, hope to instill energy in and for successful private projects that, in turn, stimulate more private investments in sought-after commercial, residential, mixed-use, and employment centers.

Table 1 Glenwood Riverfront Commercial & Industrial Buildable Lands Supply*

	Site Size (acres)						
	Less than 1	*1 to 2*	*2 to 5*	*5 to 20*	*20 to 50*	*Greater than 50*	*Total*
# Vacant Sites							
Industrial	8	5	2	1	1	0	17
Commercial & Mixed Use*	6	3	0	1	0	0	10
Total # Vacant Sites	14	8	2	2	1	0	27
# Redevelopable Sites							
Industrial	13	5	2	3	0	0	23
Commercial & Mixed Use*	14	9	4	1	0	0	28
Total # Redevelopable Sites	27	14	6	4	0	0	51

*Based on proposed plan designations; however, properties currently designated residential or parks and open space are not included because the CIBL did not include non-commercial/industrial properties in the analysis. Such parcels would further add to the commercial and industrial buildable lands supply (10 sites less than 1 acre, 1 site 5 to 20 acres, and 8 sites constrained by hillsides).

** Parcels proposed for Employment Mixed-Use designation

***Parcels proposed for Commercial Mixed-Use and Office Mixed-Use designations

Commercial & Industrial Buildable Land Supply

Nearly all parcels in the Glenwood Riverfront are classified in the CIBL as vacant or potentially redevelopable industrial, commercial, and mixed-use sites. The proposed plan designations for the Glenwood Riverfront, as described in the Land Use Chapter, will result in vacant and redevelopable parcels in the Glenwood Riverfront contributing to Springfield's commercial and industrial buildable lands supply as depicted in Table 1. There is a citywide deficit of industrial parcels greater than 20 acres, and there is a deficit of commercial and mixed-use parcels greater than 1 acre. Therefore, parcels sized in these categories must be maintained or increased (through parcel consolidation) to preserve the commercial and industrial land supply.

Objective:

Maintain and/or increase (through parcel consolidation) parcel sizes of parcels in Commercial Mixed-Use, Office Mixed-Use, and Employment Mixed-Use designations to preserve Springfield's commercial and industrial land supply.

Policies & Implementation Strategies:

- Prohibit land division of parcels greater than 20 acres that are designated Employment Mixed-Use, unless developed according to an approved Master Plan.
- Prohibit land division of parcels greater than 1 acre that are designated Commercial Mixed-Use or Office Mixed-Use, unless developed according to an approved Master Plan.

Existing Businesses

The growth of existing firms, both industrial and commercial, is a long-standing and continued priority to the Springfield community, its leaders, and its urban renewal agency. This will help in attracting new infill development in the Glenwood Riverfront that would benefit from the same utilization of Glenwood's key locational advantages: quick and easy access to the entire metropolitan area; to local commercial, industrial and residential areas using major highways; and to the I-5 interchanges and the greater region.

Objective:

Assist and support growth of existing businesses in the Glenwood Riverfront that are suitable for and conform to the Glenwood Riverfront's long-term redevelopment and land use plans.

Policies & Implementation Strategies:

- Provide financial incentives for renovation of current commercial and industrial uses compatible with this Plan's goals and objectives through SEDA's tax increment-funded programs, as funding becomes available.
- Provide financial incentives to businesses for wastewater and other utility service improvements, as well as annexation, when applicable and as funding becomes available.
- Enhance investment and re-investment in the community by supporting expansion of existing businesses that are suitable for and conform to the Glenwood Riverfront's long-term redevelopment and land use plans.
- Provide creative financing approaches to facilitate large-scale infrastructure development, when applicable and as funding becomes available.
- Consider providing financial incentives for relocation elsewhere in Springfield of existing businesses found to be in non-conformance with the Glenwood Riverfront's long-term redevelopment and land use plans through SEDA's tax increment-funded programs, as funding becomes available.

New Businesses

The Glenwood Riverfront is a logical location when considering where to site new development and redevelopment in the metro area. The Glenwood Riverfront lies directly between Springfield and Eugene's population centers, is partially annexed into the City to allow urbanization, has relatively low valued improvements on relatively high valued land along Willamette River frontage, and provides quick access to I-5 and Highway 126. Redevelopment could occur rapidly in the Glenwood Riverfront with improvements to Franklin Boulevard, and building an interior local street network linking new development areas to existing and proposed employment areas and the existing public transit system. With slightly lower land values, Springfield development sites have generally been quicker and less expensive to develop than Eugene sites. Further, Glenwood Riverfront sites may yet offer nearly equivalent amenities (and, potentially, some better ones) along the Willamette River frontage. The Glenwood Riverfront's locational advantages,

land development opportunities, and relatively low land costs compared to high values elsewhere in other development hot spots, should enhance the this area's attractiveness to residents, businesses, developers, and investors as other development costs continue to rise and quality development sites become scarce.

Consequently, Office Mixed-Use, Commercial Mixed-Use, and Employment Mixed-Use development will likely increase in the Glenwood Riverfront as urban services can be made available and development costs seem more feasible, excluding speculative land costs, for developing a unique, quality living and working environment. Development along the Willamette River will accelerate once needed public infrastructure is constructed. However, an overriding concern with future development, redevelopment, and public infrastructure development is to ensure that the quality of life in the Glenwood Riverfront is high–preferably always improving–and supportive of its existing residents and businesses with a minimum of disruptive transitions.

One way that Springfield encourages growth and business development is through the Enterprise Zone tax incentive program. In a partnership with the State of Oregon, Springfield has established an Enterprise Zone that includes most annexed areas of the City, including the annexed portions of the Glenwood Riverfront. Enterprise Zones stimulate new investments in industrial land, buildings and equipment, and foster job creation by reducing and/or abating property taxes on eligible new investments. While eligibility can become more nuanced with details specific to each individual firm, the essentials relate to the firm's ability and intent to make new 'industrial' property investments and hire the appropriate number of new 'full-time' employees.

A more targeted and specific program is the Glenwood Urban Renewal Plan. This Plan provides a long-term redevelopment strategy and funding mechanism for public improvements, projects, infrastructure systems, and activities, such as incentives or assistance to private redevelopment. In 2009, SEDA reprioritized its strategies for redevelopment and assistance to better allocate its limited funds in Glenwood when faced with making funding decisions or investments.

Objective:

Attract new business and development to the Glenwood Riverfront, including a mix of office, commercial, and employment uses.

Policies & Implementation Strategies:

- Support and encourage development in appropriate areas, as identified in the Land Use & Built Form Chapter, to generate property tax revenue.
- Maximize public investments in planned land uses to enhance the Glenwood Riverfront's long-term economic future.
- Provide financial incentives to assist developers in solving critical problems and overcoming barriers to development as annexation occurs and funding becomes available.
- Inform and guide property owners and developers through the development process by mitigating identified development constraints.
- Encourage the expansion and development of value-added business to produce jobs that match the current and future labor force by considering wage levels, employment stability, and training and hiring opportunities for local workers, youth, and protected classes.
- Leverage the community's resources to the maximum extent possible with private investment and, where appropriate, with other public funding sources, such as state and Federal grants.
- Provide supportive programs and incentives to demonstrate how development controls and design standards can be implemented, included in development projects, and built where such protections need to be stringent.
- Link certain public improvements to adjust to the shifts from rural-like and separated industrial uses to urban mixed-use development.
- Ensure orderly sequencing of development through incentives to: maximize use of existing and anticipated investments in public resources and facilities; leverage private investments to the maximum extent practicable; and minimize, mitigate, or offset potential negative impacts on new investments, neighborhoods, parks, and other uses.
- Provide suitable assistance in areas for growth, development, and redevelopment to increase employment opportunities for the local labor force, at all wage levels but especially for wage levels that allow individuals to support themselves and their households.

- Provide creative financing approaches to facilitate large scale infrastructure development, when applicable and as funding becomes available.

[1]The terminology used in the CIBL to describe the area expected to have the most redevelopment in the plan period is different from the terminology used in this Plan to describe the same geographic area of Glenwood. In this Plan, the term 'Glenwood Riverfront' is used to describe Glenwood Phase I, which includes approximately three miles of Willamette River frontage and is comprised of land on either side of Franklin Boulevard and McVay Highway extending from the I-5 Bridge to Springfield's south urban growth boundary in Glenwood, as depicted in Figure 1.

[2]Low- and moderate-income persons are defined by the U.S. Department of Housing and Urban Development (HUD) as those persons whose household incomes are less than 80% of Area Median Income (AMI). In 2010, 80% of AMI for a four-person household in Lane County was $46,000.

[3]The cost of housing is generally considered to be affordable when it equals no more than 30% of household income (for owners, housing cost includes mortgage, principle and interest, property taxes, and insurance; for renters, housing cost includes rent and utilities).

[4]As defined by the Partnership for Working Families, a community benefit agreement is "a project-specific negotiated agreement between a developer and a broad community coalition that outlines the project's contributions to the community and ensures community support for the project."

[5]Housing trust funds are distinct funds established by city, county, or state governments that receive ongoing dedicated sources of public funding to support the preservation and production of affordable housing and increase opportunities for households to access decent affordable homes. Housing trust funds systematically shift affordable housing funding from annual budget allocations to the commitment of dedicated public revenue.

[6]A Vertical Housing Development Zone (VHZ) is an area designated by local jurisdictions to encourage dense, mixed-use developments. Eligible projects within a VHZ may receive partial property tax exemptions, which vary based on the number of 'equalized floors' in the development, with a maximum property tax exemption of 80 percent over a 10-year period. An additional partial property tax exemption may be given if some or all of the residential housing is for low-income persons (80 percent of area median income or below).

Public Facilities and Services

If you are planning for a year, sow rice; if you are planning for a decade, plant trees; if you are planning for a lifetime, educate people.

- Chinese Proverb

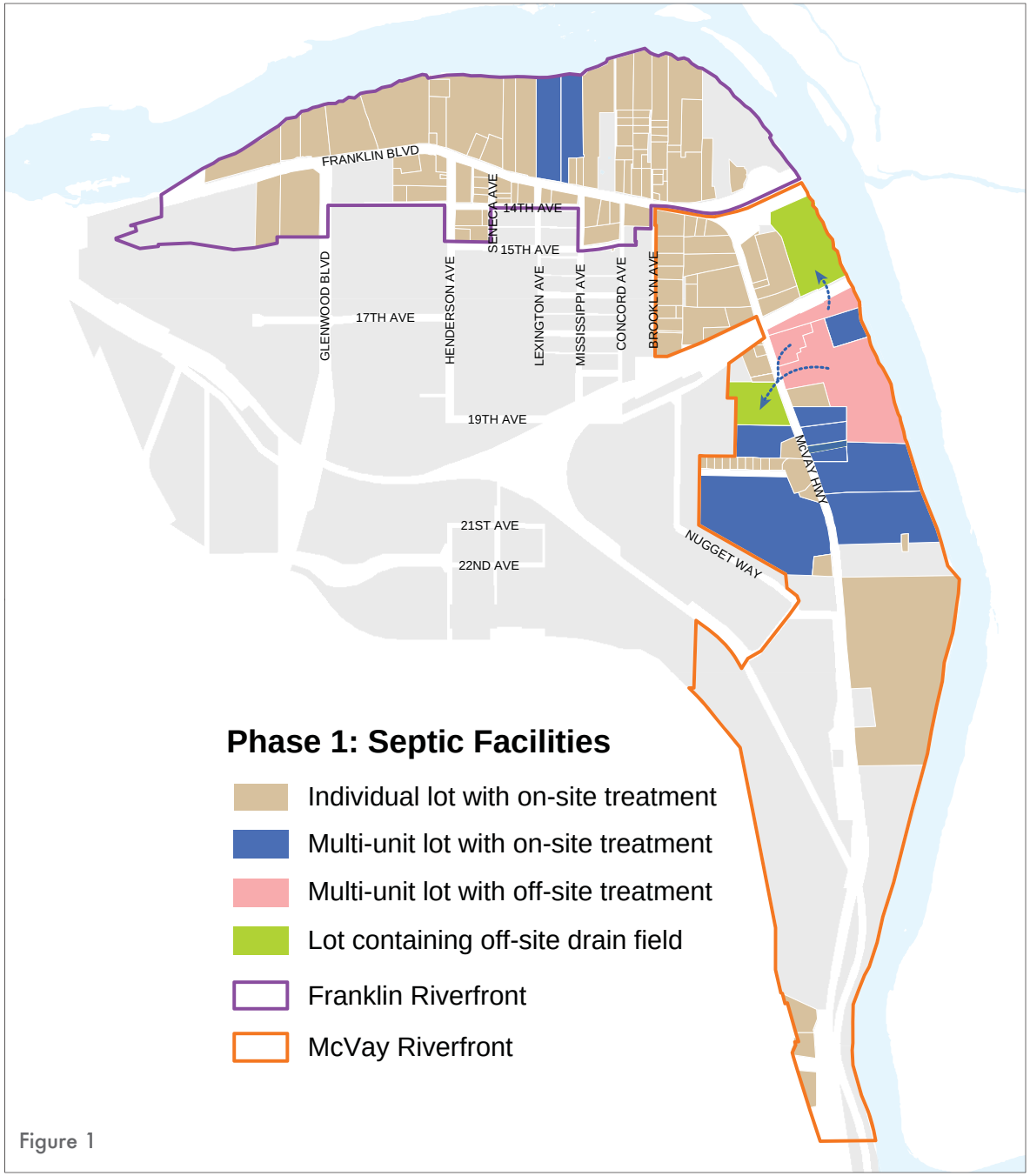

FRANKLIN BLVD
SENECA AVE
14TH AVE
15TH AVE
GLENWOOD BLVD
17TH AVE
HENDERSON AVE
LEXINGTON AVE
MISSISSIPPI AVE
CONCORD AVE
BROOKLYN AVE
19TH AVE
MCVAY HWY
21ST AVE
22ND AVE
NUGGET WAY
Phase 1: Septic Facilities
Individual lot with on-site treatment
Multi-unit lot with on-site treatment
Multi-unit lot with off-site treatment
Lot containing off-site drain field
Franklin Riverfront
McVay Riverfront

Figure 1

Public Facilities and Services

Introduction

As noted a number of times in this Plan, the availability of adequate public facilities and services is a key factor influencing redevelopment and new development in the Glenwood Riverfront. As land development patterns change over time, the demand for urban services also increases and changes. These changes require that service providers, both public and private, plan for the provision of services in a coordinated manner, using consistent assumptions and projections for population and land use. This chapter refines the Public Facilities and Services Element of the Metro Plan to focus specifically on the public facilities and services changes that are anticipated to be needed to implement the Land Use policies described in this Plan for the Glenwood Riverfront, consistent with Statewide Planning Goal 11, Public Facilities and Services, and the goals of this Plan.

On urban lands in Springfield, new development must be served by at least the minimum level of key urban services and facilities at the time development is completed and, ultimately, by a full range of key urban services and facilities[1]. This Chapter outlines objectives, policies, and implementation strategies for the minimum level of key urban facilities and services applicable in the Glenwood Riverfront: wastewater; stormwater; electric; water; police; fire and emergency medical; and public schools. Communication facilities and services are discussed in the electric facilities and services section of this Chapter. Solid waste management will be addressed in Glenwood Phase II since the region's solid waste and recycling facilities are located within the Phase II boundary in Glenwood. Land use controls are addressed in the Land Use Chapter and transportation is addressed in the Transportation Chapter. Citywide and local parks and recreation facilities and services are addressed in the Open Space Chapter. The Glenwood Riverfront does not necessitate refinement of Metro Plan natural gas and library facilities and services policy direction.

Wastewater Facilities and Services

Development in Glenwood over the last 20 years has been limited, in part, by a lack of existing public wastewater (sanitary sewer) infrastructure. The City has partially removed this limitation by constructing some of the key components of the public wastewater system, including two pump stations and the Glenwood Trunk Sewer in

Franklin Boulevard. Challenges remain for providing public wastewater service to all areas in the Glenwood Riverfront. There are over 225 unincorporated acres in the Glenwood Riverfront, and there are several properties annexed to Springfield since 2000 that continue to be served by on-site sewage disposal systems (septic tanks). Significant investments in public and private wastewater infrastructure are needed in order for the Glenwood Refinement Plan to be fully implemented.

Private Wastewater System

Existing septic systems in the Glenwood Riverfront include both central collection systems for some of the mobile home parks, and individual septic tanks and drain fields for commercial and industrial properties and single housing units, as depicted in Figure 1. Based on studies and inventories conducted by Lane County and Springfield, a number of the septic systems appear to be marginal or have already failed. The continued use of functional septic systems is allowed for existing uses in unincorporated areas of the Glenwood Riverfront. Springfield Municipal Code and Oregon Administrative Rules require that properties must be annexed to Springfield prior to connecting to the City's wastewater system. In the event of a failing septic system and accompanying health hazard, as defined by the Oregon Revised Statutes, unincorporated properties are required to annex to Springfield and connect to the

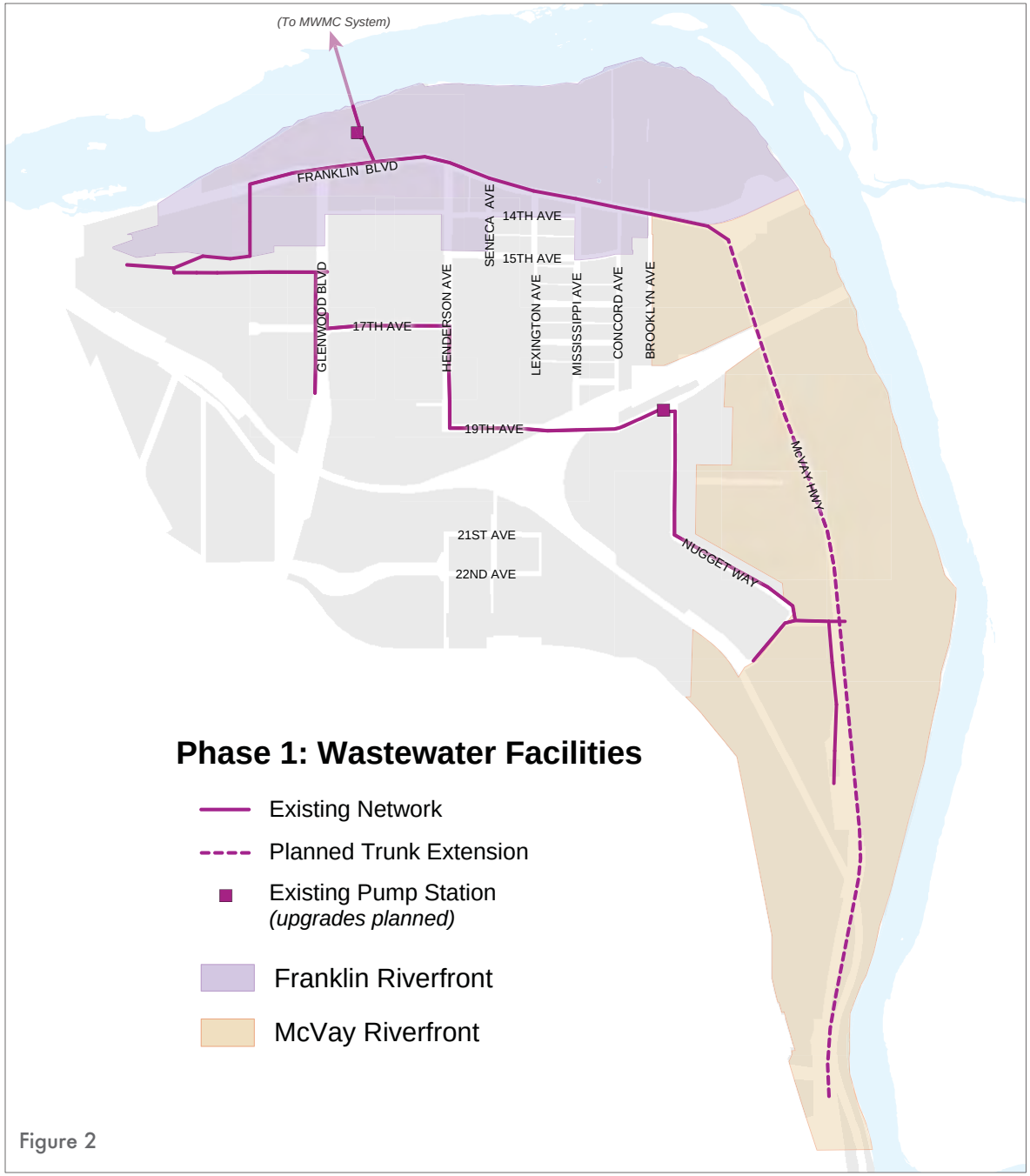


Figure 2

City's wastewater system if such a system exists within a specified distance (typically 300 feet or less).

As property owners pursue annexation to develop or redevelop their property in the Glenwood Riverfront, they will most likely be required to connect to the public wastewater system. City policy requires that the cost of connection to public wastewater facilities be borne by the property owner as detailed in an annexation agrreement.

Objective:

Continue to apply Springfield's citywide policy on private wastewater systems in the Glenwood Riverfront, and provide public wastewater service to properties that do not have functional on-site treatment systems.

Policies & Implementation Strategies:

- Allow the use of on-site wastewater systems in unincorporated areas of the Glenwood Riverfront to continue and/or expand as may be permitted in the Oregon Administrative Rules, Springfield Development Code and Springfield Municipal Code, unless a health hazard is declared as specified in Oregon Revised Statutes.
- Collaborate with property owners to eventually eliminate on-site wastewater systems as properties are annexed to Springfield.

Public Wastewater System

The Springfield Wastewater Master Plan states that adequate wastewater capacity will be available in Glenwood with the completion of the backbone system, including: upgrades to the Glenwood Pump Station; upgrades to, or decommissioning of, the Nugget Way Pump Station; and extension of the Glenwood Trunk Sewer, as discussed below and as depicted in Figure 2.

The Glenwood Pump Station is owned and operated by the Metropolitan Wastewater Management Commission (MWMC). It is located north of Franklin Boulevard, and east of Glenwood Boulevard. While the Glenwood Pump Station is capacity-constrained under 2008 land use zoning, reserve capacity would exist within the station via the installation of additional pumps. The timing of the installation of additional pumps will be driven by the type and rate of new development and redevelopment connecting to the wastewater system within the basin, both from Eugene and Springfield.

The Nugget Way Pump Station, owned and operated by Springfield, is located near the intersection of East 19th Avenue and Nugget Way. The Springfield Wastewater Master Plan identifies the Nugget Way Pump Station as capacity-deficient for both existing and future developed conditions under 2008 land use zoning. Although the Springfield Wastewater Master Plan and the 2011-2015 Capital Improvement Program (CIP) identify the Nugget Way Pump Station for an upgrade, the recent rehabilitation of manholes in Nugget Way have removed excess flow from the station, providing additional available capacity for growth. A preferred alternative to upgrading the pump station is to decommission the station and to construct a local sewer line in East 19th Avenue to connect to the future Glenwood Trunk Sewer extension in McVay Highway when this becomes available. However, funding for the project has not yet been secured.

The Glenwood Trunk Sewer, owned and operated by Springfield, currently extends east from the Glenwood Pump Station in Franklin Boulevard to the intersection with McVay Highway. This line was constructed in 2004 and has several laterals stubbed out at adjacent street intersections with Franklin Boulevard to allow for future wastewater line extensions in local streets. To accommodate projected growth in Glenwood, the Springfield Wastewater Master Plan identified extending the Glenwood Trunk Sewer southward in McVay Highway to the overpass for the Central Oregon and Pacific Railroad.

Extension of the Glenwood Trunk Sewer requires major capital funding. Timing of the construction of wastewater trunk lines depends on when Springfield will have funds available to construct the system, and how much demand there is for wastewater facilities or the need to replace failing septic systems. Springfield could utilize a Reimbursement District, as specified in Springfield Municipal Code, which provides a mechanism where owners of property that benefit from the construction of public improvements (by another property owner or the City) will share in the cost of those improvements through payment of a reimbursement charge at the time each benefited property is developed and/or the improvements are utilized. After the Trunk Sewer is constructed, the timing of the construction of local gravity collection lines depends, in part, upon the pattern of annexation. Generally, any extensions of the public wastewater system will be located within public right-of-ways. Location of service lines connecting individual properties to the Trunk Sewer will depend on a variety of factors, including land uses, adopted street pattern, and topography.

Objective:

Provide a public wastewater system capable of serving existing and future development and redevelopment in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Provide wastewater service in response to a demand for increased urban levels of development and adopted CIP priorities.
  - Evaluate and monitor the capacity of the Glenwood Pump Station to determine if additional pumps are necessary, and if so, place the project on the CIP.
  - Either upgrade or decommission the Nugget Way Pump Station, as funding becomes available.
  - Complete the extension of the Glenwood Trunk Sewer, as funding becomes available.

Water Reuse and Decentralized Design

As populations and cities' economies grow, water resources become increasingly stressed. Episodic and long-term climatic variations will further exacerbate these conditions. Comprehensive water resource strategies recognize the value of non-centralized sources of water supplies, including water reuse and reclamation practices. Water sources can include rainwater harvesting, stormwater infiltration management, graywater reuse, localized blackwater reclamation systems, and high-quality recycled water production. These practices are suited for new development and urban redevelopment efforts, such as in the Glenwood Riverfront. Federal and state policies[2] on water reuse currently exist to promote and guide community uses.

Rainwater

Rainwater harvesting is an ancient practice that is becoming popular as an alternative modern water supply. Rainwater harvesting captures, diverts, and stores rainwater for later use. Collection is usually from rooftops and storage in catchment tanks. Implementing rainwater harvesting techniques benefits the local area by reducing demand on the water supply and reducing runoff. Reducing runoff can help prevent localized flooding and helps to reduce contamination of surface water with pollutants such as sediment, fertilizers, and pesticides. The stored water can be used for non-potable purposes such as irrigating lawns, washing cars, or flushing toilets.

Stormwater

As described in the Open Space Chapter, runoff from urban areas, also known as stormwater, is one of the biggest threats to water quality in local rivers and streams. During rainy weather, contaminants are flushed into the stormwater system that leads directly to local waterways. On-site treatment of stormwater, such as rain gardens, swales, and stormwater planters increase infiltration, filter out contaminants and replenish groundwater supplies.

Graywater

At the time this Plan was written, the Oregon Department of Environmental Quality's (DEQ) fact sheet on graywater stated the following: "Under Oregon law, graywater refers to shower and bath wastewater, bathroom sink water, kitchen sink wastewater, and laundry wastewater. Graywater does not include toilet or garbage wastes or wastewater contaminated by soiled diapers." Graywater can be contaminated with organic matter, suspended solids or, potentially, pathogenic microorganisms. However, if appropriately collected and handled, graywater can be safely reused for flushing toilets and urinals, as well as for irrigating certain trees and plants. Reuse of graywater reduces the demand on other sources of water, such as potable water, surface water, and groundwater.

Blackwater

Blackwater, in contrast to graywater, is domestic wastewater derived from all combined uses, including toilet and kitchen waste. Blackwater cannot be directly reused, but can be treated onsite for reuse. Advantages of blackwater reuse include onsite nutrient recovery and reduction in waste load on the centralized system. Modern closed-loop urban buildings can incorporate blackwater treatment systems such as Living Machine® and Eco-Machine™ technology, to biologically treat and filter blackwater for irrigation and other appropriate uses.

Recycled Water

Water has been naturally recycled through the earth's water cycle for millions of years. During the past 200 years, "unplanned recycling" has occurred. This is when upstream cities discharge their treated wastewater to a river or other waterway from which downstream cities obtain water for treatment to drinking water standards. For example, the Willamette River receives both treated wastewater and serves as a water source for many

towns and cities. For approximately the past 75 years, water agencies have constructed "planned" recycling projects where treated wastewater is used for non-potable purposes.

Recycled water is thus wastewater that is purified through multiple levels of treatment. Recycled water is treated to strict standards and is rigorously monitored by local, state, and Federal agencies to ensure it meets those standards. Recycled water production results in a dependable, drought-proof, locally-controlled supply of non-potable water that is safe for beneficial purposes such as landscape and agricultural irrigation, toilet flushing, and industrial processes. Recycling water may also provide water quality benefits by decreasing the diversion of freshwater from sensitive ecosystems and reducing the amount of nutrients and temperature introduced to water bodies.

The MWMC produces recycled water through its current treatment processes and uses recycled water for irrigation of landscaping and its poplar plantation. At the time this Plan was written, the MWMC was evaluating community interest in increasing recycled water use. Any development of recycled water use considerations in the Glenwood Riverfront should seek potential partnership with the MWMC.

Objective:

Foster opportunities for new development and redevelopment in the Glenwood Riverfront to take advantage of water reuse to provide economic and environmental benefits to the community.

Policies & Implementation Strategies:

- Explore opportunities to support the implementation of water reuse practices including, but not limited to: rainwater; stormwater; graywater; blackwater; and recycled water, as properties redevelop and develop.
- Collaborate with MWMC to implement planned water recycling projects, as properties redevelop and develop.

Stormwater Facilities and Services

Glenwood has never had a public stormwater collection system or a comprehensive plan guiding how stormwater runoff should be managed. Most of the runoff from Glenwood either infiltrates or flows overland to low areas, such as the Glenwood Slough and wetlands along the Union Pacific railroad right-of-way. The water pools in these low spots and then either finds its way to the Willamette River or infiltrates or

evaporates over time. Most of the Glenwood Riverfront infiltrates or sheet flows into the wetlands that border the Willamette River with an occasional outfall from a public conveyance system and/or a private outfall discharging directly into the river.

The LID approach is the most efficient and preferred method to manage stormwater runoff in high density urban development and re-development in the Glenwood Riverfront. LID works with the natural and urban surroundings to manage stormwater as close to its source as possible. The LID method strives to treat runoff as a resource that is utilized to enhance a development rather than a waste product. This approach has several technologies including, but not limited to rain gardens, infiltration swales/planters, vegetated roofs, rainwater harvesting, and permeable pavements. If effectively implemented, LID may have lower construction costs than conventional stormwater treatment infrastructure and can reduce the needed space for these facilities. In many cases, LID can supplement and even replace irrigation systems for landscaped areas and reduce the need for a traditional, extensive underground piping network to drain a dense, urban area.

Private Stormwater Management Systems

Most of the existing private development in the Glenwood Riverfront does not have access to a public stormwater management system. Consequently, each individual site has developed a way to dispose of its runoff either onsite or as a direct discharge to the river. The existing private stormwater systems in the Glenwood Riverfront take advantage of the naturally pervious ground conditions to infiltrate the runoff on-site. Infiltration at these sites is provided by either a drywell system or surface sheet flows that pond in low areas. In these cases, flows are somewhat filtered before entering and recharging the ground water and making their way to the river. For systems that discharge directly by way of a piped system to the rivers, the runoff currently may be untreated and unfiltered.

As properties in the Glenwood Riverfront develop and redevelop, they will need to follow the current City policy that requires management of stormwater runoff on-site to provide for water quality treatment and groundwater recharge to the maximum extent practicable. This can be accomplished through a variety of ways that can be adapted to match the conditions found for each development, based on the natural and urban surrounding and LID application. Where available, a publicly owned conveyance channel may have additional capacity and be utilized to accept excess flows during large storm events. In general, vegetative stormwater treatment facilities are preferred

over mechanical treatment. However, when site conditions or constraints related to the unique character of a site and its redevelopment activities make vegetative treatment unattainable, a suitable mechanical treatment can be utilized. LID facilities may be co-located in required landscaping as a feature that further maximizes the developable area. In addition to the increase in developable area, long-term benefits can be achieved by reducing the need for maintenance of separate landscaping and stormwater management areas.

Objective:

Encourage development and redevelopment in the Glenwood Riverfront by enabling property owners to utilize a range of options to manage stormwater runoff through LID, and reducing the expense incurred to install a conventional stormwater collection system in order to provide for stormwater quality treatment.

Policies & Implementation Strategies:

- To the extent practicable, amend the Springfield Development Code and the Springfield Engineering Design Standards and Procedures Manual to facilitate the use of LID techniques to achieve stormwater quality and optimal capacity management.
- Allow the use of mechanical stormwater treatment, where necessary.
- Allow the use of public infrastructure (if available for overflow capacity), where necessary.

Public Stormwater System

The Springfield Stormwater Facility Master Plan, adopted in 2008, identifies Glenwood as the highest priority area for stormwater infrastructure improvements. The construction of a stormwater system to serve the public infrastructure in Glenwood will facilitate high-density urban development of the Glenwood Riverfront area. It will also help improve water quality along the Willamette River with stormwater quality treatment facilities that will be constructed as part of the public infrastructure.

The existing public stormwater facility serving Franklin Boulevard is an undersized system. Current plans call for replacement with a minimally-sized system for the future Multi-Way Boulevard that utilizes LID to minimize and infiltrate most runoff. Where capacity is available, Springfield will utilize this system to accept treated stormwater overflows from

adjacent development for large rainfall events, but not runoff from regularly occurring rainfall events that should be addressed on each development site.

A portion of the proposed park blocks in the Franklin Riverfront will be utilized to convey, treat and infiltrate most runoff from the adjacent streets. Similar areas will be utilized in the proposed Riverfront Linear Park for treatment and conveyance from public roads. The surface level stormwater treatment areas in the park blocks (e.g. vegetative facilities) will be used to treat and convey stormwater from adjacent private development where capacity exists. Simultaneous development of the park blocks, Riverfront Linear Park, and adjacent private development will allow this capacity to be fully utilized for denser development along the park and river frontage. In either case, the stormwater areas within the Glenwood Riverfront open space system can be used for overland conveyance of treated stormwater and limited additional infiltration capacity for adjacent development where excess capacity exists.

In some cases, it may not be feasible to immediately treat stormwater runoff from public roadways. Limited underground conveyance may be utilized for runoff from the public right-of-way to the nearest treatment facility, which may be located in the Glenwood Riverfront open space system. These limited underground conveyance systems will be utilized to

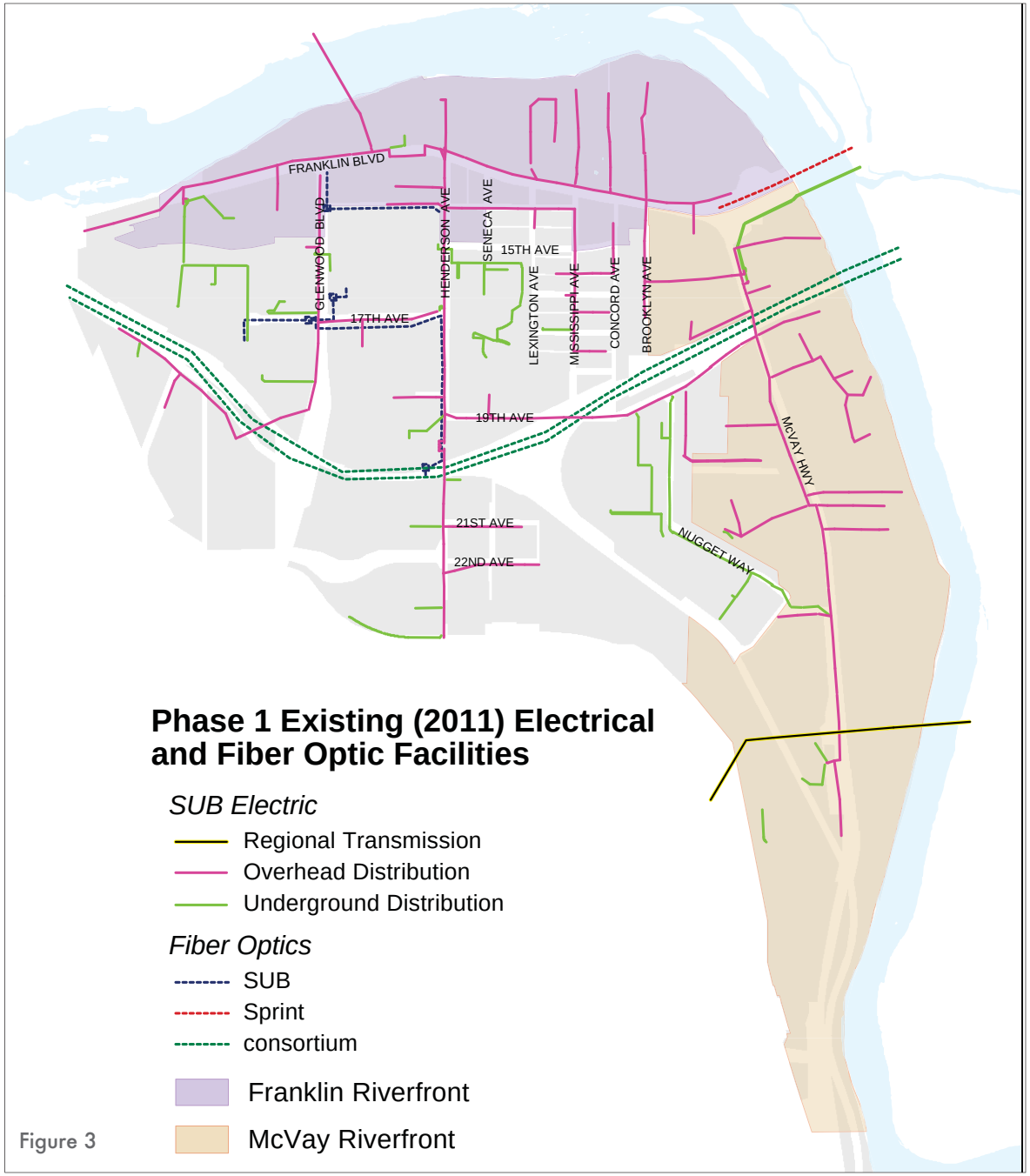


Figure 3

minimize the required area of public right-of-way and to assist with managing accepted runoff from private development resulting from large storm events.

Objective:

Provide a public stormwater system capable of serving and managing existing and future development and redevelopment in the Glenwood Riverfront, and that provides for conveyance and treatment of stormwater runoff.

Policies & Implementation Strategies:

- Provide stormwater runoff management in response to a demand for urban levels of development and adopted CIP priorities.
  - Provide treatment and conveyance of stormwater runoff for new public facilities.
  - Provide for conveyance of treated stormwater from private development to receiving areas, such as the Glenwood Slough and the Willamette River.
  - 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.

Electric Facilities and Services

In 2001, the Springfield Utility Board (SUB) and the Eugene Water and Electric Board entered into an agreement transferring electric service responsibility in Glenwood to SUB. SUB is now the electric service provider for all of Glenwood. Communication facilities and services are made available to existing and future development/ redevelopment by private service providers. This Chapter therefore does not contain specific objectives, policies, or implementation strategies regarding communication facilities and services. Nevertheless, current Development Code standards direct developers, in contracting with these service providers, to follow regulations similar to electric standards regarding capacity, placement, and mitigating visual impacts.

System Capacity

A system of above-ground and underground distribution feeder lines, as well as above-ground and underground service laterals, provide electricity to existing development in Glenwood[3], as depicted in Figure 3. These existing electric facilities are adequate to meet

the electricity demand in Glenwood at this time (approximately six annual megawatts (aMW)[4]). However, SUB has identified the need for an additional substation to provide electric service to Glenwood, in particular the Glenwood Riverfront, as redevelopment or new development occurs. Specifically, this need will be triggered when a single new load requires greater than three aMW or there is a cumulative need for a total of ten aMW. SUB has indicated that from the time this need is identified to the time the substation would be able to provide the additional capacity in the Glenwood Riverfront will be approximately three years.

SUB's identification of potential sites for acquisition and development of a future substation is ongoing and guided by the following SUB siting requirements:

- a minimum of two acres in size (preferably flat and rectangular);
- relatively flat access with no sharp bends to accommodate delivery of the transformer;
- proximity to an existing regional transmission line;
- the ability to acquire dedicated easements for extending the transmission line to the substation; and
- the ease of connectivity to existing distribution lines and loads.

Given the influence of the substation (and associated transmission and distribution lines to and from the substation) on the landscape in the Glenwood Riverfront, evaluation of sites must be coordinated with the City, as discussed in the Utility Placement and Visual Impact section below.

Objective:

Provide a public electric system capable of serving existing and future development and redevelopment in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Collaborate with SUB to increase the capacity of the electric system to meet future development needs.
  - Evaluate potential locations for and construct a future substation in Glenwood in coordination with expected development.

- 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.
- Make electric service available as part of the Land Division and Site Plan Review processes.

Utility Placement & Adverse Environmental, Visual and Health Impacts

Electric services infrastructure is an essential part of development, but it can be a source of adverse visual impact and its placement can affect the walkability of the neighborhoods in which it is located. Further, the location of transmission lines in relation to avian migratory patterns, vegetative management practices used to maintain safe access to transmission lines, and the noise pollution created by the 'hum' of overhead transmission and distribution lines may affect the environment and public health. As stipulated in the SDC, wherever possible, all utility lines must be placed underground. However, the SDC provides for some exceptions, such as transmission lines and distribution feederlines. Thus, the placement of electric utilities in the Glenwood Riverfront, both in the public right-of-way and on private property, should be coordinated with SUB to ensure that the character of the neighborhoods and streetscape envisioned for the Glenwood Riverfront are achieved as development or redevelopment occur.

Objective:

Minimize the impact of electric facilities on the visual and natural environment, public health, noise pollution, and pedestrian paths of travel as new development or redevelopment occur in the Glenwood Riverfront.

Policies & Implementation Strategies:

- 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.
- Consider views, visual pollution, public health, natural environment, and noise pollution in locating and obscuring transmission facilities.

- 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.
- Align transmission lines along edges of land uses to avoid scenic areas and to avoid dividing land use patterns.
- Utilize trees to provide a backdrop to minimize the silhouette of transmission lines against the sky.
- 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.
- 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.
- 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.
- Route and locate transmission lines to minimize or eliminate the need for vegetation management.

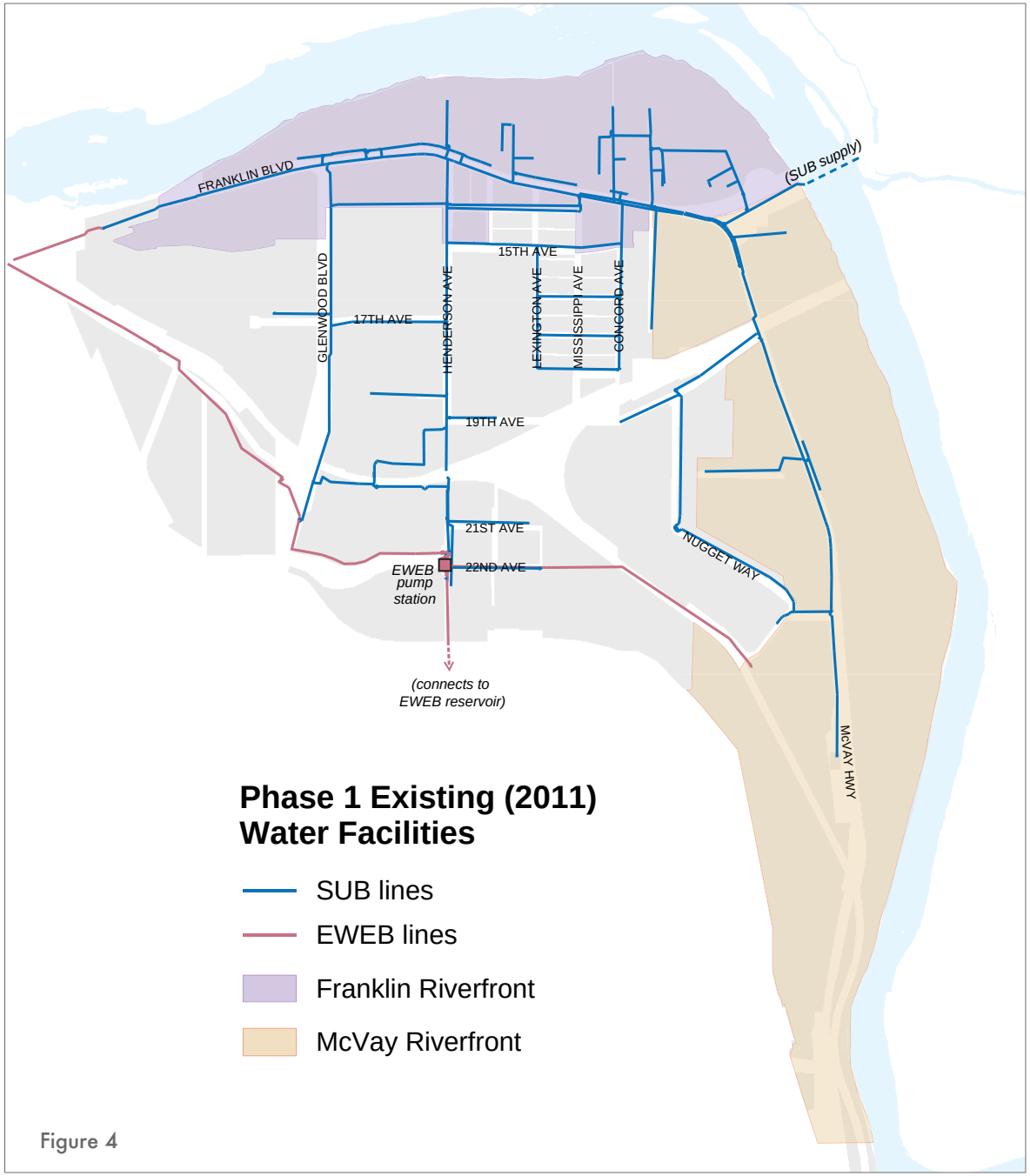


Figure 4

- Route and locate transmission lines to minimize potential health effects and noise pollution on Glenwood residents.
- Route and locate transmission lines to minimize potential effects on avian migratory patterns.

- Consider views and visual pollution in locating and obscuring distribution lines.
  - Coordinate with SUB to locate new distribution feeder lines underground as part of the Franklin Boulevard and McVay Highway transportation facility upgrades.
- Consider views, visual pollution, and pedestrian mobility in locating and obscuring feeder lines, transformers, junction boxes, vaults and equipment cabinets.
  - Locate or relocate service lines underground in coordination with proposed streets, driveways, accessways, and paths.
  - Coordinate the routing or re-routing of service lines with private developers to minimize potential detrimental effects on the layout of new development/redevelopment.
  - Locate transformers, equipment cabinents, 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.
- Consider views and visual pollution in locating and obscuring the future substation.
  - Locate the substation in an industrial or employment-designated parcel outside the boundary of the Phase I Glenwood Riverfront.
  - 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.

Water Facilities and Services

There are three water districts currently in Glenwood: The Glenwood Water District (GWD); the Eugene Water and Electric Board (EWEB); and the SUB. Until 2001, the GWD contracted with EWEB for water service. At that time, SUB and the GWD signed a Water Supply and Services Agreement stating that SUB will provide water supply and related operational and maintenance services to the GWD. SUB purchased water from

EWEB and resold it to the GWD during the interim period while SUB constructed new water transmission facilities to provide water to the GWD. The purchase of water from EWEB was incrementally reduced as SUB constructed new water distribution facilities in Glenwood and was discontinued in April 2009. The SUB-GWD Agreement was updated in 2006.

In Glenwood, SUB owns all water facilities within the City limits and provides water service within the City limits, including billing and maintenance. The GWD owns all water facilities outside of the City limits and contracts with SUB to provide water within that part of the system, bill customers for monthly usage, and provide maintenance on that part of the system. Glenwood water facilities are depicted in Figure 4. The GWD is a taxing district and contracts with Springfield Fire and Life Safety for fire protection and SUB Electric for the maintenance of street lights in those areas of Glenwood outside the city limits. When land is annexed into the City, it is subsequently withdrawn from the GWD, thereby diminishing both the customer base and the service area of the district. As the responsibility of the GWD diminishes, there will come a time where it is neither logical nor cost-effective for the GWD to remain in operation. However, the GWD cannot dissolve until the entire unincorporated portion of Glenwood is annexed to Springfield due to its continued role in fire protection. The GWD will need to continue to exist to contract fire protection services for the unincorporated portion of Glenwood.

In 2001, SUB and EWEB signed a Transfer Agreement that discussed the termination of the water service agreement between the GWD and EWEB and specific EWEB water facilities. There are 16- and 24-inch water mains along the southern border of Glenwood that will remain under EWEB's jurisdiction in order to serve Eugene's southern regions and along 30th Avenue, directly north of Lane Community College. These mains currently terminate at Nugget Way. SUB is leasing a portion of the 24-inch EWEB water main east of the Laurel Hill Pump Station to provide a looped system in this area, until such time as EWEB is prepared to extend the transmission main further to the south. EWEB will continue to own the water mains in its possession.

System Capacity

The water system in the Glenwood Riverfront is comprised of hydrants and distribution piping, as depicted in Figure 4. The system is fed from an intertie with SUB's west distribution system located at the east end of the South A Street Bridge. In 2004, SUB constructed a 24-inch transmission pipeline across the bridge. Large diameter 16-inch water mains have been constructed from the bridge west to Glenwood Boulevard

and south to East 19th Avenue and Nugget Way. Personnel from the GWD and SUB have reported that existing pipe sections removed from the water system during water improvement construction projects show existing pipe to be in relatively good hydraulic condition. Additional large diameter water mains are planned as development occurs that requires the additional capacity. There are a number of private water wells that service Glenwood properties that will continue in operation at least until the property is annexed to Springfield.

Objective:

Provide a public water system capable of serving existing and future development and redevelopment in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Provide water service either directly or by contract.
  - Continue to contract with EWEB for the use of their transmission pipeline to provide a looped SUB water system in south Glenwood until both utilities agree upon an alternative.
  - Continue the contract with the GWD to provide water service to customers in the unincorporated portions of Glenwood until the GWD is dissolved.
  - Monitor development in Glenwood and establish a plan for the construction of additional water mains.
- Determine the appropriate timing for dissolution of the GWD.
  - Address the provision of fire protection service to unincorporated Glenwood prior to the dissolution of the GWD.
  - Ensure that the GWD notifies Springfield and SUB well in advance of the dissolution of the GWD to facilitate orderly transition.

Utility Placement & Adverse Visual and Walkability Impacts

Similar to electric services, water services infrastructure is an essential part of development, but it can be a source of adverse visual impact and its placement can affect the walkability of the neighborhoods in which it is located. Water mains and water service laterals are placed underground. However, SUB requires the placement of water apparatus, such as water meters and backflow prevention devices, above-ground due to Oregon Health Division rules regarding flooding and draining. Thus, the

placement of water utilities in the Glenwood Riverfront, both in the public right-of-way and on private property, should be coordinated with SUB to ensure that the character of the neighborhoods and streetscape envisioned for the Glenwood Riverfront are achieved as development or redevelopment occur.

Objective:

Minimize the impact of water facilities on the visual environment and pedestrian paths of travel as new development or redevelopment occur in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Coordinate with SUB to develop criteria for locating and obscuring water 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.
- Consider views, visual pollution, and pedestrian mobility in locating and obscuring water meters, backflow prevention devices, and other above-grade water apparatus.
  - Locate or relocate water lines in coordination with proposed streets, driveways, accessways, and paths.
  - Coordinate the routing or re-routing of service lines and above-grade water apparatus with private developers to minimize potential detrimental effects on the layout of new development/redevelopment.
  - Locate above-grade water apparatus including, but not limited to water meters and backflow prevention devices, 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.

Police Facilities and Services

The Springfield Police Department provides patrol service and police protection to those portions of the Glenwood Riverfront that have been annexed to Springfield. Police protection is currently provided to the unincorporated portions of the Glenwood Riverfront by the Lane County Sheriff's Department and the Oregon State Police. As property owners of unincorporated portions of the Glenwood Riverfront seek annexation for development and redevelopment, annexed properties will receive the same level of police services that are provided to other areas within Springfield.

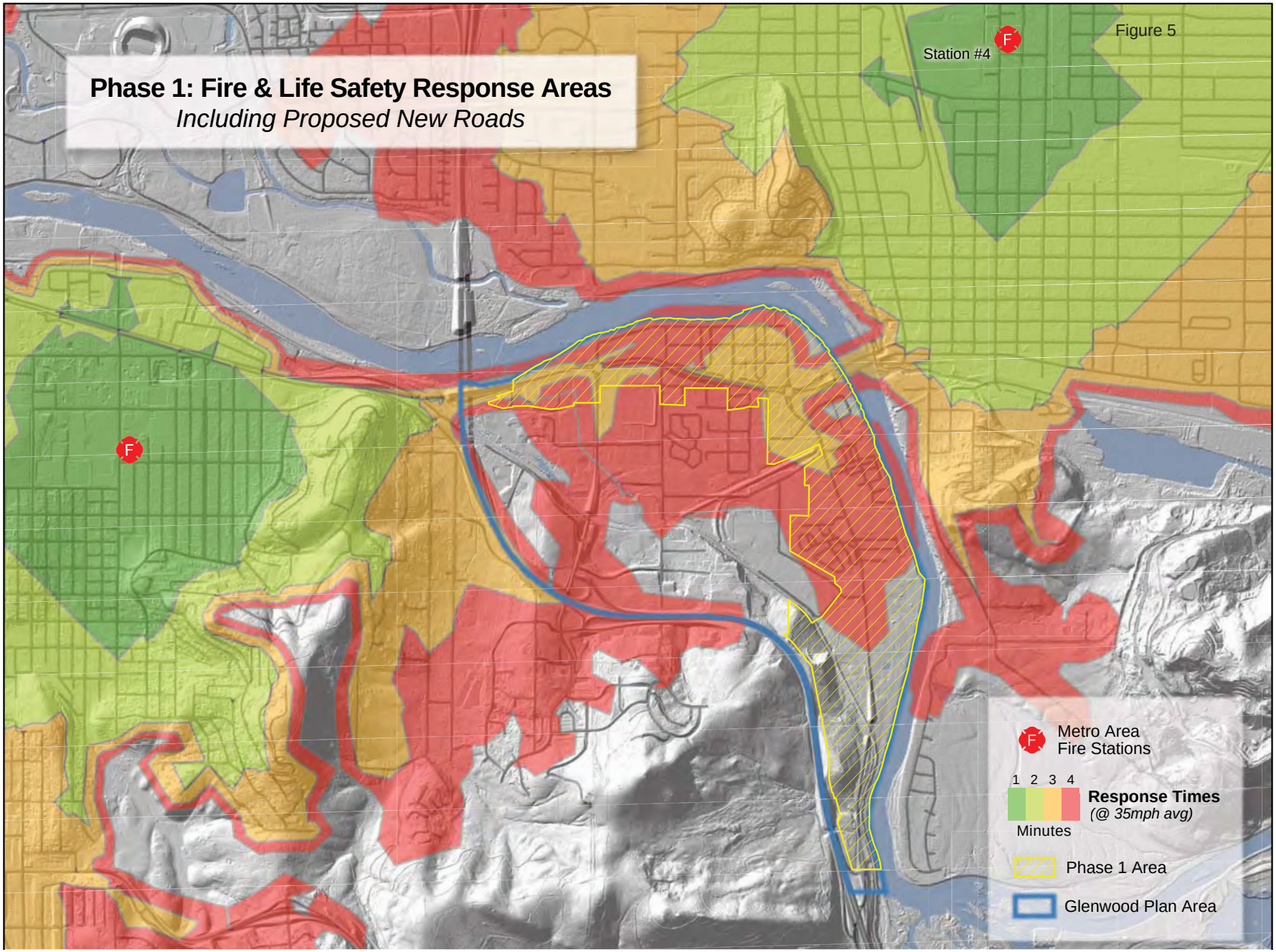


Figure 5
Phase 1: Fire & Life Safety Response Areas
Including Proposed New Roads
Station #4
Metro Area
Fire Stations
1 2 3 4
Response Times
(@ 35mph avg)
Minutes
Phase 1 Area
Glenwood Plan Area

Figure 5

System Capacity

The Springfield Police Department's Long Range Plan for Police Services considers the impact of adding additional acreage in the Glenwood Riverfront to Springfield's police service area as these properties are annexed. One of the goals of the document is to establish objective criteria that would be used to evaluate staffing levels. Adding additional acreage in the Glenwood Riverfront to the service area will have an impact on those models. However, none of the Springfield Police Department's long-range planning will affect Glenwood Phase I for a number of reasons. Glenwood Riverfront redevelopment/new development is just one part of a larger conversation about measuring police services (population, crime rates, call loads, geographic coverage, etc.). There are no plans to request specific system improvements for the Springfield Police Department, such as substations; the issue will be staffing levels as calls for service grow (a work load issue) and as the geographical coverage expands (a response time issue). Response times are driven by three primary considerations: seriousness of the call; availability of units; and geographic location of units. Higher priority calls in the Glenwood Riverfront will result in field units being pulled off other calls and re-routed. That has always been the Springfield Police Department's practice, but as southern and western areas of the

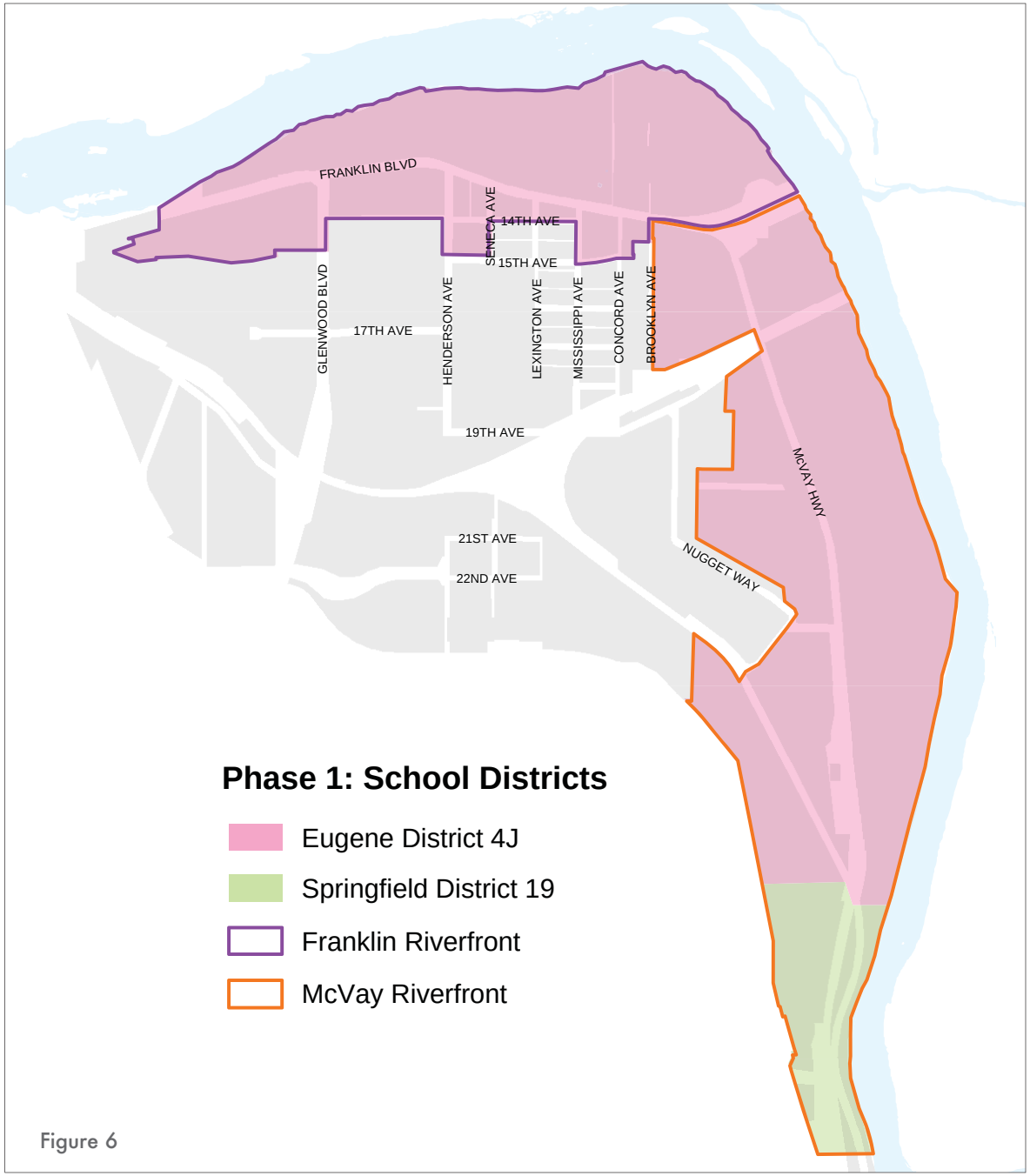


Figure 6

Glenwood Riverfront are annexed, the likelihood is that field units will be farther away, and response times across Springfield will be slower.

Objective:

Provide patrol service and police protection services capable of serving existing and future development and redevelopment in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Make Springfield Police services available for those properties within the city limits.
  - Offer services as specified in Springfield's Long Range Plan for Police Services.
- Continue to rely on Lane County Sheriff and Oregon State Police services available for those properties outside of the city limits until annexation to Springfield occurs.

Fire & Emergency Medical Facilities and Services

The Springfield Fire and Life Safety Department currently provides fire and emergency medical services to all of the Glenwood Riverfront. Springfield provides fire protection services within the city limits, and the GWD contracts with Springfield to provide fire protection services to unincorporated areas of the Glenwood Riverfront. Since 2010, Eugene and Springfield have signed agreements regarding mutual aid and initial response by the closest unit known as the 3 Battalion System. Additionally, a functional consolidation of both fire departments has occurred as an initial phase of the eventual possible merger of both fire departments.

System Capacity

Current fire station locations in Eugene and Springfield are adequate to meet the four-minute response time standard[5] for nearly all of the Glenwood Riverfront under proposed conditions, as depicted in Figure 5. A new fire station may be constructed near downtown Springfield to better balance overall system response time and equipment capabilities for West Springfield and East Glenwood. If a merger occurs, a new fire station may be located off Franklin Boulevard in Springfield. If a merger does not occur, the existing 3 Battalion agreement is anticipated to be continued.

The Springfield Fire and Life Safety Department, through the Fire Marshal's Office, also issues permits for the use and storage of hazardous materials, and for operations utilizing hazardous materials that are regulated by the Springfield Fire Code.

Objective:

Provide fire and life safety services capable of serving existing and future development and redevelopment in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Make Springfield fire and emergency medical services available for properties within the city limits.
  - Consider the impact of a merger between Springfield's Department of Fire and Life Safety and Eugene's Department of Fire and Emergency Services when evaluating emergency response capability in the Glenwood Riverfront, even after annexation to the City.
- Consider siting a new fire station in the southwest corner of Subarea C in the event a merger of the Springfield and Eugene fire departments occurs.
- Consider the relocation of Springfield Fire Station #4 closer to the Pioneer Parkway/ Main Street intersection to better balance overall system response time and equipment capabilities for West Springfield and East Glenwood.
- Continue to make fire and emergency medical services available in unincorporated areas under contract with the Glenwood Water District.
  - Address the provision of fire protection service to unincorporated areas prior to the dissolution of the Glenwood Water District.

School Facilities and Services

A majority of the Glenwood Riverfront area falls within the Eugene School District 4J (District 4J) boundary, with the southernmost portion of the Glenwood Riverfront falling within the Springfield School District 19 (District 19) boundary, as depicted in Figure 6. Glenwood students are bused to schools in either District 4J or District 19 because, currently, there are no public schools in Glenwood.

There have been recent conversations between the two school districts concerning the possible transfer of jurisdiction from District 4J to District 19. While District 19 recognizes the validity of the concerns about boundary adjustments expressed by District 4J due to declining enrollment and costs, District 19 desires to continue to investigate the topic of jurisdictional transfer. However, school district boundary

changes are regulated under Oregon Revised Statutes and Oregon Administrative Rules. School district boundary changes require the mutual consent of the involved district school boards, and/or a request submitted by the electors of the affected districts, or legislative action. In the Glenwood Riverfront, annexation to Springfield will not directly affect current school district boundaries. Any resolution of the transfer of jurisdiction question must be brought about by agreement between the two school districts outside of the scope of Glenwood Phase I.

System Capacity

Both school districts have seen a steady decline in both funding and enrollment, and have had to consolidate and/or close schools in recent years. In addition, population projections indicate decreasing household size over the next decade. Any proposed increased residential density and development in the Glenwood Riverfront may impact this situation. Nevertheless, both school districts have indicated that an increase in student enrollment in the Glenwood Riverfront could be served by existing schools. Thus, it is doubtful a new public school will be built in Glenwood. Both school districts will continue to serve any increase in Glenwood student enrollment by busing.

Objective:

Continue to provide quality public education to students residing in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Make public education services available to students in either District 4J or District 19 according to existing school district service boundaries.
  - Encourage Districts 4J and 19 to continue discussions on the transfer of school boundaries, as appropriate.

[1]The Metro Plan defines the minimum level of key urban facilities and services as: wastewater service; stormwater service; transportation; solid waste management; water service; fire and emergency medical services; police protection; citywide park and recreation programs; electric service; land use controls; communication facilities; and public schools on a district-wide basis (in other words, not necessarily within walking distance of all students served). The Metro Plan defines a full range of key urban facilities and services as the minimum level plus urban public transit, natural gas, street lighting, libraries, local parks, local recreation facilities and services, and health services.

[2]At the time this Plan was written, the following documents provided state and Federal guidance on water reuse: Guidelines for Water Reuse (EPA/625/R-04/108, September 2004); House Bill 2080: Legalization of graywater for beneficial use in Oregon; OAR 340-053: Rulemaking Plan for Graywater Treatment, Disposal, and Reuse; OAR 340-055: Recycled Water Use Rules; Governor's Executive Order No. 05-04 (March 2005): lists water reuse as an integral component of economic development, water conservation and environmental sustainability in Oregon; Oregon's Integrated Water Resources Strategy (OWRD, in progress); and the Oregon DEQ web site.

[3]An above-ground transmission line crosses the Willamette River at the southern end of the McVay Riverfront but is not associated with service provision in the Glenwood Riverfront at this time. It will, however, be instrumental in providing service to the Glenwood Riverfront in the future.

[4]An aMW is 8,760 megawatt hours. This is the continuous output of a resource with one megawatt of capacity over a full year. A megawatt hour is 1,000 kilowatt-hours, which is the amount of electricity the average Oregon household uses in a month.

[5]Annexation of property outside the four-minute response time requires the property owner to conduct and document a response time study.

Financing Public Infrastructure

Public private partnerships are an important option that can be utilized in times of economic uncertainty and in periods of prosperity. There is a nexus between the public sector's needs and the private sector's goals. Local and state governments, particularly in today's challenging economic times, need to find innovative ways to improve infrastructure that makes sense to the taxpayer.

- Doug Domenech, Secretary of Natural Resources of the Commonwealth of Virginia

Financing Public Infrastructure

Introduction

Implementing the Glenwood Refinement Plan to realize the goals and objectives of the community will require substantial capital investment in public infrastructure. Capital financing has proven to be a challenge for Springfield and its partner agencies in the years leading up to the time this Plan was written. As a result, it is reasonable to expect that Springfield and its partner agencies will find it appropriate to pursue a broad range of strategies to secure necessary capital funding in a timely way to implement the projects discussed in this Plan.

A discussion of capital financing resources naturally divides into two categories: locally controlled sources and sources of funding from external sources. Within each category, there are a number of sub-categories, as described below.

Locally Controlled Sources

Systems Development Charges

For most Oregon cities, the method of choice for local funding of new capital infrastructure is the Systems Development Charge (SDC)[1]. Also known as Impact Fees, SDCs are charges imposed on development to recover the costs associated with providing infrastructure to meet the demands of growth. The imposition of these charges, and the use of the revenue, is carefully regulated by state statute. Springfield imposes SDCs for transportation, local wastewater collection, and stormwater collection. In addition, MWMC imposes charges for regional wastewater treatment; Willamalane imposes charges for park and recreation facilities; and SUB imposes charges for water and electric service. Each of the charges is set by a detailed methodology which depends, in large part, on projects lists of the facilities that are reasonably expected to be required to meet the needs of growth over a period of approximately 20 years.

Like many cities, the SDCs imposed by Springfield are implemented on a city-wide basis, with no distinction for particular geographical areas. While some Oregon cities create surcharges or differential SDCs for particular areas within the city, a Citizen Advisory Committee, which considered updates to Springfield's SDC methodologies in 2008, recommended against creating differential SDC rates. That recommendation was adopted by the Springfield City Council. Willamalane's park and recreation SDCs also are implemented on a community-wide basis.

Operating Reserves

A second locally controlled source of capital funding is to reserve amounts from operations revenues for future capital purposes on a pay-as-you-go basis. This typically occurs when infrastructure systems are operated as utilities, as Springfield does for its local wastewater, stormwater, and transportation systems. Although Springfield has typically done this, financial challenges and emerging capital needs have resulted in these reserves being essentially depleted.

Debt Financing

A third locally driven source of capital funding is the issuance of some form of debt. While the variety of debt instruments available to local governments is too broad for a detailed discussion in this Plan, two are worthy of mention: general obligation bonds; and revenue bonds.

General Obligation Bonds

General obligation debt is backed by the full faith and credit of Springfield and all of its General Fund resources, although for most purposes this means the property tax revenues of the City. If Springfield issues this particular debt and relies only on existing sources of property tax revenue, the debt may be issued at the direction of the City Council. More commonly, a city would seek to rely on supplemental property tax revenue to provide a source of repayment. In that case, the issuance of debt requires the affirmative vote of Springfield residents.

Like Springfield and other units of local government with taxing authority, Willamalane may also fund capital projects through the use of general obligation bonds. During the last thirty years, Willamalane has used general obligation bonds to construct the Willamalane Adult Activity Center and SPLASH at Lively Park, and to renovate and reconstruct Willamalane Park Swim Center. In all cases, Willamalane has relied upon the voters to approve bond measures to make these improvements. Willamalane may consider a bond measure in the near future to support additional land acquisition, park development, and facility improvements as supported by community input and the District's Comprehensive Plan.

Revenue Bonds

Revenue bonds do not require a vote of the people, but can be issued only if there is a source of revenue for repayment which is satisfactory to the purchaser of the bonds. Generally, this means a reliable revenue source such as a user fee. Recently, Springfield has issued revenue bonds supported by the user fees collected from wastewater and stormwater drainage users. Historically, Springfield has not issued revenue bonds to fund street capital improvements. In large part, this is because customarily an issuer must demonstrate that user fee revenue equal to 1.25 times the debt service on the bonds is available to pay the debt service. At the time this Plan was written, the financial condition of Springfield's Street Fund does demonstrate this revenue source.

Willamalane has used a similar mechanism for revenue bonds called Full Faith and Credit Obligations. These obligations were issued to construct the Community Recreation Center in 2006, and to purchase and remodel the Regional Sports Center in 2010. Repayment of the obligations is based on the ability of Willamalane use general fund resources, such as property tax receipts and user fee revenue. The amount of use and revenue generated from users of the facilities is key to Willamalane's internal decision to proceed with issuance of such obligations.

Tax Increment Financing

Tax-increment financing (TIF), which was developed in California in the 1950s, has been enabled by Oregon statute since 1960. In general, TIF laws allow local officials to designate a geographical area within their community as a TIF district. In Oregon, TIF districts are referred to as Urban Renewal Districts[2]. Once the district boundary is established and the city receives approval to create the district, property taxes generated within the district are frozen at the current level for the life of the district. This base level

of taxes continues to be allocated as it always has, but any additional taxes that are collected above that base level due to market appreciation, improvements to existing properties, and new development, are set aside. This incremental tax revenue is then used for major investments in the district on a pay-as-you-go basis, or to support the issuance of tax increment bonds. At the end of the life of the district, all tax revenue from the district is allocated to the original taxing authorities.

In 2004, a majority (72%) of Springfield voters approved establishing a Glenwood Urban Renewal District to: help facilitate the expansion of industrial areas available to firms; revitalize emerging industrial areas in this part of Springfield; and redevelop the Glenwood Riverfront. The district was subsequently adopted by the Springfield City Council and Lane County Board of Commissioners and is governed by the Springfield Economic Development Agency, comprised of City Councilors and County Commissioners. The Glenwood Urban Renewal Plan outlines development strategies, priorities, projects and incentives to guide the use of tax-increment funds generated over the life of the district (20 years).

Funding from External Sources

There are opportunities that may be derived from other levels of government and external sources, which involve Springfield partnering with private enterprise to secure available capital funding.

State and Federal Programs

Both the State of Oregon and the Federal government have a number of programs that offer grants, loans, or loan subsidies for capital improvements. Most of these programs are system dependent. For example, the Federal Transportation Improvement Generating Economic Recovery (TIGER) program has funded a number of major transportation improvements across the country, including in Oregon. Springfield, in conjunction with the Lane Transit District and Eugene, has applied, unsuccessfully, for funding for Franklin Boulevard from this program. However, the City might seek to re-apply should new phases of the program be announced. Federal funds are also available under the Surface Transportation Program. The Clean Water State Revolving Fund is an Oregon program backed by Federal funding that offers grants and loans for wastewater and stormwater projects. Springfield and MWMC both have projects on the funding priority list for this program. Other programs, such as the Oregon State Public Works Fund offer grants and loans for a variety of infrastructure programs.

Congressional Funding

In addition, at the Federal level, Springfield has had some success in the past securing funding for transportation and stormwater projects by directly seeking Congressional funding. These involve 'earmarks' by members of the Oregon Congressional delegation in authorization or appropriation bills passed by the Congress. Although there seemed to be a general consensus that the earmark approach would not be favored by Congress at the time this Plan was written, the possibility exists that some form of targeted spending, under some new name, might be available. To ensure that Springfield positions itself well to take advantage of these opportunities, it will be useful to continue to participate in the 'United Front' effort that many local agencies have joined in to present a consolidated list of funding proposals to the Oregon Congressional delegation.

Local Improvement & Reimbursement Districts

Springfield has also experienced past success in partnering directly with developers and residents to secure capital funding. Springfield can use Local Improvement Districts (LIDs), or assessment districts, to secure private funding for infrastructure that specifically benefits certain properties. Springfield can also create reimbursement districts that permit a developer to fund significant capital improvements and then recover some portion of the cost through payments from subsequent development that takes advantage of those improvements. This approach can be attractive to developers who wish to move in advance of Springfield's ability to generate adequate resources to fund a capital improvement whose benefits extend beyond the particular development that requires the project to proceed.

Exactions and Dedications

Lastly, Springfield does have the power to require that a developer, either in the context of an annexation agreement or a development agreement for a specific development, provide the infrastructure that is required to serve that development. This ability to exact improvements is limited by judicial interpretations of both Federal and state constitutional limitations against taking private property for public use.

Objective:

To the extent practicable, utilize a broad variety of funding strategies and partnerships with other public agencies and private interests to provide the public infrastructure needed to support the Glenwood Refinement Plan.

[1]State statutes also authorize a reimbursement SDC. Although Springfield imposes a reimbursement SDC, revenue from that source, while it can be used to meet the needs of growth, is typically used to fund capital preservation of existing facilities.

[2]Urban renewal is a program of land redevelopment in areas of moderate to high-density urban land use. Its modern incarnation began in the late 19th century in developed nations and experienced an intense phase in the late 1940s – under the rubric of reconstruction. The process has had a major impact on many urban landscapes, and has played an important role in the history and demographics of cities around the world. Many cities link the revitalization of the central business district and gentrification of residential neighborhoods to urban renewal programs of the 1940s – 1960s. Over time, urban renewal has evolved into a policy based less on destruction and more on renovation and investment, and today is an integral part of many local governments–often combined with small and large incentives.

Urban Transition and Annexation

Annexation is probably the most valuable tool a city has to ensure orderly growth and development.

- Jeff Hawkins

Urban Transition and Annexation

Introduction

Annexation of undeveloped and underdeveloped properties in the Glenwood Riverfront enhances the opportunity for compact urban growth, an efficient land use pattern, and a well-planned supporting street and infrastructure system.

The Glenwood Riverfront includes land within Springfield's UGB that is both inside and outside of the city limits. In 1987, Springfield and Lane County entered into an intergovernmental agreement (which remains in effect) whereby the County agreed to transfer jurisdiction of building, zoning, and planning services for land between Springfield's UGB and the city limits. This concept of turning over service functions from the County to a City is referred to in this context as 'urban transition'. The purpose of urban transition is to give regulatory and administrative responsibility to the jurisdiction that will be responsible for providing urban services to that area. Specifically, in the future Springfield would provide these urban services to Glenwood. In 1998, Springfield, Eugene, and Lane County agreed that properties in Glenwood that had previously been annexed into Eugene would be annexed into Springfield and that future annexations would be into Springfield.

Annexation Process

Currently, approximately one-third of the Glenwood Riverfront is annexed into Springfield, with the remainder of the area being unincorporated–in part due to the desire of property owners and in part due to a lack of urban public facilities. Most of the annexed acreage is located on the south side of Franklin Boulevard and the southern end of McVay Highway, as depicted in Figure 1. In those areas of the Glenwood Riverfront that are not currently within Springfield's city limits, annexation is necessary prior to any new development, redevelopment, or expansion of existing uses. Since current City policy requires annexation before wastewater services are extended, the Glenwood Trunk Line would need to be completed (as discussed in the Public Facilities and Services Chapter) for annexation to be approved in areas of the Glenwood Riverfront not currently served by a public wastewater system.

Springfield has not traditionally supported mandatory annexations of developed property, except when the property is proposed to be redeveloped or to abate public health hazards such as failed septic systems. The intent is that annexation will occur

incrementally as property owners desire to develop in the Glenwood Riverfront. Annexation generally fulfills one or more of the following purposes:

- Provide land to accommodate future urban development;
- Provide land for the provision of necessary public facilities or services;
- Ensure that properties adjacent to Springfield are developed in a manner consistent with the urban development standards of the Springfield Development Code; and/or
- Allow development of the full economic potential of sites.

Oregon Revised Statutes[1] grants Springfield the sole responsibility for the review and approval or denial of all annexation applications. It also stipulates requirements that must be met prior to annexation approval to ensure orderly growth, such as prohibiting non-contiguous annexations and providing information about properties' contribution to offsite public systems. The annexation application process thus provides land owners with a clear understanding of what is needed to fully develop their property as planned. Oregon Administrative Rules (OAR)[2] require connection to a public wastewater system for any property proposed to be divided, or for any proposed expansion of an existing use or a new use that is outside of the city limits and is within the distances specified

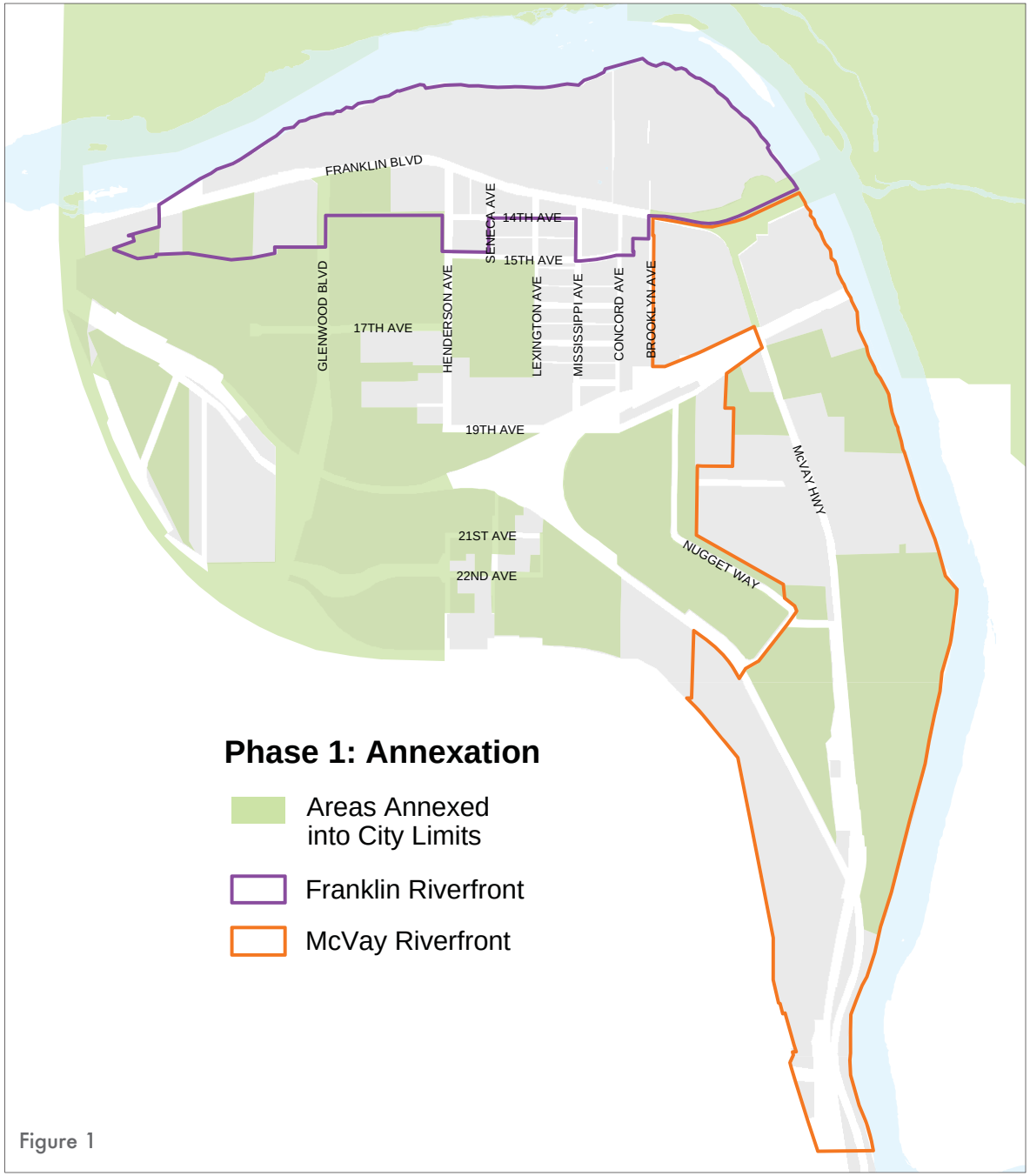


Figure 1

in the OARs to the nearest public wastewater line. The Metro Plan provides policy direction regarding approval of requests for annexation that includes the prerequisite that a minimum level of key urban facilities and services[3] be provided in an orderly and efficient manner, or a logical time within which to deliver these services, based upon demonstrated need and budgetary priorities. The Springfield Development Code specifies the City's annexation application process.

The availability of public services is determined by Springfield and/or applicable public and private service providers, based upon existing and planned capacity and cost, as specified in the Transportation, Open Space, and Public Facilities and Services Chapters. The annexation application process described in the Springfield Development Code includes a requirement that property owners enter into an Annexation Agreement, where applicable, with Springfield prior to the submittal of an annexation application if the minimum level of key urban services are not available at that time to serve the property. An Annexation Agreement states the terms, conditions, and obligations of the property owner and the service providers regarding the fiscal and service impacts to Springfield associated with the annexation, provision of infrastructure, and future development of the property.

Objective:

Provide orderly and efficient conversion of land from urbanizable to urban in the Glenwood Riverfront through the annexation process based upon the availability of a minimum level of key urban facilities and services.

Policies & Implementation Strategies:

- Continue recognizing existing public agency service agreements on land outside of the city limits until annexation occurs.
- Provide for annexation of urbanizable land to occur in a manner consistent with State law and the Metro Plan, as well as City annexation policies and procedures.
- Provide for annexation on a voluntary basis, except when health and safety concerns trigger the need for mandatory annexation, consistent with State law.

[1]At the time this Plan was written, this language was contained in OAR Chapter 222.

[2]At the time this Plan was written, this requirement was contained in ORS 340-071-0160.

[3]The Metro Plan defines the minimum level of key urban facilities and services as: wastewater service; stormwater service; transportation; solid waste management; water service; fire and emergency medical services; police protection; citywide park and recreation programs; electric service; land use controls; communication facilities; and public schools on a district-wide basis (in other words, not necessarily within walking distance of all students served.)

Historic and Cultural Resources

A building does not have to be an important work of architecture to become a first-rate landmark. Landmarks are not created by architects. They are fashioned by those who encounter them after they are built. The essential feature of a landmark is not its design, but the place it holds in a city's memory. Compared to the place it occupies in social history, a landmark's artistic qualitities are incidental.

- Herbert Muschamp, former architecture critic for the New York Times

Historic and Cultural Resources

Introduction

It is true that, at first glance, it may not appear there is much remaining of historic Glenwood. However, it is only through an understanding of Glenwood's history that significant details will begin to reveal themselves. In Glenwood, these details will not be observed in the more popular image of high-style Victorian architecture. The types of historic images that Glenwood has to offer lie more in its "rural vernacular" architecture[1] with an emphasis on general development patterns, landscape features, and possible archeological sites. Historic preservation policies and programs can be a challenging undertaking when such efforts are measured against the more tangible and immediate results of new construction and redevelopment. The policy direction contained in this Chapter is thus intended to encourage Springfield, its Historic Commission, and the community at large to document Glenwood's history and protect resources that are identified as meriting preservation.

Statewide Planning Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces – provides policy direction regarding historic resources in Oregon. Specifically, Oregon Administrative Rules state that local comprehensive plans should foster and encourage the preservation, management, and enhancement of structures, resources, and objects of historic significance within the jurisdiction. In conformance with Goal 5, the Metro Plan's Historic Preservation Element outlines the goals, objectives, and policies for historic preservation in the metropolitan area. In accordance with one of the goals of this Phase I Glenwood Refinement Plan update, 'celebrate Glenwood's contributions to the region's historic development', this Chapter refines the Metro Plan's historic preservation policies specifically for Glenwood and, in particular, for the Glenwood Riverfront.

A growing body of knowledge exists regarding Glenwood's historic development pattern. The 1989 Oregon Agricultural Development Context Statement, 1996 Eugene Area Historic Context Statement, and 1999 Springfield Historic Context Statement contain information about Glenwood's early history. The Historic Qualities section of the Environmental Design Element in the 1989 Glenwood Refinement Plan also provides a brief historical sketch of Glenwood's development from the 1850s to the 1980s. Additional historic information is included in the final report of a 2001 windshield survey of Glenwood's historic resources. While these documents contribute to Springfield's knowledge of Glenwood's history, the history of Glenwood has never

been thoroughly documented in a Glenwood-specific context statement.

In 2010, the Springfield Historic Commission contracted with Historic Preservation Northwest to conduct a Reconnaissance Level Survey (RLS)[2] to further investigate properties identified in the 2001 windshield survey as having potential historic resources (Figure 1). The purpose of the survey was to: provide the residents of Springfield with an assessment of the historic resources in Glenwood; provide Springfield with an informational basis for policy and planning decisions regarding the management and protection of historic resources located within Glenwood; and add to the body of knowledge maintained by the Oregon State Historic Preservation Office with regards to historic resources within Springfield, Lane County, and the State of Oregon. The information gleaned from the survey within the Glenwood Phase I boundary provided a basis for this Chapter. The survey information outside of the Phase I boundary will provide the basis for the Glenwood Phase II Historic & Cultural Resources Chapter.

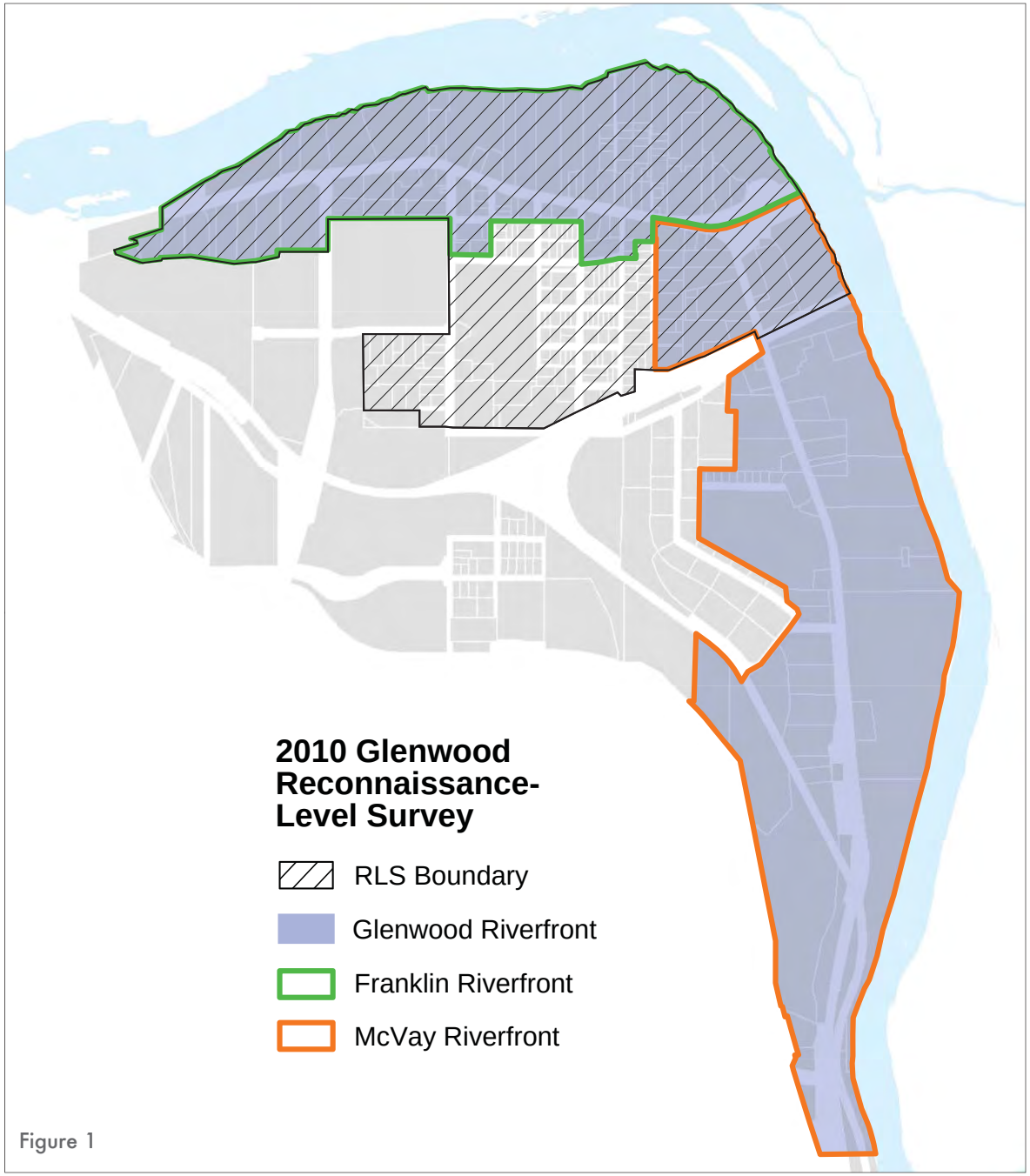


Figure 1

Historic & Cultural Resources

Historic Resources

The 2010 RLS identified eight structures within the Glenwood Riverfront that have resources of local and/or national significance and warrant further

examination as they have the potential for individual listing, as depicted in Figure 2[3]. Of those, the consultants[4] who conducted the RLS named the Myrmo & Sons, Blue Cross Animal Hospital, and Intercity Engineering structures as being the 'most interesting' should Springfield pursue further research for any of these potentially eligible structures. An Intensive Level Survey was conducted for the Blue Cross Animal Hospital as part of the bus rapid transit station development along Franklin Boulevard in 2000. In reviewing the results of the RLS, the Springfield Historic Commission requested that staff seek opportunities to document the other eight potentially eligible properties within the Glenwood Riverfront.

Cultural Resources

In March 2009, the State Archaeologist responded to the City's request for information regarding potential archeological resources in Glenwood. The State Archaeologist noted that in reviewing the statewide cultural resources database, he determined that no previous cultural resource surveys have been completed within the Glenwood Refinement Plan boundary[5]. Further, there are no known prehistoric archaeological resources in Glenwood, and the only historic archaeological site in the State's records is the railroad junction trestle built around 1926 near East 19th Avenue (Glenwood Phase II). The State Archaeologist added, however, that Glenwood lies within an area generally perceived to have a high probability for possessing archaeological sites and/or buried human remains regardless of the persistent historical flooding of the Glenwood Riverfront.

State and Federal regulations and Springfield Development Code standards require the protection of areas of archaeological significance found through development and redevelopment[6]. Finding objects during the site preparation process adds time and costs to the development project. Given the State Archaeologist's professional opinion that the Glenwood Riverfront has a high probability of possessing archaeological sites and/or buried human remains, this land would be considered more 'shovel ready' if an archaeological survey[7] is conducted prior to the submittal of development applications.

Objective:

Expand awareness of Glenwood's natural and cultural history.

Policies & Implementation Strategies:

- Collaborate with the Springfield Historic Commission to complete an historic context statement for Glenwood to: provide an understanding of the trends and events that influenced the development of the area; and to provide a better context for evaluating the significance of Glenwood's potential historic resources, as funding becomes available.
- Collaborate with the Springfield Historic Commission to identify potential projects and themes to memorialize significant historic structures, sites, events, and/or people in Glenwood in the design of public art and public spaces in the Glenwood Riverfront, upon completion of an historic context statement for Glenwood.

Objective:

Recognize potential historic and cultural resources that exist in the Glenwood Riverfront, as documented in historic and archaeological resource surveys, and support historic preservation efforts.

Policies & Implementation Strategies

- Collaborate with the Springfield Historic Commission to continue the survey and inventory process for potentially historic resources and identify significant historic resources, as funding becomes available.

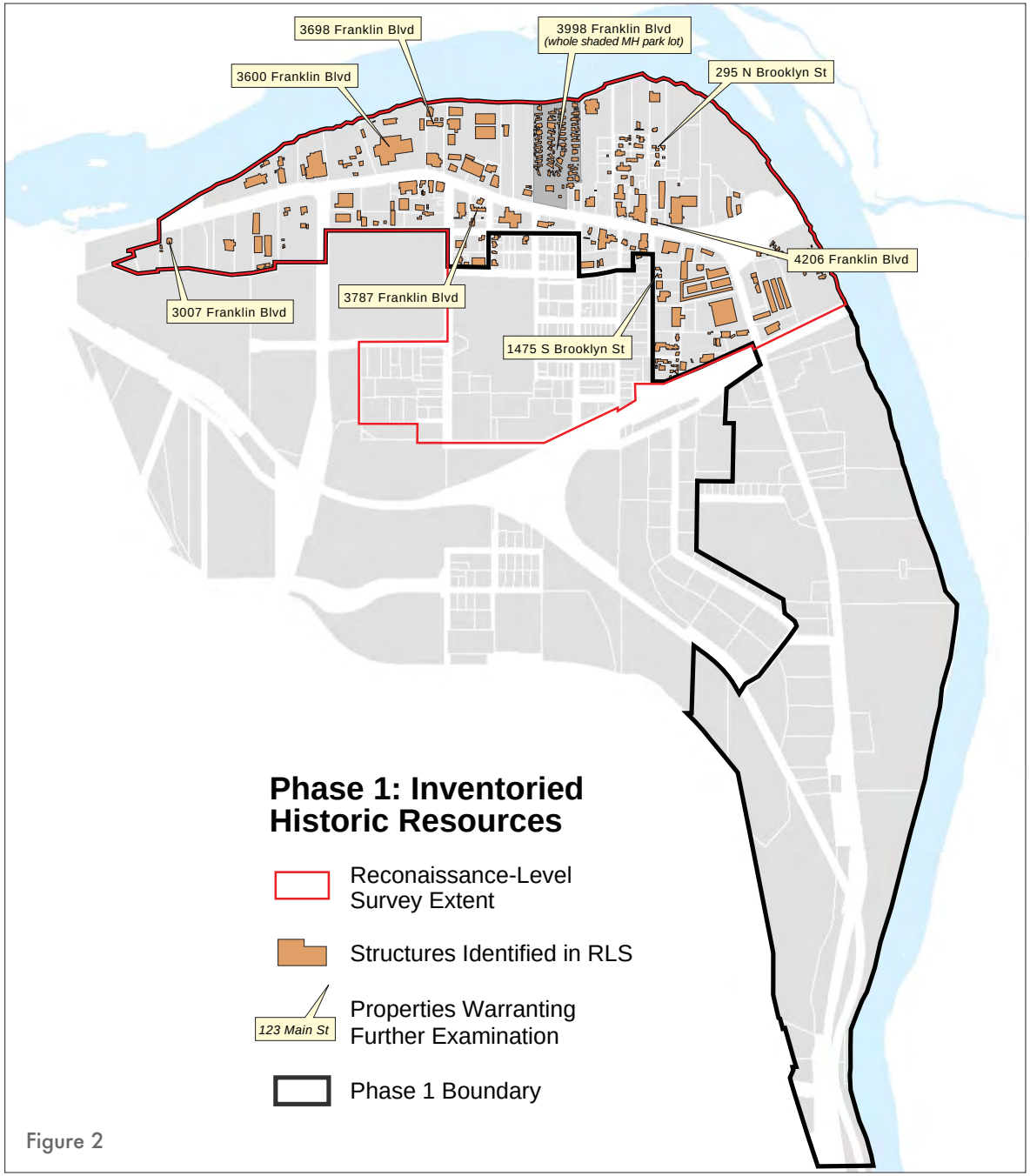


Figure 2

- Support efforts of the Springfield Historic Commission and property owners in seeking local and/or national landmark designation for significant historic resources.
- Require sufficient consideration and documentation by property owners of identified potentially significant historic resources so that future development, redevelopment, and/or demolitions fully address the identified resources, either through on-site preservation, off-site preservation, or through archival documentation of the resource.
  - Develop Glenwood Riverfront Mixed-Use Plan District standards specifying documentation requirements for: 3007 Franklin Boulevard; 3600 Franklin Boulevard; 3698 Franklin Boulevard; 3787 Franklin Boulevard; 3998 Franklin Boulevard; 4206 Franklin Boulevard; 295 N. Brooklyn Street; 1475 S. Brooklyn Street; and any future identified potentially significant historic resources.
- Continue to regulate the preservation, management, and restoration of historic resources that are added to the City's Historic Landmark Inventory through the Springfield Development Code's Historic Overlay District.
- Coordinate with the State Historic Preservation Office to develop a probability model that depicts the location of areas with a high probability of archaeological sites and/or buried human remains, as funding becomes available.
- Encourage developers to conduct an archaeological survey to determine whether objects of cultural or archaeological significance exist prior to excavation of land in areas with a high probability of archaeological sites and/or buried human remains, as development or redevelopment occurs.
- Support efforts of the Springfield Historic Commission to restore, preserve, or memorialize sites, objects, or areas of cultural or archaeological significance.

[1]Vernacular architecture refers to the design of structures constructed by builders without the intervention of professional architects.

[2]Surveys of historic and archaeological resources are mandated by the National Historic Preservation Act of 1966, as amended, and are carried out and supported by the State Historic Preservation Office, as well as by historic preservation professionals on contract. The Oregon historic resource survey program is designed as a three-part linear process beginning with identifying potential historic resources and culminating in the nomination of individual properties and historic districts to the National Register of Historic Places. The three components of the survey process are: 1) the Reconnaissance Level Survey (RLS); 2) the Intensive Level Survey (ILS); and 3) nomination to the National Register. The RLS is designed as an identification and evaluation tool to provide general information about resources within a designated survey area. The primary purpose is to provide a "first cut" of buildings in a given area that appear to be eligible for listing in the National Register of Historic Places. A RLS involves only a visual evaluation of properties, not an assessment of associated historical events or individuals. Specific information on residents and the history of a particular resource can be only obtained through historical research conducted as part of an Intensive Level Survey (ILS), the next level of survey.

[3]Surveys require specific methods of documentation and reporting in order to maximize their accuracy and their usefulness in later stages of the survey process. The Guidelines for Conducting Historic Resource Surveys in Oregon details the types of surveys conducted in Oregon and how to complete them. Properties identified as "eligible" in a RLS need to meet National Register age and integrity requirements (outlined in federal regulations 36 CFR 60 and National Register Bulletin 15). This means that they should retain most of their original appearance and be at least 50 years old. In order to extend the "life" of the survey, however, it is advisable to include buildings that will turn 50 in the next several years as eligible properties.

[4]Oregon requires preservation professionals to direct all aspects of the survey work as the Lead Surveyor. "Professionals" should meet the architectural historian qualifications outlined by the federal government in 36 CFR 61, Appendix A. These qualifications, in general, are a graduate degree in architectural history or a closely related field, or a bachelor's degree in the same fields, plus at least two years of full-time experience in architectural history related work.

[5]The environmental assessment for the I-5 Willamette River Bridge Project cited archaeological investigations in 2003 and 2006 within the I-5 north/south corridor, including the Glenwood Interchange (outside the GRP boundary). No prehistoric artifacts or features were discovered; however, historic artifacts were recovered from probes located in the far northeastern portion of the surveyed area.

[6]In Oregon, several State laws protect archaeological sites and Native American graves. These include the ORS 97.740 (the Indian Graves and Protected Objects Act), ORS 358.905-962 (the Archaeological Objects and Sites Act), ORS 390.235-240 (Archaeological Sites and Historical Materials), OAR 736-051-0000 to 0090 (Administrative Rules for Archaeological Permits), ORS 166.076 (Abuse of a Memorial of the Dead), and ORS 166.085 (Abuse of a Corpse in the Second Degree).

[7]Identification or a "survey" is undertaken for the purpose of locating and compiling information about cultural resources within a defined geographic area. Survey work is comprised of a number of activities including, but not limited to, research design, archival research, informant interviews, field survey, and analysis. To assist historic preservation practitioners, the National Park Service (as the federal government's chief steward of the nation's heritage) has articulated four principles that form a theoretical basis for the design and implementation of survey projects. These four principles are: Identification and Survey of Historic Properties are Undertaken to the Degree Required to Make Specific Decisions; Results of Identification Activities are Integrated Into the Planning Process; Identification Activities Include Explicit Procedures for Record Keeping and Information Distribution; and Survey Activity Entails Effective Consultation with Concerned Tribes, Local Governments, Interested Public, Professional Community and Other Governmental Agencies. Specific technical guidance is provided in the State of Oregon Archaeological Reporting Guidelines.

EXHIBIT D
SPRINGFIELD DEVELOPMENT CODE AMENDMENTS

AMENDING THE SPRINGFIELD DEVELOPMENT CODE BY DELETING SECTIONS 3.4-200 THROUGH 3.4-270, GLENWOOD RIVERFRONT PLAN DISTRICT AND ADDING SECTIONS 3.4-200 THROUGH 3.4-280 GLENWOOD RIVERFRONT MIXED-USE PLAN DISTRICT; AMENDING SUBSECTION 4.3-110E.; AMENDING SECTION 4.3-115; AMENDING TABLE 5.4-1; AMENDING SECTIONS 5.6-100-115; AMENDING SECTION 5.12-160; AMENDING SECTION 6.1-110; DELETING APPENDIX 3 TEMPORARY GLENWOOD RIVERFRONT PLAN DISTRICT MASTER PLAN STANDARDS AND ADDING APPENDIX 3 PHASE 1 GLENWOOD REFINEMENT PLAN POLICIES AND IMPLEMENTATION STRATEGIES.

SECTION 1: Sections 3.4-200 through 3.4-270, the Glenwood Riverfront Plan District, are hereby deleted.

SECTION 2: Section 3.4-200 is hereby added:

Section 3.4-200 GLENWOOD RIVERFRONT MIXED-USE PLAN DISTRICT

Sections:

3.4-205 Purpose
3.4-210 Applicability
3.4-215 Review
3.4-220 Non-Conforming Uses
3.4-225 Conflicts
3.4-230 Glenwood Riverfront Mixed-Use Plan District Modifications
3.4-235 Design Standards Alternatives/Exemptions from Design Standards
3.4-240 Phased Development
3.4-245 Land Use Designations, Zoning District Descriptions and Applicable Overlay Districts
3.4-250 Schedule of Use Categories
3.4-255 Prohibited Uses
3.4-260 Use Interpretations
3.4-265 Base Zone Standards
3.4-270 Public and Private Development Standards
3.4-275 Building Design Standards
3.4-280 Willamette Greenway Development Standards

SECTION 3: Section 3.4-205 is hereby added:

3.4-205 Purpose

A. Plan Districts are customized development standards applied to unique areas within the City where traditional zoning mechanisms are unlikely to achieve desired development objectives. An area may be unique based on natural, economic or historic attributes. The Glenwood Riverfront has all of these attributes that maximizes the value of the area's proximity to the Willamette River; major transportation corridors (notably Interstate 5); and

the University of Oregon; and emphasizes Glenwood's strategic location between downtown Eugene and downtown Springfield.

B. The Glenwood Riverfront Mixed-Use Plan District takes policies from the Glenwood Refinement Plan and establishes and implements development standards and building design standards specifically applicable to this Plan District. The Glenwood Riverfront Mixed-Use Plan District implements the following visioning goals:

1. Improve public connections to the Willamette River;

2. Establish inviting public spaces, including parks, plazas, and multi-use paths;

3. Encourage aesthetically pleasing, sustainable buildings and sites that are context sensitive and oriented to human activity;

4. Provide opportunities for the installation, display, and creation of public art;

5. Allow for a mix of uses suitable to the unique development opportunities in Glenwood;

6. Provide opportunities for the development of a variety of housing types to meet the needs of a range of households;

7. Facilitate opportunities for businesses to provide goods and services to local, regional, statewide, national, and international markets;

8. Restore, enhance, and protect the ecological function of natural resources, and increase public awareness of these resources;

9. Protect the public from potential natural and manmade hazards;

10. Celebrate Glenwood's contributions to the region's historic development;

11. Enhance the transportation system to improve safety, convenience, and movement for all modes of travel, including vehicles, trains, public transit, bicycles, and pedestrians;

12. Provide a full range of urban public facilities and services for redevelopment and new development; and

13. Facilitate redevelopment while addressing the consequences of change to existing residents and businesses.

SECTION 4: Section 3.4-210 is hereby added:

3.4-210 Applicability

The Glenwood Riverfront Mixed-Use Plan District includes all land in the Glenwood Riverfront that abuts the Willamette River and both sides of Franklin Boulevard and McVay Highway from the I-5 Bridges to the south boundary of Glenwood. The Glenwood Riverfront Mixed-Use Plan District is divided into two distinct areas:

A. The Franklin Riverfront; and

B. The McVay Riverfront.

SECTION 5: Section 3.4-215 is hereby added:

3.4-215 Review

A. Any proposed development within the Glenwood Riverfront shall require a Development Issues Meeting or a Pre-Application Report as specified in Section 5.1-120.

B. All required applications in the Glenwood Riverfront Mixed-Use Plan District shall be reviewed as specified in Chapter 5 including, but not limited to: Annexations; Master Plans; the Willamette Greenway Overlay District; the Urbanizable Fringe Overlay District; the Floodplain Overlay District; the Hillside Development Overlay District; the Historic Overlay District, as applicable; Site Plan Review; and Land Divisions.

1. The development and design standards specified in Sections 3.4-270 and 3.4-275 shall supersede the Site Plan Review submittal requirements for the applicable topics specified in Section 5.17-120 and/or the Master Plan submittal requirements specified in Section 5.13-120.

2. Land divisions shall be prohibited on lots/parcels larger than one acre and designated and zoned Office Mixed-Use or Commercial Mixed-Use, or on lots/parcels larger than 20 acres and designated and zoned Employment Mixed-Use until Final Site Plan Review or Final Master Plan approval has been granted by the City.

C. Other Glenwood Riverfront application review procedures include, but are not limited to:

1. Glenwood Riverfront Mixed-Use Plan District Modifications, which shall be reviewed as specified in Section 3.4-230.

2. Design Standards Alternatives/Exemptions from Design Standards, which shall be reviewed as specified in Section 3.4-235.

3. Glenwood Riverfront Mixed-Use Plan District use interpretations, which shall be reviewed as specified in Section 3.4-260.

4. Willamette Greenway Overlay District standards as specified in Section 3.4-280.

5. Any other applicable standard as specified elsewhere in this Code.

D. Any other applicable agency permits/approvals/coordination including, but not limited to:

1. The Army Corps of Engineers/the Department of State Lands (wetland/riparian areas, stormwater outfalls/discharges and fills/excavations);

2. The Department of Environmental Quality (contaminated sites);

3. The Oregon Department of Transportation (access to/from Franklin Boulevard and McVay Highway); and

4. Lane County Transportation (vacation of local access roads).

SECTION 6: Section 3.4-220 is hereby added:

3.4-220 Non-Conforming Uses

Any existing non-conforming building, structure and/or use may continue, expand, or be modified as may be permitted in Sections 3.4-280, 5.8-120 and 5.8-125 until they are either abandoned, as defined in Section 5.8-130, and/or redeveloped as defined in Section 6.1-110.

SECTION 7: Section 3.4-225 is hereby added:

3.4-225 Conflicts

In cases where:

A. The development standards of the Glenwood Riverfront Mixed-Use Plan District conflict with local standards found in other Sections of this Code, the standards of the Plan District will prevail, unless there is a specific reference to another SDC Section. In that case, the referenced Section's standards will prevail.

B. These development standards conflict with Federal and/or State regulations, the Federal and/or State regulations will prevail.

SECTION 8: Section 3.4-230 is hereby added:

3.4-230 Glenwood Riverfront Mixed-Use Plan District Modifications

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

A. A Minor Glenwood Riverfront Mixed-Use Plan District modification shall be subject to a Director's decision under either a Type I or a Type II review procedure. Minor Modifications are those that result in any of the following:

1. Type I Review Procedure.

a. Changes related to the streetscape, the visual elements of a street, including, but not limited to: the street surface; adjacent buildings; street furniture; and trees and open spaces that combine to form the street's character in a manner consistent with the Glenwood Refinement Plan Transportation Chapter policies and implementation strategies and the Springfield Engineering Design Standards and Procedures Manual.

b. A change in the design of a street in a manner consistent with the Glenwood Refinement Plan Transportation Chapter policies and implementation strategies and the Springfield Engineering Design Standards and Procedures Manual.

c. A change of 20 percent or less to a quantified building design standard as specified in Section 3.4-275.

2. Type II Review Procedure.

a. A modification of a driveway access location in a manner consistent with the Glenwood Refinement Plan Transportation Chapter policies and implementation strategies.

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

1. A change of more than 20 percent to a quantified building design standard as specified in Section 3.4-275.

2. A change that requires a street, mid-block connector, multi-use path or other transportation facility to be shifted, provided the change maintains the connectivity requirements established by the Glenwood Refinement Plan Transportation Chapter and the provision for public utilities established by the Public Facilities Chapter policies and implementation strategies, and does not impact the integrity of a Subarea.

3. A modification not specifically listed under the minor modification categories specified in Subsection 3.4-230A. and the major modification categories specified in this Subsection.

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

Glenwood Riverfront Mixed-Use Plan District (Section 3.4-200)as specified in Section 5.6-100.

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

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

1. Springfield staff does not have the expertise to evaluate a required technical report, including, but not limited to: acoustical analyses; floodplain mapping; transportation demand management and/or geotechnical engineering.

2. The applicant's findings do not demonstrate compliance with the objective of the applicable development or design standard as required in Subsection 3.4-230B.4.

D. Peer review is a process used to review work by other professionals in the same field in order to make an impartial evaluation of a required technical report or a proposed alternative development or building design standard submitted by the applicant. The intent is to allow the Planning Commission or other Approval Authority to make an informed decision on technical report methodology or whether a proposed alternative standard can be utilized. . Peer review is performed by firms employing engineers, planners, and other professionals, as necessary. Peer review shall be at the applicant's expense. Any required peer review shall be submitted at the time of the Pre-Submittal Meeting required in Subsection 5.1-120C. The Director shall choose the peer review firm based upon the following criteria:

1. A description of the firm's history, size and professional capabilities to undertake the project in a timely manner;

2. An outline of the firm's experience with regard to the specific subject requiring peer review;

3. The professional expertise of the key personnel conducting the peer review;

4. The proposed format for the presentation of the peer review and recommendations;

5. The time schedule to perform the peer review; and

6. The submittal of 3 separate professional references with persons who are familiar with the work of the firm. References will be contacted in person, by phone and/or by written correspondence as to the firm's past performance..

E. Major and Minor Glenwood Riverfront Mixed-Use Plan District Plan modification criteria. The proposed modification shall:

1. Maintain the integrity of the north/south east-west street grid that provides multi-modal internal circulation in the Franklin Riverfront and the future internal street layout in the McVay Riverfront established by the Glenwood Refinement Plan Transportation Chapter policies and implementation strategies, or the proposed modification shall be necessary to adjust to physical constraints evident on the property including, but not limited to:

a. Hillsides;

b. Protecting significant natural features such as trees, rock outcroppings, wetlands, or similar natural features; or

c. Adjusting existing property lines between proposed development area boundaries.

2. Not significantly affect the landscaping, stormwater management, design, circulation and access policies and implementation strategies in the applicable chapters of the Glenwood Refinement Plan or the Springfield Engineering Design Standards and Procedures Manual.

3. Result in a development design that meets or exceeds the applicable purposes of Section 3.4-205. This criterion applies to Major Modifications only.

SECTION 9: Section 3.4-235 is hereby added:

3.4-235 Design Standards Alternatives/Exemptions from Design Standards

A. Sections 3.4-270 and 3.4-275 list development and design standards that require compliance from the developer. A developer may choose to:

1. Comply with the development/design standards;

2. Request an exemption from certain development/design standards; and/or

3. Propose alternative development/design standards that shall meet or exceed the standard in question.

B. The developer shall submit a request in writing to the Director for a development/design exemption or alternative development/design proposal at the time of application for a Development Issues Meeting or Pre-Application Report, as specified in Subsections 5.1-120A. and B. The request shall be revised as necessary and submitted with the Pre-Submittal Meeting application, as specified in Subsection 5.1-120C. to allow the City sufficient time for review and consideration. If the applicant desires to proceed with the development/design exemption or alternative development/design proposal, at the Pre-Submittal Meeting the Director shall reclassify the Site Plan Review or Master Plan application from a Type II procedure to a Type III review procedure as specified in Section 5.1-130 and Subsection 5.13-

115A.1. It shall be the developer's responsibility to make the case for a development/design exemption or alternative development/design proposal as part of the formal Site Plan Review and/or Master Plan application submittal. The development/design exemption or alternative development/design proposal may require a peer review, at the applicant's expense, as specified in Section 3.4-230C. and D.

SECTION 10: Section 3.4-240 is hereby added:

3.4-240 Phased Development

A. If development that is planned to occur in phases will be completed in less than 3 years, a phased development plan shall be submitted concurrently with the Site Plan Review application as specified in Section 5.17-100.

B. For phased developments lasting more than 3 years, or in situations described in Section 3.4-235, a Master Plan application, as specified in Section 5.13-100, shall be required to guarantee phasing continuity.

SECTION 11: Section 3.4-245 is hereby added:

3.4-245 Land Use Designations, Zoning District Descriptions and Applicable Overlay Districts

A. Applicable Land Use Designations.

1. The Metro Plan designations are as follows:

a. The Metro Plan's Mixed-Use designation applies to all land within the Glenwood Riverfront.

b. The Metro Plan's Nodal Development Area designation applies to all land within the Franklin Riverfront and the land along McVay Highway, north of the Union Pacific Railroad trestle. The Nodal Development Area designation supports a mixed-use, pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment in well-defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be oriented to pedestrians and transit.

c. The Metro Plan's Public and Semi-Public designation includes existing publicly owned metropolitan and regional scale parks, and publicly and privately owned golf courses and cemeteries in recognition of their role as visual open space, as well as some other areas needed for public open space at a non-local level. This designation may apply to public open spaces envisioned in the Glenwood Refinement Plan, and/or any necessary major public facility, at such time as they are placed under public jurisdiction. Until that time, these public open space areas and future major public facilities, (e.g., a fire station) will retain the applicable mixed-use designation and

zoning described in Subsections 3.4-245A.2. and B. When appropriate, the City or an affected public agency may initiate a Metro Plan and Zoning Map amendment for the subject property to be designated Public and Semi-Public and zoned Public Land and Open Space.

2. The Glenwood Refinement Plan designations are Residential Mixed-Use, Commercial Mixed-Use, Office Mixed-Use and Employment Mixed-Use and are described as Subareas A, B, C, and D, respectively. The descriptions of these designations are the same as the base zoning districts described in Subsection 3.4-245B.

B. Establishment of Base Zoning Districts. The Glenwood Riverfront Mixed-Use Plan District is comprised of Subareas A, B, C and D that comply with the Glenwood Refinement Plan designations and establish the following base zoning districts. Note: The definitions of Primary Use, Secondary Use, and Accessory Use can be found in Section 3.4-250 and/or in Section 6.1-110.

1. Residential Mixed-Use. Subarea A addresses the need for high-density residential development sites discussed in the Springfield Residential Land and Housing Needs Analysis (RLHNA) and the Residential Land Use and Housing Element of the Springfield 2030 Refinement Plan adopted on June 20, 2011. This high-density neighborhood is intended to be pedestrian-friendly and includes park blocks and a riverfront linear park to incorporate public open space needs that are also discussed in the RLHNA and the Springfield 2030 Refinement Plan, and to provide for unique stormwater management facilities. Subarea A provides opportunities for high-density housing above ground-floor retail and commercial uses that serve the neighborhood and provide for a unique destination with riverfront views and points of access to the Willamette River. In Subarea A:

a. The primary permitted use is high-density residential with a minimum density of 50 dwelling units per net acre, either stand alone or in mixed-use buildings above commercial uses. Residential buildings at this density encourage development in a compact, urban form and are typically four to six stories in height. For multi-phase development projects, the density of a phase may be reduced to 35 dwelling units per net acre for initial construction when the approved Master Plan includes a project phasing plan that demonstrates how the overall 50 dwelling unit per net acre minimum standard will be achieved by density averaging within the development area;

b. Additional uses, while not required, are permitted as secondary uses only within mixed-use buildings to provide some of the business-related needs of this high-density residential neighborhood. These uses are: educational facilities for primary and secondary education; retail sales and services, including groceries; eating and drinking establishments; professional, scientific, and technical services; and personal service uses. No stand-alone commercial building is permitted.

c. To minimize the potential over-supply of commercial land inventory in proximity to commercial uses in Downtown Springfield or other commercial

districts in Springfield, and to preserve the residential land supply, commercial uses specified in Subsection 3.4-245 B.1.b. are limited to: the ground floor of mixed-use buildings and no single commercial use shall occupy more than 10,000 square feet of gross floor area.

EXCEPTIONS:

i. Groceries shall not contain more than 25,000 square feet of gross floor area;

ii. Multi-floor commercial uses, other than retail sale and service uses, are permitted in buildings that front Franklin Boulevard. In this case, at least 50 percent of the gross floor area of the mixed-use building shall be dedicated to high-density residential use.

2. Commercial Mixed-Use. Subarea B provides for flexible mixed-use development to achieve a unique riverfront destination responding to developer interest and market demand for housing, lodging, entertainment and meeting/conference uses and office/employment uses. In Subarea B:

a. Primary uses are permitted either as stand-alone uses or within a mixed-use building:

i. Hospitality services; office employment uses; eating and drinking establishments; personal services; and professional, scientific, and technical services; and educational facilities.

ii. High-density residential uses with a minimum density of 50 dwelling units per net acre. To preserve the commercial land supply, no more than 50 percent of a development area shall be dedicated to high-density residential use.

b. Retail sales and services are permitted as secondary uses only within mixed-use buildings to provide some of the business-related needs of the primary uses.

c. To minimize the potential over-supply of commercial retail sales and services near Downtown Springfield, retail sales and services are limited to:

i. The ground floor of a building;

ii. No more than 50 percent of the ground floor of a single building;

iii. No more than 50 percent of the total ground floor area of a development area; and

iv. No single retail sales and service use shall occupy more than 10,000 square feet of gross floor area.

3. Office Mixed-Use. Subarea C provides for office and commercial uses to help meet an identified need for employment land in Springfield with riverfront views and access points to the Willamette River that complement the adjacent high-density residential mixed-use neighborhood to the east on the north side of Franklin Boulevard, and the same uses, with the possible addition of civic uses, on the south side of Franklin Boulevard. In Subarea C:

a. Primary uses are permitted either as stand-alone uses or within a mixed-use building:

i. Office employment uses;

ii. Professional, scientific and technical commercial service uses; and

iii. Educational facilities.

b. Other uses are permitted either as stand-alone uses or within a mixed-use building. To preserve the office employment land supply, these other uses, in total, are limited to not more than 50 percent of the gross land area of Subarea C.

i. Hospitality uses provided they are located southwest of the intersection of Franklin and Glenwood Boulevards or fronting the proposed roundabout at the northwest side of the intersection of Glenwood and Franklin Boulevards.

ii. Civic uses, such as a fire station, provided they are located southwest of the intersection of Franklin and Glenwood Boulevards.

iii. High density residential housing affiliated with permitted educational facilities with a minimum density of 50 dwelling units per net acre, provided it is located on the north side of Franklin Boulevard, in the vicinity of Glenwood Boulevard.

c. Additional uses are permitted as secondary uses only within mixed-use buildings to provide some of the business-related needs of the primary uses. These uses are: retail sales and services; eating and drinking establishments; and personal service uses. To minimize the potential over-supply of commercial land inventory in proximity to commercial uses in Downtown Springfield or other commercial districts in Springfield, and to preserve the employment land supply, these uses are limited to:

i. The ground floor of a building;

ii. No more than 50 percent of the ground floor of a single building;

iii. No more than 50 percent of the total ground floor area of a development area; and

iv. No single commercial use shall occupy more than 10,000 square feet of gross floor area.

4. Employment Mixed-Use. Subarea D provides for office employment and light manufacturing employment uses with limited external impacts; that have riverfront views and points of access to the Willamette River; and that helps meet an identified need for employment land in Springfield. In Subarea D:

a. Primary uses are permitted either as stand-alone uses or within a mixed-use building: office employment uses; professional, technical and scientific commercial service uses; educational facilities; production, assembly, testing, and packaging functions associated with light manufacturing or technology uses; and a hospital.

b. Additional uses are permitted as secondary uses only within mixed-use buildings to provide some of the business-related needs of the primary uses. These uses are: retail sales and services; eating and drinking establishments; and personal service uses.

c. To minimize the potential over-supply of commercial land inventory in proximity to commercial uses in Downtown Springfield or other commercial districts in Springfield, and to preserve the employment land supply, the secondary commercial uses specified in Subsection 3.4-245 B.4.b. are limited to:

i. The ground floor of a building;

ii. No more than 50 percent of the ground floor of a single building;

iii. No more than 50 percent of the total ground floor area of a development area; and

iv. No single commercial use shall occupy more than 10,000 square feet of gross floor area.

d. Secondary warehousing and distribution functions associated with a primary light manufacturing use are permitted provided they are located on the same lot/parcel or in the same development area.

e. No residential uses are permitted.

5. Public Land and Open Space – Subareas A, B, C and D currently provide appropriate zoning for park facilities and public facilities. However, in the future, the Public Land and Open Space zone may be added as stated in Subsection 3.4-245A.1.c.

C. Applicable Overlay Districts:

1. The Floodplain Overlay District (Section 3.3-400);

2. The Hillside Overlay District (Section 3.3-500);

3. The Historic Overlay District (Section 3.3-900), as applicable; see also Subsection 3.4-270N.;

4. The Willamette Greenway Overlay District as it applies in Glenwood (Section 3.4-280); and

5. The Urbanizable Fringe Overlay District (Section 3.3-800) will continue to apply to all property outside of the city limits, within the Springfield Urban Growth Boundary, until such time that the property is annexed to the City.

SECTION 12: Section 3.4-250 is hereby added:

3.4-250 Schedule of Use Categories

In Subareas A, B, C and D, the following uses shall be permitted in the base zoning districts as indicated, subject to the provisions, additional restrictions and exceptions specified in this Code. Uses not specifically listed may be approved as specified in Section 3.4-260. Prohibited uses are listed in Section 3.4-255.

"P" = PRIMARY USE subject to the standards of this Code. Primary uses are defined in Section 6.1-110 as "the principal use approved in accordance with this Code that usually occupies greater than 50% of the gross floor area of a building or greater than 50% of a development area.

"S" = SECONDARY USE subject to the standards of this Code. Secondary uses are defined in Section 6.1-110 as "Any approved use of land or a structure that is incidental and subordinate to the primary use, and located on the same development area as the primary use. Secondary uses shall not occur in the absence of primary uses."

"N" = NOT PERMITTED

SITE PLAN REVIEW SHALL BE REQUIRED for all development proposals within Subareas A, B, C and D.

Categories/Uses	Residential Mixed-Use Subarea A	Commercial Mixed-Use Subarea B	Office Mixed-Use Subarea C	Employment Mixed-Use Subarea D

Categories/Uses	Residential Mixed-Use Subarea A	Commercial Mixed-Use Subarea B	Office Mixed-Use Subarea C	Employment Mixed-Use Subarea D
Accessory Uses				
A use or uses within a primary use building that is for the residents' or employees' benefit and that does not generally serve the public including, but not limited to: building maintenance facilities; central mail rooms; child care; conference rooms; employee restaurants and cafeterias; indoor recreation areas; and indoor recycling collection centers.	**P**	**P**	**P**	**P**
Commercial/Retail				
Eating and drinking establishments whose principal activity involves the sale and/or service of prepared foods and beverages directly to consumers including, but not limited to: bakeries; cafes; delicatessens; restaurants; coffee shops; brew pubs; and wine bars.	**S**	**P**	**S**	**S**
Personal services whose principal activity involves the care of a person or a person's apparel including, but not limited to: fitness centers; spas; hair stylists; shoe repair; dry cleaners; tailors; and daycare.	**S**	**P**	**S**	**S**
Professional, scientific, research and technical services are small-scale commercial office enterprises whose principal activity involves providing a specialized service to others. These activities can be housed in office storefronts, office buildings, or in residential or live/work units where such residential use is permitted by this Code and include, but are not limited to: legal advice and representation; accounting and income tax preparation; banking; architecture; engineering; design and marketing; real estate; insurance; physicians; and counselors.	**S**	**P**	**P**	**P**
Retail Sales and Services are commercial enterprises whose principal activity involves the sale and/or servicing of merchandise (new or reused), directly to consumers. Examples include, but are not limited to: bookstores; grocers; pharmacies; art galleries; florists; jewelers; and apparel shops.	**S**	**S**	**S**	**S**
Educational facilities (1)				
Public/Private educational facilities for primary and secondary education	**S**	**N**	**N**	**N**
Public/Private educational facilities that include, but are not limited to: higher education aimed at adults; business, professional, technical, trade and	**N**	**P**	**P**	**P**

Categories/Uses	Residential Mixed-Use Subarea A	Commercial Mixed-Use Subarea B	Office Mixed-Use Subarea C	Employment Mixed-Use Subarea D
vocational schools; job training; and vocational rehabilitation services.				
Employment				
Business Parks	**N**	**N**	**P**	**P**
Hospitals	**N**	**N**	**N**	**P**
Light Manufacturing uses engaged in the manufacture (predominantly from previously prepared materials) of finished products or parts including processing, fabrication, assembly, treatment, testing, and packaging of these products. The uses are not potentially dangerous or environmentally incompatible with office employment uses and all manufacturing uses, and storage of materials occurs entirely indoors. These uses include, but are not limited to: manufacture of electronic instruments, preparation of food products, pharmaceutical manufacturing, and research and scientific laboratories.	**N**	**N**	**N**	**P**
Office Employment uses are typically housed in buildings where there is limited interaction between the public and the proprietor. These uses are associated with the performance of a range of administrative, medical, high tech, nanotechnology, green technology, pharmaceutical and biotechnology, information technology, information management, and research and development functions. These uses include, but are not limited to: call centers, corporate or regional headquarters, physicians' clinics, software development, media production, data processing services, and technical support centers.	**N**	**P**	**P**	**P**
Recycling facilities that occur completely within buildings and are located only on the west side of McVay Highway.	**N**	**N**	**N**	**P**
Warehousing and distribution uses for the storage and regional wholesale distribution of manufactured products and for products used in testing, design, technical training or experimental product research and development permitted in conjunction with business headquarters.	**N**	**N**	**N**	**S**

Categories/Uses	Residential Mixed-Use Subarea A	Commercial Mixed-Use Subarea B	Office Mixed-Use Subarea C	Employment Mixed-Use Subarea D
Hospitality				
Conference/Visitor Centers include, but are not limited to: conference hotels; visitor information centers; museums; and conference/exposition centers.	**N**	**P**	**N**	**N**
Hotels include, but are not limited to: inns, bed and breakfasts, guesthouses, extended stay hotels or apartment hotels, limited service hotels, and full service hotels. Hotels may be converted to apartments where such residential use is permitted by this Code and the Oregon Structural Specialty Code, related building codes, fire codes and referenced standards in effect at the time of application for a building permit.	**N**	**P**	**P**	**N**
Residential (high-density)				
Residential occupancy of a dwelling unit by a household that includes, but is not limited to: apartments, condominiums, live/work units, lofts, row houses, townhouses, and elderly-oriented congregate care facilities.	**P**	**P**	**P**	**N**
Parking				
Public or private parking lots/structures	**S**	**S**	**S**	**S**
Public Open Space				
Riverfront Linear Park/Multi-Use Path	**P**	**P**	**P**	**P**
Park Blocks to include recreational facilities and stormwater management facilities.	**P**	**N**	**N**	**N**
Public Utilities and Other Public Uses				
Low Impact Facilities are any public or semi-public facility that is permitted subject to the design standards of this Code, including, but not limited to: wastewater; stormwater management; electricity and water to serve individual homes and businesses; other utilities that have minimal olfactory, visual or auditory impacts; street lights; and fire hydrants.	**P**	**P**	**P**	**P**
Public uses including, but not limited to: fire and police stations.	**N**	**N**	**P**	**N**
Wireless Telecommunications Systems Facilities.				

Categories/Uses	Residential Mixed-Use Subarea A	Commercial Mixed-Use Subarea B	Office Mixed-Use Subarea C	Employment Mixed-Use Subarea D
Only flush mounting the entire antenna on a building shall be permitted if: the connecting cables cannot be seen; they are color matched to the building; and they match the façade of the building. If conditions do not favor flush mounted antennas, a stand-alone monopole antenna not more than 15 feet high, measured from the place of attachment on the roof, shall be permitted if the antenna is set back so that it cannot be seen from street.	**P**	**P**	**P**	**P**

(1) Educational facilities include, but are not limited to: classrooms, auditoriums, labs, gyms and libraries.

SECTION 13: Section 3.4-255 is hereby added:

3.4-255 Prohibited Uses

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

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

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

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

- **(a)** The applicant can demonstrate that the drive-through facility is not the primary method of selling or servicing;
- **(b)** A maximum of one drive-through lane or window is proposed;
- **(c)** The development meets all other requirements of Section 3.4-275.
- **(d)** The drive-through lane or window and the associated access drive do not cross pedestrian walkways from the public sidewalk to the sidewalk serving the primary building entrance of any business on the site and are designed to minimize disruption of on- and off-site pedestrian and bicycle traffic.

(3) **EXCEPTION:** Outdoor seating for restaurants and pedestrian-oriented accessory uses, including flower, food, or drink stands shall be permitted. Temporary public gatherings including, but not limited to: open-air markets and festivals shall also be permitted as specified in the Springfield Municipal Code.

SECTION 14: Section 3.4-260 is hereby added:

3.4-260 Use Interpretations

A. The use categories listed in Section 3.4-250 include examples that illustrate permitted uses within the particular category. A specific use not identified within a category will be permitted by the Director without a formal review, as permitted in ORS 227.160 (2)(b) and (11), if:

1. A finding is made that the proposed use meets the intent of the category as defined in Section 3.4-250;

2. The use has impacts to surrounding properties and City infrastructure that are similar in type and magnitude to the other permitted uses typical of the category; and

3. The Director enters the decision into a registry on file in the Development Services Department. The registry shall be made available to the public upon request and shall contain the following information:

- **a.** The street address or other easily understood geographic reference to the property upon which the specific use will occur;
- **b.** The date of the decision; and
- **c.** A description of the decision made.

4. Use interpretations made under this Section are subject to the jurisdiction of the Land Use Board of Appeals in the same manner as a limited land use decision.

B. Uses that the Director determines cannot be readily interpreted as specified in Subsection 3.4-260A. will be processed as a formal interpretation as specified in Section 5.11-100.

SECTION 15: Section 3.4-265 is hereby added:

3.4-265 Base Zone Development Standards

The following base zone development standards are established for the Glenwood Riverfront Mixed-Use Plan District.

	Zoning Districts			
Development Standards	**Residential Mixed-Use Subarea A**	**Office Mixed-Use Subarea B**	**Commercial Mixed-Use Subarea C**	**Employment Mixed-Use Subarea D**
Minimum Development Area: (1)	5 acres	5 acres	5 acres	5 acres
Minimum Lot/Parcel Size:	None	None	None	None
Minimum Street Frontage: (2)	None	None	None	None
Maximum Lot/Parcel Coverage:	None	None	None	None
Minimum Density: (3)	50 du/net acre	50 du/net acre	N/A	N/A
Setbacks:				
Build-to Lines/Building Setbacks	Subsection 3.4-275H.	Subsection 3.4-275H.	Subsection 3.4-275H.	Subsection 3.4-275H.
Landscape/Screening Setbacks	Subsection 3.4-270F.	Subsection 3.4-270F.	Subsection 3.4-270F.	Subsection 3.4-270F.
Minimum/Maximum Building Height:	Subsection 3.4-275D.	Subsection 3.4-275D.	Subsection 3.4-275D.	Subsection 3.4-275D.
Additional Standards:	**(4)(5)(6)(7)**	**(4)(5)(6)(7)**	**(4)(5)(6)(7)**	**(4)(5)(6)(7)**

(1) Minimum Development Area. In the Franklin Riverfront, the minimum development area is necessary due to the number of small lots/parcels and the need to establish the local street grid and park blocks. In the McVay Riverfront, the minimum development area is necessary due to the number of small lots/parcels and in order to prevent piecemeal development of a number of large lots/parcels for compliance with Springfield Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis, and Economic Development Objectives and Implementation Strategies findings. **EXCEPTIONS:**

(a) The developer may submit a letter to the Director stating that either abutting property owners are not willing to participate in the assembly of the minimum 5 acre development area; or there are smaller properties that cannot meet the 5 acre standard (for example, on the south side of Franklin Boulevard or on the west side of McVay Highway).

(b) Parks, when phased and public facilities shall be exempted from the minimum development area standard.

(c) In Subarea D where there are lots/parcels larger than 5 acres, land divisions will not be permitted until a Final Site Plan or Final Master Plan application is approved by the City.

(2) While there is no minimum frontage standard, all lots/parcels shall have frontage on a public street unless the proposed development has been approved as part of a Master Plan, Site Plan or land division, and access has been guaranteed via a private driveway with an irrevocable joint use/access easement agreement as specified in Subsection 4.2-120A.

(3) The density standard applies to high-density residential housing in those Subareas where this type of housing is required or permitted. See Subsections 3.4-245B.1.a. and 3.4-245B.2.b. There is no maximum density.

(4) Where an easement is larger than the required setback standard, no building or above grade structure, except a fence, may be built upon or over that easement.

(5) When additional right-of-way is required, whether by City Engineering standards, the Metro Plan (including the TransPlan), or the City's Conceptual Street Plan, setbacks are based on future right-of-way locations. Right-of-way shall be dedicated prior to the issuance of any building permit that proposes parking spaces.

(6) Architectural extensions including but not limited to: cornices; eave overhangs; and porches and balconies extending beyond an exterior wall of a building may protrude into any 5-foot or larger setback area or build-to line by not more than 2 feet.

SECTION 16: Section 3.4-270 is hereby added:

3.4-270 Public and Private Development Standards

The following public and private development standards are established for the Glenwood Riverfront Mixed-Use Plan District:

A. Public Streets, Alleys and Sidewalks
B. Street Trees and Curbside Planter Strips
C. Lighting
D. Bicycle Facilities
E. Multiuse Path
F. Private Property Landscape Standards
G. Vehicle/Bicycle Parking and Loading Standards
H. Wastewater Facilities and Services
I. Stormwater Facilities and Services
J. Public Park and Open Space Facilities
K. Location of Transit Stations
L. Signs
M. Light Manufacturing Operational Performance Standards
N. Historic and Cultural Resources

A. Public Streets, Alleys and Sidewalks.

1. Public Streets, alleys and sidewalks in the Glenwood Riverfront shall be as described in the Glenwood Refinement Plan Transportation Chapter and designed and constructed as specified in the Springfield Engineering Design Standards and Procedures Manual.

2. Applicable Glenwood Refinement Plan Transportation Policies and Implementation Strategies shall be as specified in Appendix 3. The following is an overview of the Glenwood Riverfront street network:

a. Franklin Riverfront Arterial Street. Franklin Boulevard shall be designed and constructed as a hybrid multi-way boulevard.

b. Franklin Riverfront Local Street Network. A grid street pattern shall be designed and constructed to include north-south through streets, park block streets, a riverfront street, east-west service streets and alleys as specified in Subsection 3.4-270A.2.d.

c. Franklin Riverfront Block Length. Block length and width shall range from 250 to 350 feet.

EXCEPTION: Park block width (east-west) shall be a minimum of 150 feet. However, the City and Willamalane will seek to minimize park block width prior to the submittal of development applications as specified in Subsection 3.4-270J.4.b.

d. Franklin Riverfront Mid-block Connectors/Alleys. Mid-block connectors or alleys shall be designed and constructed either mid-way or every 250 to 350 feet in those larger blocks that exceed the block length standard specified in Subsection 3.4-270A.2.c. In addition, alleys shall be limited to the grid street pattern area described in Subsection 3.4-270A.2.b., and shall be used as specified in Subsection 3.4-270G.11.

e. In the Franklin Riverfront, the developer shall coordinate with the City to allow temporary access to properties prior to the establishment of the required grid street system. Temporary access will be reviewed and approved during the Site Plan Review process. As the grid system is established, the developer shall be required to remove the temporary access at their own expense, while establishing the required grid street system as specified in the Glenwood Refinement Plan and the Springfield Engineering Design Standards and Procedures Manual.

f. McVay Riverfront Arterial Street. McVay Highway shall be designed and constructed as a multi-modal facility. In consideration of significant infrastructure improvements required along the frontage of McVay Highway and the uncertainty as to the timing of these improvements, an Improvement Agreement may be accepted in lieu of completing frontage improvements at the time of development approval. In the case of property requiring annexation to the City, the terms of making the improvement***s*** shall be described in the Annexation Agreement.

g. McVay Riverfront Local Street Network.

i. Primary access from McVay Highway shall be from east-west streets in the vicinity of East 19th Avenue, Nugget Way and the south end of Glenwood.

ii. A grid street pattern may be accomplished by incorporating north-south streets as specified in Subsection 3.4-270A.2.b. or by shared private driveways.

3. Construction and design of public streets, alleys and sidewalks shall be as specified in the Springfield Engineering Design Standards and Procedures Manual.

B. Street Trees and Curbside Planter Strips. Applicable Glenwood Refinement Plan Transportation Policies and Implementation Strategies shall be as specified in Appendix 3. Street trees, especially those that provide shade, and curbside planter strips in the public right-of-way shall be as specified in the Springfield Engineering Design Standards and Procedures Manual. Therefore, street trees will not be subject to the regulations of this Section and will not be counted toward any landscaping required by this Section. As a general rule, street trees shall be selected on the basis of providing shade and have a size relationship with the street landscape (e.g., the wider the street, the larger the trees). Trees at least 40 feet tall at maturity are required for pedestrian areas. Design considerations shall be focused on space requirements of the selected trees at all phases of their life cycle. Scale, soils, underground obstruction, overhead constraints, branch height, mature tree size, and shadow patterns are examples of design considerations. Proposed tree species shall provide continuity between one site and the next in the same block. Street trees shall be placed either directly in planter strips or within tree wells located between the sidewalk and the curb as specified in the Springfield Engineering Design Standards and Procedures Manual. Street trees and planter strips in the public right-of-way shall be shown on the required Site Plan.

C. Lighting.

1. Applicable Glenwood Refinement Plan Transportation Policies and Implementation Strategies shall be as specified in Appendix 3. Decorative public street lighting and pedestrian level lighting, as may be permitted in the Springfield Engineering Design Standards and Procedures Manual, shall be included with all new developments or redevelopment.

2. Private on-site lighting shall comply with the Illuminating Engineering Society of North America recommended practices and shall:

a. Be the minimum illumination necessary for a given application, including parking areas, as specified in Subsection 3.4-270G.9.d.;

b. Be shielded or recessed so that direct glare and reflection are contained within the boundaries of the property; and directed downward and away from abutting properties, public rights-of-way, and riparian zones, wetlands and other protected areas identified in this Code;

c. Create a safe and secure environment for pedestrians and bicyclists during hours of darkness and reduce or prevent light pollution by minimizing glare; and

d. Provide private on-site pedestrian level lighting, whether free standing or attached to a building. Private on-site pedestrian level lighting is distinct from public street lights described in Subsection 3.4-270C.1. because it is intended to light private property rather than public streets. The height of a free-standing or attached light fixture shall be 12-14 feet and in no case shall exceed 25 feet or the height of the permitted building or structure, whichever is less. In this case, height is measured as the vertical distance between the paved surface or finished grade and the bottom of the light fixture.

D. Bicycle Facilities. Bicycle facilities shall be required: off-street as part of the multi-use path as specified in Subsection 3.4-270E.; on-street; or as part of a mid-block connector.

1. Bicycle facilities in the Glenwood Riverfront shall be as described in the Glenwood Refinement Plan Transportation and Open Space Chapters.

2. Applicable Glenwood Refinement Plan Transportation Policies and Implementation Strategies shall be as specified in Appendix 3.

3. Bicycle facilities including, but not limited to: mid-block connectors and on-street markings, shall be designed and constructed as specified in the Springfield Engineering Design Standards and Procedures Manual and the Springfield Standard Construction Specifications.

4. Bicycle parking shall be as specified in Table 3.4-2.

E. Multi-Use Path. The multi-use path shall be part of the riverfront linear park along the entire length of the Willamette River in the Glenwood Riverfront. The multi-use path shall provide opportunities for active and passive recreation activities, including but not limited to: walking; jogging; running; cycling; inline skating; and nature watching. The multi-use path shall be located at the outermost edge of the 75 foot-wide Greenway Setback Line/Riparian Setback to the maximum extent practicable.

1. The multi-use path shall be as described in the Glenwood Refinement Plan Transportation and Open Space Chapters.

2. Applicable Glenwood Refinement Plan Transportation and Open Space Chapter policies and implementation strategies shall be as specified in Appendix 3.

3. The multi-use path shall be designed and constructed as specified in the Springfield Engineering Design Standards and Procedures Manual and the Springfield Standard Construction Specifications.

F. Private Property Landscape Standards.

1. Purpose. The City recognizes the aesthetic, ecological and economic value of landscaping. This Subsection establishes private property landscaping standards in the Glenwood Riverfront in order to provide:

a. The establishment of a sense of place;

b. The preservation and enhancement of the Glenwood Riverfront's urban forest on especially on hillsides;

c. The retention of significant clusters of riparian vegetation along watercourses;

d. The promotion, retention and use of existing non-invasive vegetation;

e. The restoration of natural plant communities and the provision of habitat through sustainable landscaping and controlling invasive species;

f. The mitigation for loss of natural resource values;

g. Erosion control;

h. The reduction of stormwater runoff pollution, temperature, and rate and volume of flow;

i. The minimization of impervious surface impacts;

j. The promotion of compatibility between land uses by reducing the visual, noise and lighting impacts of specific development on users of the site and abutting uses;

k. The promotion of safety, security, and privacy;

l. On-site open space, pedestrian pathway definition and residential/business entry identification;

m. Opportunities for energy conservation by providing shade from the sun and shelter from the wind; and

n. The retention and/or growth of long-term property values.

2. Applicability.

a. The landscaping standards of this Subsection shall apply to all private property (property located outside of public right-of-way) in the Glenwood Riverfront as follows:

i. New development;

ii. Redevelopment including expansions of use;

iii. A change of use for existing buildings where the landscaping is nonconforming; and

iv. A change of use that results in the need to supply additional on-site parking or loading areas, or that modifies the driveway location.

EXCEPTION Portions of private property within the Willamette Greenway Overlay District, as specified in Section 3.4-280, shall comply with riparian/wetland protection standards specified in Sections 4.3-115 and 4.3-117 and the Springfield Engineering Design Standards and Procedures Manual.

b. All portions of a development area that are not used for buildings, parking, internal sidewalks, mid-block connectors or other impervious surfaces shall be landscaped as specified in Subsection 3.4-270F.4.a.

3. General Landscaping Standards.

a. Minimum Standards. The landscaping standards for the Glenwood Riverfront shall be minimums; higher standards can be substituted, provided all fence, wall or vegetation height limitations specified in this Section are met. Crime prevention should be considered when exceeding the landscaping standards because the height and density of vegetation may become a safety and/or visibility issue.

b. Protection of Existing Vegetation. Existing vegetation may be used to meet the landscape standards if relocated on-site and/or protected and maintained during the construction phase of the development as specified in Subsections 3.4-270F.5. and 6. Any necessary tree felling shall comply with Section 5.19-100.

c. Selection of Materials. Landscape materials shall be selected and sited to produce a hardy and drought-resistant landscape area. Selection shall include consideration of the soil type and depth; the amount of maintenance required; spacing; exposure to the sun and wind; the slope and contours of the site; and compatibility with existing native vegetation preserved on the site. Shrubs resembling trees shall not be used to meet the tree standards.

d. Plant Diversity.

i. Shrubs. If there are more than 25 required shrubs, no more than 75 percent of them shall be of one species.

ii. Trees. If there are more than 8 required trees, no more than 40 percent of them shall be of one species. If there are more than 24 required trees, no more than 25 percent of them can be of one species. This standard does not apply to existing trees that are counted towards meeting the total number of trees required.

e. Specific Tree Standards.

i. In any required landscape area, trees shall be suitable for this region as may be approved during the land use review process. At the time of planting, deciduous trees shall be a minimum 2 inches in caliper and permitted conifer trees shall be fully branched, between 4-6 feet in height. Spacing and time of coverage of trees shall be as specified in Subsection 3.4-270F.4.

ii. The categories of trees are defined as follows:

(a) Large trees in the public right-of-way or on private property are those trees over 40 feet tall and more than 35 feet wide branching at maturity;

(b) Medium-sized trees on private property are those trees 25 feet to 40 feet tall and 16 feet to 35 feet wide branching at maturity; and

(c) Small or narrow-stature trees on private property are those trees less than 25 feet tall and less than 16 feet wide branching at maturity.

f. Specific Shrub and Ground Cover Standards.

i. All of the landscaped area that is not planted with trees and shrubs shall be planted in ground cover plants, which may include grasses. Mulch (as a ground cover) shall be confined to areas underneath plants and shall not be a substitute for ground cover plants.

ii. All shrubs shall be of sufficient size and number to meet the required height and coverage standards of this Subsection within 4 years of planting, unless otherwise specified in Subsection F.4. Shrubs shall be at least the one-gallon container size at planting.

iii. Ground cover plants other than grasses or sod shall be:

(a) At least the 4 inch pot size;

(b) Planted in triangular spacing at distances appropriate for the plant species; and

(c) Planted at a density that will cover the entire area within 3 years, unless otherwise specified in this Section.

iv. Any plants listed on the Nuisance Plants List as specified in the Springfield Engineering Design and Procedures Manual shall be prohibited from being planted in the Glenwood Riverfront.

g. Installation.

i. Landscaped area preparation. All new required landscaped areas shall be cleared of groundcover and shrubs on the Nuisance Plants List as specified in the Springfield Engineering Design and Procedures Manual.

ii. All required landscaping shall be in-ground or in permanent raised planters.

iii. All landscaping shall be installed according to accepted planting procedures:

(a) All plant materials shall conform in size and quality grade to the *American Standard for Nursery Stock*, current edition; and

(b) All plant material shall be installed according specifications prepared by a Landscape Architect or certified landscape professional based on the site, context, soil type, exposure, maintenance plan and this Section.

iv. Topsoil removed during construction shall be replaced with topsoil.

v. Plant materials shall be properly supported to ensure survival. Support devices, including guy wires or stakes, shall not interfere with vehicle or pedestrian movement and shall be left in place until the plant materials can safely support themselves.

vi. All required landscaping shall be installed prior to the issuance of an Occupancy Permit. Alternatively, if the landscaping standards of this Subsection cannot be met, other arrangements shall be made and approved as specified in Section 5.17-150.

h. Maintenance.

i. All landscape materials shall be guaranteed by the property owner for a period of one 12 month growing season from the date of installation. A schedule of continuing maintenance of plantings shall be submitted and approved with the Final Site Plan application.

ii. Unless otherwise provided by the lease agreement, the owner, tenant and their agent, if any, shall be jointly and severally responsible for the maintenance of all landscaping, which shall be:

(a) Maintained in good condition to present a healthy, neat and orderly appearance;

(b) Replaced or repaired as necessary beyond the guarantee period specified in Subsection F.3.h.i; and

(c) Kept free from refuse and debris.

iii. The Director may require a site inspection to determine if the height and coverage of required landscaping has been established as required by the applicable 2-4 year maturity time line.

iv. Unless prohibited by this Code, all groundcover, shrubs and trees in landscaped areas shall be controlled by pruning or trimming so that they will not:

(a) Interfere with the maintenance or repair of any public utility;

(b) Restrict pedestrian or vehicle access; or

(c) Constitute a traffic hazard because of reduced visibility.

EXCEPTION: Pruning and trimming in riparian and wetland areas shall be as specified in Sections 4.3-115 and 4.3-117 and/or the Springfield Engineering Design Standards and Procedures Manual.

v. Tree topping is an extreme form of crown reduction and shall be prohibited within the Greenway Setback Line and any riparian or wetland area unless necessary for health and/or safety reasons as determined by a certified Arborist. In other areas of the Glenwood Riverfront, tree topping may be permitted under the following circumstances: if a tree smaller than 8 inches in diameter is topped, it shall be replaced in kind; if a tree 8 inches or larger in diameter is topped, the owner shall have a certified Arborist develop and carry out a 5-year pruning schedule.

EXCEPTIONS: Tree topping shall be permitted to:

(a) Remove a safety hazard that has the potential to cause personal injury, damage to property or the environment. Examples of safety hazards include, but are not limited to those listed in Subsection 3.4-270F.3.h.iii.; and/or

(b) Remove dead or diseased material as determined by a certified Arborist.

i. Irrigation. The intent of this standard is to ensure that plants will survive the critical establishment period when they are most vulnerable due to lack of watering. All landscaped areas shall provide an irrigation system as follows:

i. A permanent built-in irrigation system with an automatic controller; or

ii. An irrigation system designed and certified by a licensed Landscape Architect or certified landscape professional as part of the Landscape Plan that provides sufficient water to ensure that the plants will become established. The system does not have to be permanent if the plants chosen can survive adequately on their own once established; or

iii. Irrigation by hand. If the applicant chooses this option, the inspection required in Subsection 3.4-270F.3.h.i.(c) shall ensure that the landscaping has become established.

iv. The following options will be encouraged in order to reduce the amount of potable water used for landscape irrigation by the use of:

(a) Captured rainwater;

(b) Recycled wastewater;

(c) Water treated and conveyed for non-potable uses; and/or

(d) Other non-potable water sources including, but not limited to: stormwater; air conditioning condensate; irrigation wells; and foundation drain water.

v. The final irrigation plan diagram, if necessary, shall be submitted with the Final Site Plan Review application.

4. Landscape Standard Categories.

a. The L1 standard is a landscape treatment that enhances open areas between buildings and in required setbacks or screening areas specified in Subsection 3.4-270F.2.b.; and along pedestrian mid-block connectors. While primarily consisting of ground cover plants, the L1 standard also includes a mixture of trees, high shrubs, and low shrubs. The tree standard shall be one large tree per 30 linear feet, one medium tree per 22 linear feet, or one small tree per 15 linear feet for each 1,000 square feet of landscaped area. Trees of different sizes may be combined to meet the standard. Trees may be grouped. The shrub standard shall be either two high shrubs or three low shrubs for each 400 square feet of landscaped area. The shrubs and trees may be grouped. Ground cover plants shall fully cover the remainder of the landscaped area. The L1 standard shall comply with the vision clearance standards specified in Section 4.2-130.

EXCEPTION: The L1 tree standard will not be required within setbacks of less than 5 feet at building entry ways.

b. The L2 standard is a landscape treatment to screen different abutting uses and parking lots, utilities, and trash and recycling bin areas. The L2 standard shall be applied as specified in Subsection 3.4-270F.4.b.i. along public streets and private driveway frontages where parking lots are permitted, specifically in Subarea D, south of the Union Pacific railroad trestle and outside of the nodal development area; common property lines and/or rear property lines; or at the interface of the linear park where there are no property lines. The L2 standard shall be applied as specified in Subsection 3.4-270F.4.b.ii. for screening trash containers and recycling facilities. The L2 standard shall comply with the vision clearance standards specified in Section 4.2-130. The prescribed heights of required fences, walls or landscaping shall be measured from the actual adjoining level of finished grade.

i. Separation of Uses. The L2 standard shall be designed to separate and mitigate the impact of abutting uses; and separate parking lots from public rights-of-way and private common driveways to allow surveillance of the lot from the street or driveway, where visibility into areas is more important than a total visual screen. The intent is to partially conceal parked vehicles from public view. The L2 standard screening shall be set back 10 feet along the front property line and 7 feet along side and rear property lines, and driveways, where applicable. In this case, the L2 standard shall require:

(a) Enough evergreen shrubs to form a continuous screen 3 feet high within 2 years of planting. The shrubs shall be properly maintained and shall be replaced with new shrubs when the screen ceases to serve the purpose of obscuring the view. For security, the screen may be combined with a decorative wrought iron fence along the property line fronting a street, common private driveway or the Willamette River; or a black coated chain link fence along any side or rear property line that does not front the Willamette River. Permitted fences shall not exceed 6 feet in height. Other chain link fences, slats, wood fences, electrified fences and fences with barbed wire or razor wire shall be prohibited.

(b) One large tree shall be required per 30 linear feet of landscaped area, one medium tree per 22 linear feet of landscaped area, or one small tree per 15 linear feet of landscaped area. Trees of different sizes may be combined to meet the standard.

(c) Ground cover plants shall fully cover the remainder of the landscaped area. At least 10 five-gallon shrubs or 20 one-gallon shrubs shall be planted for each 1,000 square feet of the required screening area. The remaining area shall be planted in lawn or other living ground cover.

(d) Walls.

(1) A 3-foot high decorative wall at least 6 inches thick may be substituted for the shrubs specified in Subsection 3.4-270F.4.b.i.(a), but the trees and ground cover plants shall still be required. A decorative wall may be constructed of materials including, but not limited to: stone; rock; textured concrete masonry; pre-cast or site-cast concrete, brick, or a combination of these materials ;and shall include a cap, or may consist of materials that complement the facade of the building.

(2) In the case of an outdoor utility yard as permitted in Subsection 3.4-270M.1. and parking areas for medium and heavy duty trucks as permitted in Table 3.4-1(2), a decorative wall shall be at least 8 feet tall.

(e) Any wall or fence shall be placed along the interior side of the landscaped area, outside of any public utility easement.

EXCEPTION: A required screen shall not be permitted within the Greenway Setback Line, as specified in Section 3.4-280.

ii. Screening Trash and Recycling Bins. Screening shall be designed to conceal large outdoor items including, but not limited to: skids and pallets, as well as the trash containers and recycling facilities that are needed for the business or residential use. Trash containers and recycling facilities shall:

(a) Not be visible from streets and adjacent properties;

(b) Be provided with either a solid enclosure on all sides at least 6 feet tall with a gate that blends into the building design or a combination of a solid enclosure and shrubs that complies with Subsection F.4.b.i;

(c) Not be located in vehicle parking stalls;

(d) Not be located within required landscape areas; and

(e) Not block driveways.

iii. Screening Utilities. Ground-mounted utility equipment including, but not limited to: exterior transformers; mechanical units such as condensers and generators; switch gear; backflow preventers; utility pads; cable television; and telephone pedestals shall be placed

underground or within buildings, where practicable. When placed above ground, equipment shall be located to minimize visual impact and screened with either: an enclosure that blends with the proposed building design; landscaping; or both. When enclosures are used, they shall be tall enough to completely screen the equipment at the time of the equipment installation. Groundcover and shrubs, planted tall enough to completely screen the equipment and any required cover, shall attain 50 percent coverage after 2 years and 100 percent coverage within 4 years.

a. The L3 standard is a landscape treatment that applies within parking lots, including interior courts, but not including any required landscape setbacks necessary for screening, as specified in Subsection F.4.b.i. At least 10 percent of the interior of a parking lot shall be landscaped. The L3 standard serves three purposes: to eliminate storm water runoff through infiltration swales and other measures; to provide shade; and for screening. Water quality features may be incorporated into planter islands and required setbacks. The L3 standard shall comply with the vision clearance standards specified in Section 4.2-130.

i. Infiltration planter islands, infiltration planter basins between parking aisles, infiltration tree wells and required parking lot setbacks shall be used to accommodate storm water runoff as specified in the Springfield Engineering Design Standards and Procedures Manual.

ii. Wheel Stops. Secured wheel stops or rubber parking blocks shall be placed to prevent vehicles from overhanging a landscaped infiltration area or setback. Wheel stops shall be designed to allow runoff to enter the landscaped infiltration area.

iii. L3 Standard - Trees. Trees of different sizes may be combined to meet this standard. In order to provide a canopy effect, one of the following options may be selected:

(a) At a minimum, one large tree per 4 parking spaces; or

(b) At a minimum, one medium tree per 3 parking spaces.

iv. L3 Standard – Shrubs and Ground Cover Plants. At a minimum, one medium to small shrub per space shall be required. The remainder of the area shall be planted in ground cover plants.

5. Existing Mature Vegetation and Healthy Trees, excluding those plants on the Nuisance Plants List as specified in the Springfield Engineering Design and Procedures Manual, shall be retained to the maximum extent practicable. However, plantings intended to mitigate for the loss of natural resource values shall be subject to applicable standards as specified in Sections 3.4-280, 4.4-115, 4.4-117 and the Springfield Engineering Design Standards and Procedures Manual.

6. Preserving Existing Trees and Vegetation. When the developer proposes to retain existing trees and vegetation outside of riparian and wetland areas to meet the applicable landscape category standards, as specified in the Sections referenced in Subsection 3.4-270F.5., tree and vegetation preservation specifications shall be included in the Landscape Plan submitted during the Site Plan Review process.

a. Credits for preserving existing trees shall accrue on a 1-to-1 basis, based on the size of the tree being preserved, as defined in Subsection 3.4-270F.3.e.ii.

b. The Landscape Plan shall include a separate written statement and a site plan for preserving existing trees and vegetation. All of the following elements shall be included:

i. A written statement that:

(a) States the trees and vegetation proposed to be preserved are healthy, and/or can be relocated on-site as determined by a certified Arborist;

(b) Provides an explanation of the method for the protection of existing trees and vegetation to remain during the construction process; and, if necessary

(c) Requests any credits for preserving existing trees.

ii. The Plan shall be drawn to scale and show all trees proposed to be preserved on the site, and their species, diameter and drip lines.

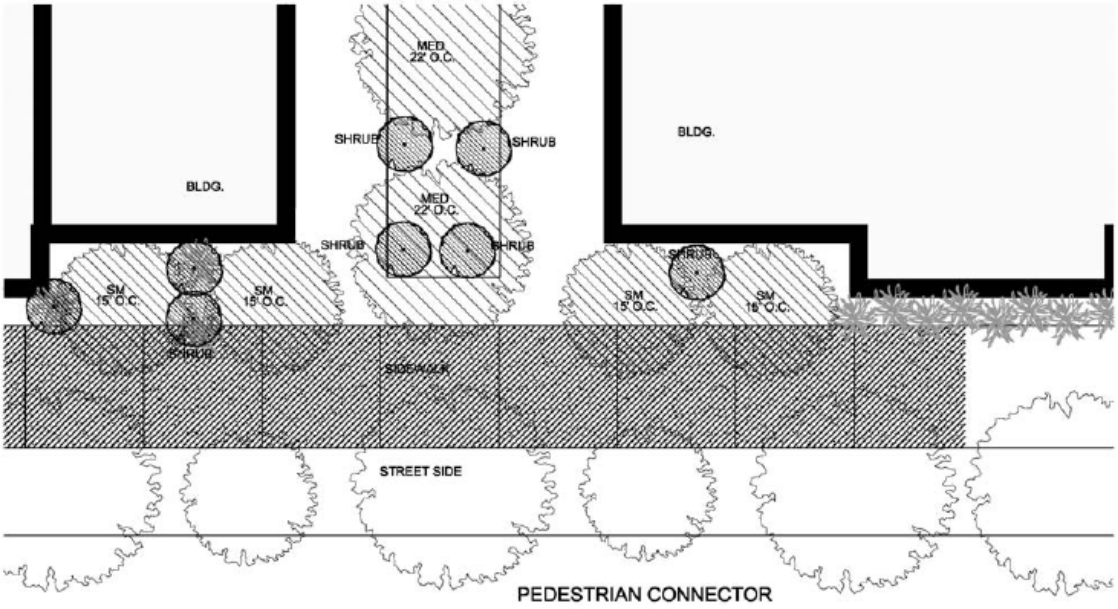
iii. Site construction shall not be allowed within the drip lines of trees that are to remain. Preserved vegetation shall not be disturbed. Finish grade shall be at the original grade, or a well or planter shall be constructed that is equal to or larger in size than the drip line.

EXCEPTION: These statements shall not preclude the construction of walkways within the drip lines of trees if they are part of the proposed development.

iv. Upon approval of the Landscape Plan as part of the Site Plan Review process, the trees and vegetation proposed to be preserved shall be noted on the property, prior to construction.

L1 STANDARD

PLAN



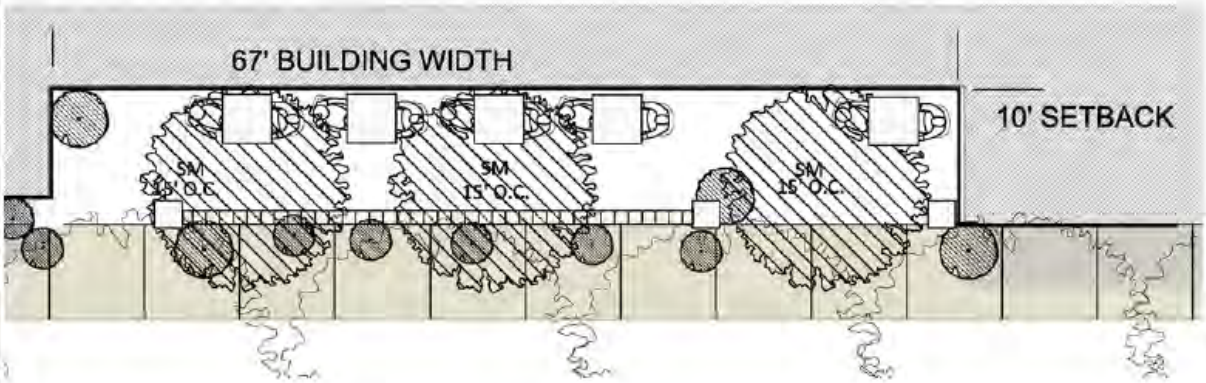
L1 STANDARD

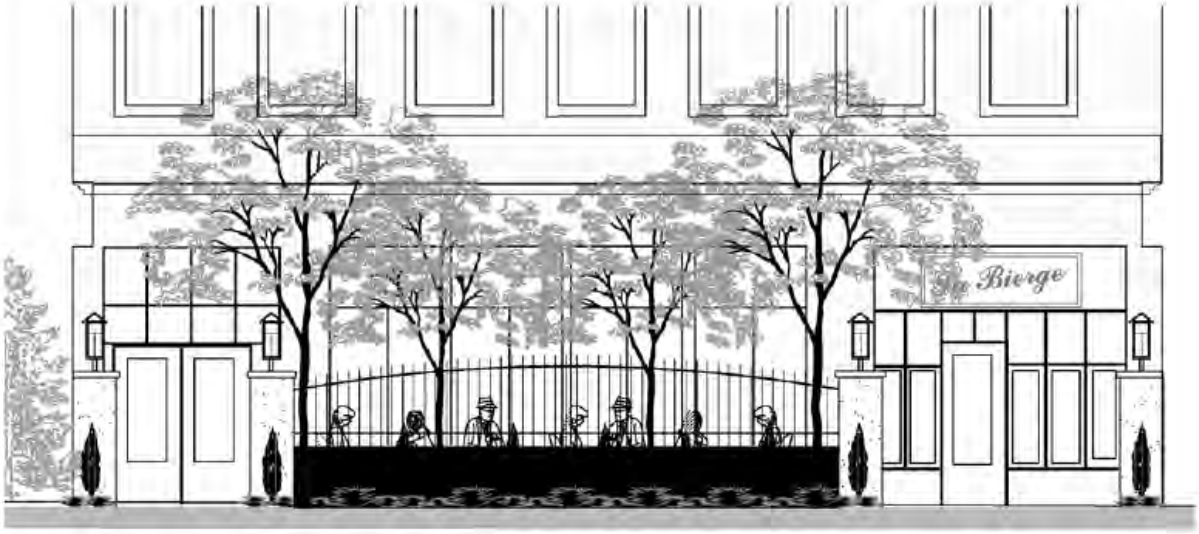
PEDESTRIAN CONNECTOR
ELEVATION

LANDSCAPE
FIGURE 4-1
Ref. Section 3.4-270G.4.a.
ILLUSTRATIVE ONLY

L1 STANDARD

SETBACK PLAN





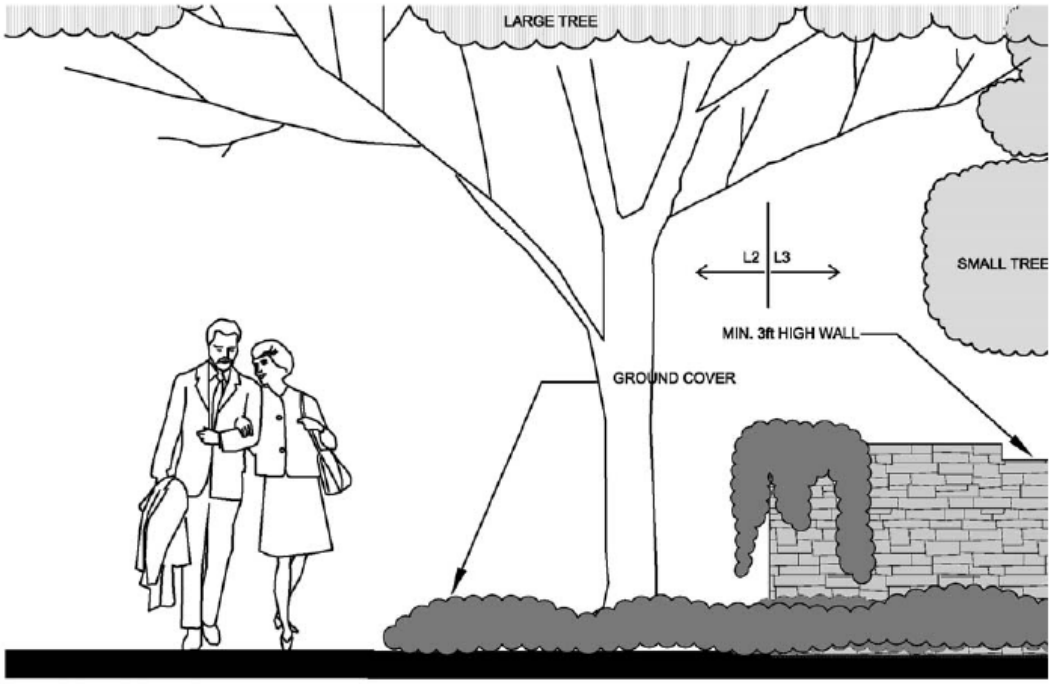
L1 STANDARD

SETBACK ELEVATION

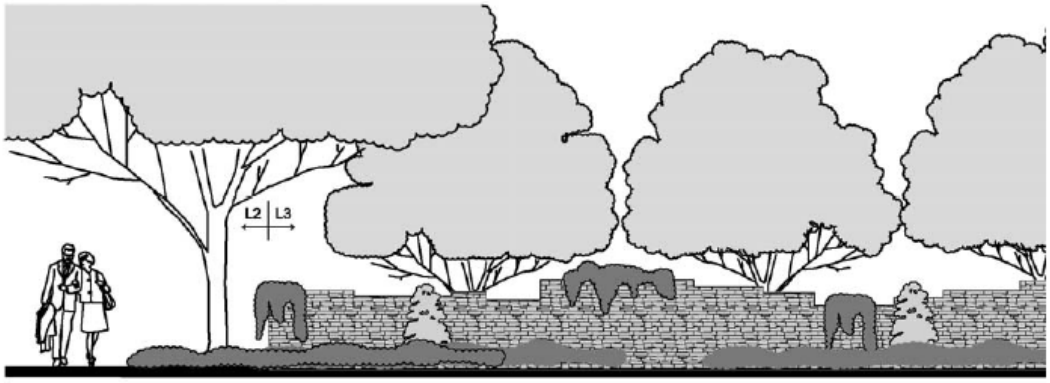
LANDSCAPE
FIGURE 4-2
Ref. Section 3.4-270G.4.a.
ILLUSTRATIVE ONLY

L2 LANDSCAPE STANDARD

PEDESTRIAN VIEW



PEDESTRIAN VIEW OF PARKING

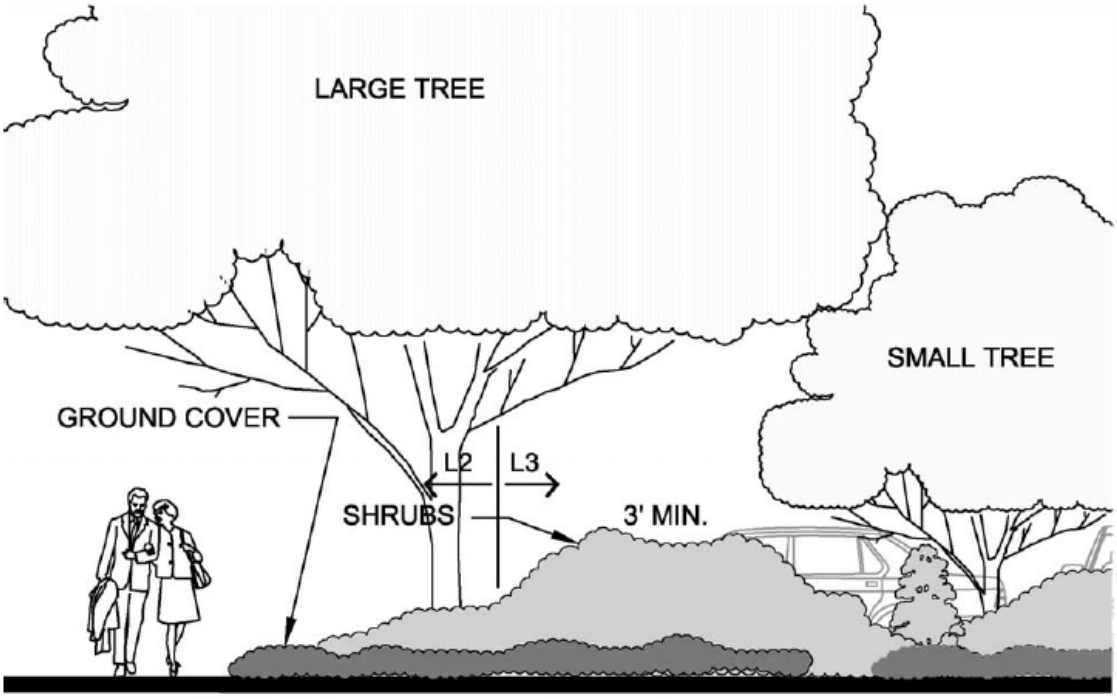


STREET OVERALL VIEW OF PARKING

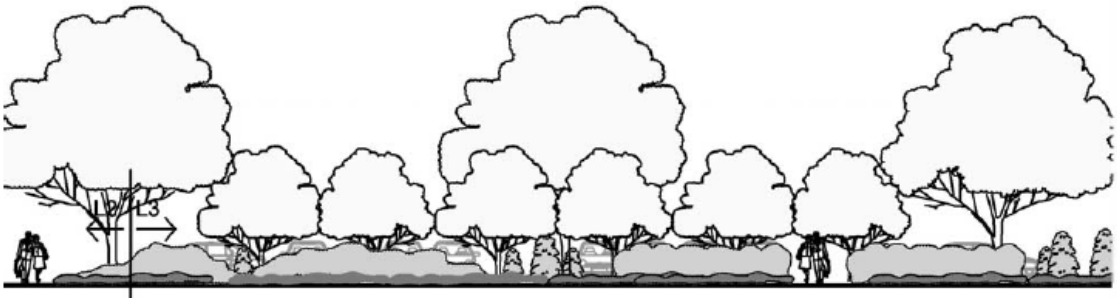
LANDSCAPE
FIGURE 4-3
Ref. Section 3.4-270G.4.b.
ILLUSTRATIVE ONLY

L3 LANDSCAPE STANDARD

PEDESTRIAN VIEW



PEDESTRIAN VIEW OF PARKING

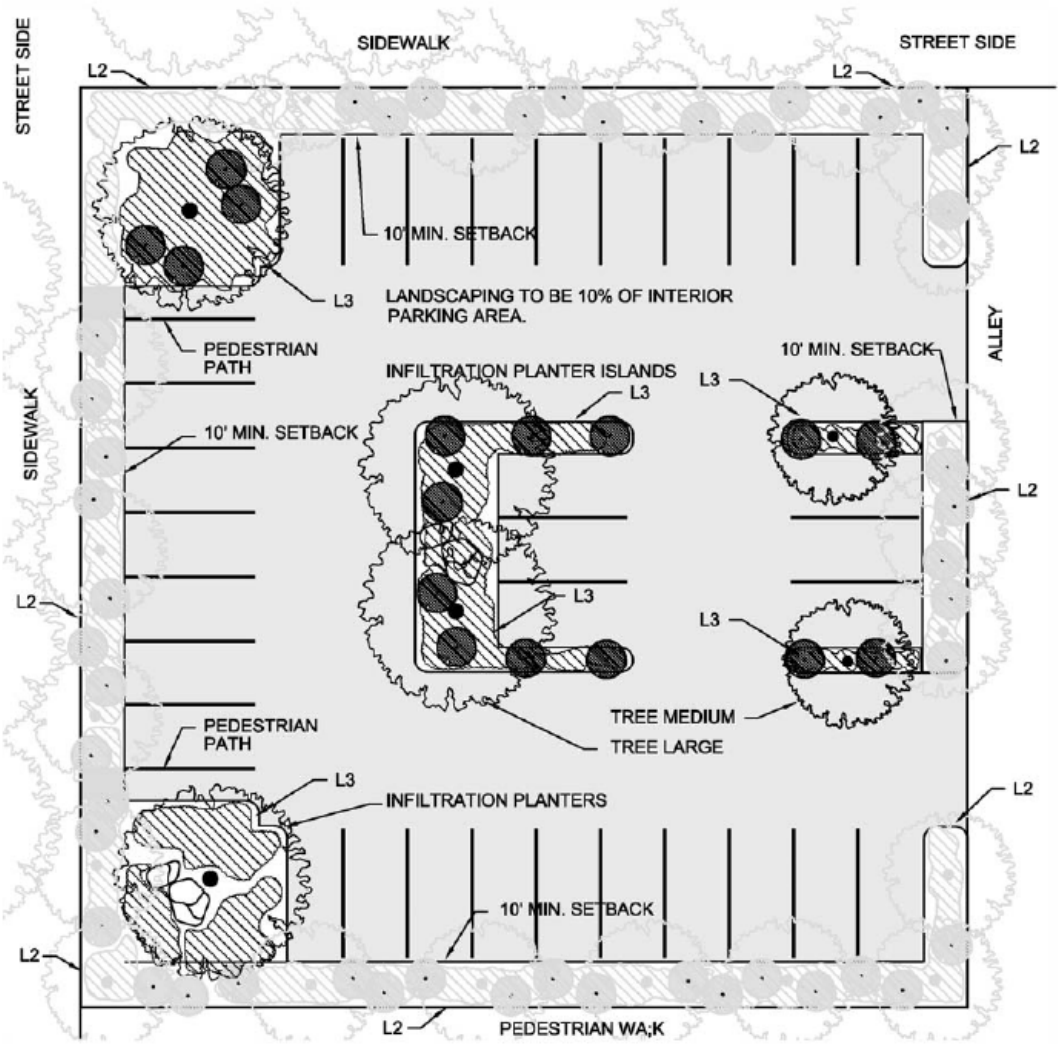


STREET OVERALL VIEW OF PARKING

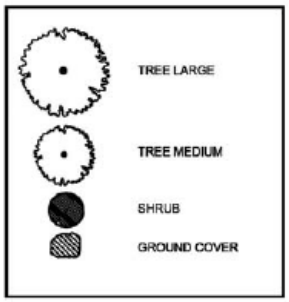
LANDSCAPE
FIGURE 4-4
Ref. Section 3.4-270G.4.c.
ILLUSTRATIVE ONLY

L3 LANDSCAPE STANDARD

PLAN VIEW



GENERIC PARKING PLAN



LANDSCAPE
FIGURE 4-5
Ref. Section 3.4-270G.4.c.

G. Vehicle/Bicycle Parking and Loading Standards.

1. Vehicle/bicycle parking standards shall be as described in the Glenwood Refinement Plan Transportation and the Housing and Economic Development Chapters.

2. Applicable Glenwood Refinement Plan Vehicle/Bicycle Parking Policies and Implementation Strategies shall be as specified in Appendix 3.

3. Vehicle/bicycle parking and loading standards shall be designed and constructed as specified in this Subsection.

4. Vehicle Parking - General. Adequate vehicle parking shall be provided to support new development and redevelopment in the Glenwood Riverfront, while minimizing adverse visual, environmental, and financial impacts on the public. In line with the land use vision for compact development and a walkable, pedestrian-friendly environment, on-street parking, aboveground and underground off-street parking structures, and parking located within or under buildings shall be encouraged. Locating and designing all required vehicle parking to minimize the visibility of parked cars to pedestrians from street frontages and light and noise impacts of parking lots strengthens the character of the Glenwood Riverfront, reinforces the emphasis on pedestrian, bike, and transit for travel, and minimizes the potential for vehicle/pedestrian conflicts.

5. Types of Vehicle Parking Facilities Permitted.

a. In all Subareas, the following types of parking facilities shall be permitted:

i. On-street parking.

ii. Aboveground and underground parking structures.

iii. Surface parking facilities located in interior courts.

iv. Parking facilities incorporated within or on top of a building.

b. In Subarea D, south of the Union Pacific railroad trestle and outside of the nodal development area, in addition to parking facilities permitted in Subsection 3.4-270G.5.a.i.-iv., surface parking facilities that are screened as specified in Subsection 3.4-270F.4.b. shall be permitted along McVay Highway and any other street frontage, in the following circumstances:

i. Two rows of visitor parking including a travel lane that can accommodate bi-directional traffic in the front of and facing a building as specified in Subsection 3.4-275H.2.b.; and

ii. Overflow visitor parking and other permitted vehicular parking on one side of, and in the rear of a building.

6. Maximum off-street vehicle parking spaces by use category shall be as specified in Table 3.4-1:

Vehicle Parking Standards Table 3.4-1

Use Category	Use Sub-Category	Maximum Number of Required Spaces
Commercial	Eating and drinking establishments **(1)**	1 per each 30 square feet of seating floor area plus 1 per each 500 gross square feet of non-seating floor area
	Hospitality	1 per guest bedroom plus 1 space per each full-time employee on the largest shift
	Personal Services	1 per each 350 square feet of gross floor area
	Professional, Scientific and Technical Services	1 per each 350 square feet of gross floor area
	Retail Sales and Services	1 per each 300 square feet of gross floor area
Employment	Hospital	1 per each 200 square feet of gross floor area or 1. 5 per bed
	Light Manufacturing **(2)**	1 per each 550 square feet of gross floor area plus one space per company owned vehicle
	Light Manufacturing Storage **(2)**	1 per each 1650 square feet of gross floor area plus one space per company vehicle
	Office Employment	1 per each 350 square feet of gross floor area
	Educational Facilities	To be determined by a parking study that considers number of employees, students, and hours of operation
	Warehousing **(2)**	1 per each full-time employee on the largest shift plus one space per company vehicle
Recreation	Park Blocks or Riverfront Linear Park Recreational Facilities **(3)**	0
Residential (high-density)	Residential occupancy of dwelling units	1 per bedroom with a maximum of 2.5 per dwelling unit plus 1 space for every 15 dwelling units for visitors. 1 per each 4 beds plus 1 space per each full time employee on the largest shift for nursing homes and assisted living; or 1 per every 2 beds plus 1 space per each full time employee on the largest shift for independent living
Vehicle Related Uses	Structured parking	N/A

(1) When calculating the parking requirements for an eating or drinking establishment that has outdoor seating, up to 20 outdoor seats shall be exempt from the seating calculation.

(2) The U.S. Department of Transportation establishes commercial truck classifications based on the vehicle's gross vehicle weight rating. Classes 1, 2 and 3 are "Light Duty"; Classes 4, 5 and 6 are "Medium Duty"; and Classes 7 and 8 are "Heavy Duty". Trucks classified as medium and heavy duty that are used as part of a commercial or light manufacturing use shall be located either:

(a) Within an enclosed building; or

(b) Outside of a building when:

i. Screened by a masonry or concrete wall or other permanent fully opaque screen that extends from the building and complements the façade of the building. The wall shall have a minimum

height of 8 feet. The screen shall totally conceal trucks from McVay Highway and the Willamette River and shall meet the building setback standard specified in Subsection 3.4-275H.2.b.; or

ii. Within a courtyard surrounded by buildings in a manner that medium and heavy duty truck parking cannot be seen from McVay Highway or the Willamette River.

(c) Medium and heavy duty truck parking shall be prohibited in front and street side yards.

(3) Public parking for the park blocks and riverfront linear park will be provided on street.

7. Parking Maximum Benefits and Options.

a. Parking Maximum Benefits:

i. Supports mobility management. Parking management is an important component of efforts to encourage more efficient transportation choices, that helps reduce problems such as traffic congestion, roadway costs, pollution emissions, energy consumption and traffic accidents;

ii. Improves walkability. By allowing more clustered development and buildings located closer to sidewalks and streets, parking management helps create more walkable communities;

iii. Supports transit. Parking management supports transit oriented development and transit use;

iv. Provides facility cost savings. Reduces development costs to governments, businesses, developers and consumers;

v. Supports compact growth. Parking management helps create more accessible and efficient land use patterns, and so helps preserve green space and other valuable ecological, historic and cultural resources;

vi. Allows more flexible facility location and design. Parking management gives architects, designers and planners more ways to address parking requirements, creating more functional and attractive communities;

vii. Supports equity objectives. Management strategies can reduce the need for subsidies, improve travel options for non-drivers, and increase affordability for lower-income households; and

viii. Reduces stormwater management costs, water pollution and heat island effects. Parking management can reduce total pavement area and incorporate better design features.

b. Options available to help meet parking maximums include:

i. A legally-binding shared parking agreement may be submitted as specified in Subsection 4.6-110E. where multiple uses or multiple developments share one or more parking facilities, and peak parking demand occurs during

different times of the day. An example of this option is office development with nearby residential development.

ii. Unbundled parking may be utilized where parking spaces are rented or sold separately, rather than automatically included with the rent or purchase price of a residential or commercial unit. In this option, tenants or owners are able to purchase only as much parking as they need or want and are given the opportunity to save money by using fewer parking stalls. The developer shall specify the number of unbundled parking spaces proposed and provide an explanation of how this parking reduction option will affect the proposed development as part of the Site Plan Review application submittal. No more than 50 percent of the parking provided shall be unbundled parking.

iii. Car Sharing.

(a) Car sharing reduces the rate of personal vehicle ownership. In this option, a household or business gains the benefits of private vehicle use without the costs and responsibilities of ownership. A household or business has access to a fleet of shared-use vehicles on an as-needed basis. A household or business gains access to these vehicles by joining an organization that maintains a fleet of cars and/or light trucks, e.g. ZipCar, that are parked in designated, leased spaces in a network of locations.

(b) Car sharing shall be permitted in public and private parking structures and parking lots.

iv. Carpool/Vanpool Parking.

(a) If the carpool/vanpool option is chosen, it shall apply when there are at least 20 parking spaces. The number of carpool/vanpool parking spaces shall be based upon 5 percent of the employees on the largest shift.

(b) The carpool/vanpool spaces shall be located closer to the primary employee entrance or secondary entrance from a parking lot than any other employee parking, except disabled accessible spaces.

(c) Reserved areas shall have markings and signs that indicate the space is for carpool/vanpool use.

(d) Parking in reserved areas for carpools/vanpools shall be established through rideshare programs by public agencies and to vehicles meeting minimum rideshare qualifications set by the employer.

v. Subsidized Transit Passes.

vi. Establishment of alternative work schedules. This option includes alternative work schedule techniques such as staggered and flexible work hours and the shortened workweek.

8. Additional Vehicle Parking. A request for parking that exceeds the maximum parking standards specified in Table 3.4-1 shall be permitted only within a parking structure that accommodates parking for more than one use. The parking structure may be privately owned, or in-lieu-of-fees may be paid to the City for an appropriately sized public parking structure upon establishment of a parking district serving portions of the Glenwood Riverfront Mixed-Use Plan District.

9. Vehicle Parking Design Standards. The following standards shall apply to all permitted parking facilities:

a. In both public and private parking facilities, the stall width and length and aisle width standards specified in Section 4.6-115 shall apply.

b. All surface parking lots shall incorporate the following elements including, but not limited to:

i. Pedestrian walkways that provide priority over vehicles routes, are direct and accessible, and enhance safety for pedestrians and vehicles. Parking lots with 50 or more spaces shall be divided into separate areas by landscaping or protected raised pedestrian walkways at least 10 feet in width, or by a building or group of buildings. Pedestrian walkways shall include pedestrian-scaled lighting as specified in Subsection 3.4-270G.9.d. and elevated crosswalks and/or distinguishing paving colors, textures or materials, as specified in the Springfield Engineering Design Standards and Procedures Manual. The pedestrian routes shall lead to an entrance in the rear or, if applicable, the side of a building;

ii. The use of alternative surfacing as specified in the Springfield Engineering Design Standards and Procedures Manual, including permeable surfacing , where applicable, shall be preferred as an option over traditional impervious surfacing; and

iii. Strategies to reduce “heat island” effects, such as canopy shade trees and landscaping as specified in Subsection 3.4-270F.4.c.

c. Surface Parking Lot landscaping Standards**.** Parking lot landscaping shall be required as specified in Subsections 3.4-270F.4.b. and c.

d. Surface parking lot lighting shall be provided as specified in Subsection 3.4-270C.2. and may be a mix of bollards at ground level and pedestrian-level lighting.

e. Vehicle parking shall not be allowed within any required or optional building setback specified in Subsection 3.4-275H.

10. Vehicle Parking Structure Design Standards. Aboveground and underground parking structures shall be designed as specified in Subsection 3.4-275K.

11. Vehicle Parking Access and Driveways.

a. In Subareas A, B, and C, vehicle access to a parking lot or parking structure shall be from a service street, alley, or, where there is no service street, other local street in order to minimize the impact of auto parking and driveways on the public pedestrian environment. Each block face fronting a service street, alley or other local street necessary for vehicle access shall be limited to one curb cut.

b. In Subarea D, vehicle access to a parking lot or parking structure also may be from a common driveway serving multiple developments; in this case, a recorded joint-use/access easement shall be required.

c. Curb cuts for all parking lots or parking structures shall be constructed to maintain the elevation, appearance and continuity of sidewalks crossed by the curb cuts.

12. In all Subareas and in all types of parking facilities, Electric Vehicle (EV) parking stations and structures supporting photovoltaic panels shall be encouraged and permitted, where appropriate.

13. Bicycle Parking. Safe and convenient bicycle parking shall be provided for residents, visitors, employees and patrons. In mixed-use developments, the required bicycle parking for each use shall be provided. Required off-street bicycle parking spaces shall be as specified in Table 3.4-2. The required minimum number of parking spaces for each listed use is 4 spaces.

Bicycle Parking Standards Table 3.4-2

Use Category	Use Sub-Category	Number of Required Spaces	Long and Short Term Bicycle Parking Percentages
Commercial	Eating and Drinking Establishments	1 per 600 square feet of floor area	25% long term 75% short term
	Hospitality	1 per 20 rentable rooms	75% long term 25% short term
	Personal Services	1 per 2000 square feet of floor area	25% long term 75% short term
	Professional, Scientific and Technical Services	1 per 3000 square feet of floor area	75% long term 25% short term
	Retail Sales and Services	1 per 3000 square feet of floor	25% long term

Use Category	Use Sub-Category	Number of Required Spaces	Long and Short Term Bicycle Parking Percentages
		area	75% short term
Employment	Office Employment	1 per 3000 square feet of floor area	75% long term 25% short term
	Light Manufacturing	1 per 10000 square feet of floor area	75% long term 25% short term
	Light Manufacturing Storage	1 per 10000 square feet of floor area	75% long term 25% short term
	Warehousing	1 per 40000 square feet of floor area	75% long term 25% short term
Recreation	Park Blocks or Riverfront Linear Park Recreational Facilities	8 per each park block and 4 per each mile of riverfront linear park	100% short term
Residential	Senior and Congregate Care	1 per 4 rooms	75% long term 25% short term
	Dormitories	1 per every 3 beds	75% long term 25% short term
	High-density Residential Housing	1 per 2 dwelling units	75% long term 25% short term
Vehicle Related Uses	Structured Parking Public or Private	5% of the number of vehicle spaces provided or 105 percent of the demand	75% long term 25% short term

14. Bicycle Parking Location and Security.

a. Long term bicycle parking required in association with a commercial or employment use shall be provided in a well-lighted, secure location within a convenient distance of a main entrance and any secondary entrance. A secure location is defined as one in which the bicycle parking is: a bicycle locker, a lockable bicycle enclosure, or provided within a lockable room.

b. Long term bicycle parking provided in outdoor locations shall not be farther away than the closest on-site automobile parking space, excluding designated accessible parking spaces.

c. Long term bicycle parking required in association with high-density residential use shall be provided in a well-lighted, secure ground-level or underground location within a convenient distance of an entrance to the residential unit. A secure location is defined as one in which the bicycle parking is provided outside the residential unit within a protected garage, a lockable room, a lockable bicycle enclosure, or a bicycle locker.

d. Short term bicycle parking shall consist of a securely fixed structure that supports the bicycle frame in a stable position without damage to wheels, frame, or components and that allows the frame and both wheels to be attached to the

rack by the bicyclist's own locking device. Innovative bicycle racks that incorporate street art shall be encouraged. Short term bicycle parking shall be provided within a convenient distance of and clearly visible from, the main entrance and/or any secondary entrance to the building, but it shall not be farther away than the closest on-site automobile parking space, excluding designated accessible parking spaces.

15. Loading Areas. Loading areas shall:

a. Be concealed from public view;

b. Be located at the rear or side of the development area, with access taken from a public service street or alley;

c. Be equipped with closable overhead doors that blend in to the design of the building;

d. Not be located where pedestrian or bicycle circulation through or between development areas can be impeded;

e. Not encroach upon required landscaping; and

f. Not encroach upon public and/or private driveways and sidewalks.

H. Wastewater Facilities and Services.

1. Public Wastewater Facilities. Public wastewater facilities shall comply with Section 4.3-105.

a. Public wastewater facilities shall be as described in the Glenwood Refinement Plan Public Facilities and Services Chapter.

b. Public wastewater policies and implementation strategies shall be as specified in Appendix 3.

c. Public wastewater facilities shall be designed and constructed as specified in the Springfield Engineering Design Standards and Procedures Manual.

2. Private Wastewater Facilities. The use of septic systems in unincorporated areas of the Glenwood Riverfront may continue and/or expand as may be permitted in the Oregon Administrative Rules, Springfield Development Code and Springfield Municipal Code, unless a health hazard is declared as specified in Oregon Revised Statutes 222.840-915. If expansion is permitted with an existing private wastewater system, the developer shall certify that the existing septic system is functioning and can meet the above cited regulations by submitting a letter signed by the Lane County Sanitarian. Additionally, for any proposed new or expanded use the developer shall provide for a suitable connection to the public wastewater system should the existing septic system fail.

I. Stormwater Facilities and Services. All new development, redevelopment and associated infrastructure in the Glenwood Riverfront shall manage stormwater runoff on-site to provide for water quality treatment and groundwater recharge, to the maximum extent practicable.

1. Public Stormwater Facilities. Public stormwater facilities shall comply with Section 4.3-115.

a. Public stormwater facilities shall be as described in the Glenwood Refinement Plan Open Space and Public Facilities and Services Chapters.

b. Public stormwater policies and implementation strategies shall be as specified in Appendix 3.

c. Public stormwater facilities shall be designed and constructed as specified in the Springfield Engineering Design Standards and Procedures Manual.

2. Private Stormwater Facilities.

a. Private stormwater facilities shall be as described in the Glenwood Refinement Plan Open Space and Public Facilities and Services Chapters.

b. Private stormwater policies and implementation strategies shall be as specified in Appendix 3.

c. Private stormwater facilities shall be designed and constructed as specified in the Springfield Engineering Design Standards and Procedures Manual to incorporate the Low Impact Development Approach.

J. Public Parks and Open Space.

1. Public park and open space facilities shall be as described in the Glenwood Refinement Plan Open Space and Public Facilities and Services Chapters.

2. Public park and open space policies and implementation strategies shall be as specified in Appendix 3.

3. Public park and open space facilities shall be designed and constructed as specified in the Glenwood Refinement Plan and shall be consistent with Willamalane Park and Recreation District design and construction standards.

4. The Glenwood Refinement Plan establishes two public open space areas in the Glenwood Riverfront, a riverfront linear park and multi-use path and the park blocks:

a. The riverfront linear park and multi-use path will follow the Willamette River through Subareas A, B, C and D along the entire Glenwood Riverfront within the Willamette Greenway (WG) Overlay District Greenway Setback Line/Riparian Area boundary. The WG Overlay District is a continuous area

along the Willamette River measured 150 feet from the ordinary low water mark. Within the Willamette Greenway is the Greenway Setback Line that is measured 75 feet from the top of bank and contiguous with the 75 foot-wide Water Quality Limited Watercourses riparian setback. Development and uses riverward of the Greenway Setback Line shall be water-dependent and water-related. Development and uses landward of the Greenway Setback Line to the 150-foot WG Overlay District boundary shall be as permitted in the underlying zoning district only as specified in Section 3.4-280. In addition to Site Plan Review, development within the WG Overlay District will require Type III review procedure. Riparian and wetland areas in the Glenwood Riverfront shall be protected as specified in Sections 4.7-115 and 4.7-117. Access to the riverfront linear park and the Willamette River shall be as follows:

i. No development shall restrict public access to the riverfront linear park.

ii. Required public access to the Willamette River and the riverfront linear park shall be in the vicinity of the intersections of the north-south streets and the park blocks with the riverfront street in the Franklin Riverfront and no more than one-half mile apart in the McVay Riverfront. Amenities including, but not limited to: benches and seating areas along the multi-use path, shall be required in the vicinity of public access. The developer may opt to provide additional river access to enhance the development area.

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

EXCEPTION: The minimum park block width may be reduced without the need for a modification, as specified in Section 3.4-230B.3., if the City Engineer and Willamalane Superintendent determine that the recreation, transportation, and stormwater management functions of the park blocks and objectives of park block policies can be met with a reduced width upon consulting the Engineering Design Standards and Procedures Manual, the Glenwood Refinement Plan, Willamalane Park and Recreation Comprehensive Plan, or other applicable technical supplement. The discussion regarding the reduction of the minimum park block width can occur at the Development Issues meeting specified in Subsection 5.1-120A.; or the Pre-Application Report specified in Subsection 5.4-120B.; and/or the Pre-Submittal Meeting specified in Subsection 5.1-120C.

K. Location of Transit Stops.

1. The proposed location of transit stops shall be as described in the Glenwood Refinement Plan Transportation Chapter.

2. In all Subareas, the final location of transit stops on Franklin Boulevard and McVay Highway shall be approved during the final design review for each street project that will include input from the Lane Transit District and approval from the City Council.

L. Signs. Signs are not regulated by the Springfield Development Code. Sign regulations are found in Chapter 8 of the Springfield Municipal Code (SMC). Wall signs and free standing signs in all Subareas shall be as specified in SMC Section 8.250.

M. Light Manufacturing Operational Performance Standards. Proposed light manufacturing uses permitted in Subarea D shall comply with the operational performance standards specified below. Light manufacturing uses may stand alone or be in a business park with other permitted uses. There is no use list for light manufacturing uses. However, if the proposed use complies with the operational performance standards listed below, that use will be permitted.

1. All light manufacturing operations shall be entirely enclosed within a building.

EXCEPTION: The Director may allow an outdoor utility yard to store tanks containing gases and/or fluids that are essential to the operation of the permitted use that otherwise cannot be contained in an enclosed building for fire and life safety reasons, as determined by the Fire Marshal. The utility yard shall be screened from public view by a masonry or decorative concrete wall at least 8 feet in height that: is an extension of the building; complements the facade of the building; and meets required setbacks and building landscaping standards specified in Subsection 3.4-270F. This exception shall not apply to development proposals adjacent to any residential or commercial mixed-use designation/zoning.

2. All applicable building design standards specified in Section 3.4-275 shall be met.

3 The storage of raw materials and/or finished products shall occur entirely within enclosed buildings. The parking of medium duty and heavy duty trucks shall be as specified n Table 3.4-1 Note (2).

4. The routine movement of heavy equipment on or off the development area shall not be permitted.

EXCEPTION: Trucks and necessary heavy equipment shall be allowed during construction.

5. Uses on the prohibited use list specified in Section 3.4-275 shall not be permitted.

6. Proposed uses shall comply with the additional operational performance standards listed below. The intent is not to specifically deny a use, but to ensure compliance with applicable local, State, and Federal regulations. Compliance with these operational performance standards shall be the continuing obligation of the property owner. Failure to comply with these operational performance standards shall be a violation of this Code and/or Chapter 5 of the Springfield Municipal Code.

7. Air Pollution. Air pollution includes, but is not limited to: emission of smoke; dust; fumes; vapors; odors; and gases. Air pollution shall not be discernable at the property line by a human observer relying on a person's senses without the aid of a device. The applicant shall obtain and maintain all applicable licenses and permits from the appropriate local, State, and Federal agencies.

8. Fire and Explosive Hazards. All activities involving the use, storage and/or disposal of flammable or explosive materials shall comply with the Uniform Fire Code as most recently adopted by the City.

9. Glare. Glare resulting from a light manufacturing operation including, but not limited to: welding or laser cutting, shall not be visible from the outside of the building.

10. Hazardous Waste. Proposed development shall not utilize or produce hazardous waste unless permitted as specified in Oregon Administrative Rule (OAR) 340-102-0010 through 340-102-0065 or any applicable Federal regulation. Where hazardous waste is permitted, the proposed use shall not be adjacent to any residential or commercial mixed-use designation/zoning.

11. Noise. These standards apply to noise generated by any machinery or equipment on the development area. The maximum permitted noise levels in decibels across lot/parcel lines and district boundaries shall be as specified in OAR 340-035-0035, *Noise Control Standards for Industry and Commerce*.

12. Radiation. There are various sources of radiation including, but not limited to: ionizing radiation; electromagnetic radiation; and radiation from sonic, ultrasonic or infrasonic waves. Uses that involve radiation shall comply with the regulations in OAR 333-100-0001 through 333-100-0080 and any applicable Federal regulation. Where sources of radiation are permitted, the proposed use shall not be adjacent to any residential or commercial mixed-use designation/zoning.

13. Vibration. No use, other than a temporary construction operation, shall be operated in a manner that causes ground vibration that can be measured at the property line. Ground-transmitted vibration shall be measured with a seismograph or a complement of instruments capable of recording vibration displacement, particle velocity, or acceleration and frequency simultaneously in 3 mutually perpendicular directions.

N. Historic and Cultural Resources.

1. Historic and cultural resources in the Glenwood Riverfront shall be as described in the Glenwood Refinement Plan Historic and Cultural Resources Chapter.

2. Applicable Glenwood Refinement Plan historic and cultural resources policies and implementation strategies shall be as specified in Appendix 3.

3. Section 3.3-915 states that the Historic Commission makes recommendations to the Planning Commission or City Council on the following issues:

a. The establishment or modification of a Historic Landmark District;

b. The establishment of the Historic Landmark Inventory;

c. The removal of individual Historic Landmark Sites and Structures from the Historic Landmark Inventory; and

d. Demolition of a Historic Landmark Structure.

4. There are several properties identified in the 2010 Glenwood Reconnaissance Level Survey in the Glenwood Riverfront that warrant further examination to determine eligibility for the National Register of Historic Sites and Places and/or the City Landmark Inventory. Additional resources may be identified in the Glenwood Riverfront should the Historic Commission pursue a Reconnaissance Level Survey in the McVay Riverfront section of the Glenwood Riverfront in the future. Developers shall address this topic at the time of Site Plan Review submittal as specified in Subsection 3.4-270N.5.

a. Residential structures that warrant further examination for individual listing:

i. 295 North Brooklyn Street.

ii. 3007 Franklin Boulevard.

iii. 1780 Mississippi Avenue.

b. Commercial or industrial structures that warrant further examination for individual listing:

i. 3600 Franklin Boulevard (Myrmo & Sons).

ii. 3698 Franklin Boulevard (Intercity Engineering).

iii. 4206 Franklin Boulevard (Blue Cross Animal Hospital).

c. Other Resources that warrant further examination for individual listing:

i. 3787 Franklin Boulevard.

ii. 3998 Franklin Boulevard (Ponderosa Village).

5. In any proposed development area that contains a building as specified in Subsection 3.4-270N.4., the developer shall state, at the time of Site Plan Review application submittal, whether the building will be part of the new development, moved to another site, or demolished.

a. If the building will remain as part of the new development, the developer shall explain any proposed modifications to the building and how the historic context will be protected.

b. If the building is proposed to be moved, the developer shall state the new location and identify any building modifications.

c. If demolition is proposed, the developer shall document the building by submitting the following:

i. A written statement of its historical significance, including a description of the architectural and historical context in which the structure was built and subsequently evolved;

ii. Drawings including, but not limited to: floor plans, elevations, architectural details, and construction elements; and

iv. Photographs recording the environmental setting, elevations, and significant details, both inside and outside of the building.

SECTION 17: Section 3.4-275 is hereby added:

3.4-275 Building Design Standards

The following building design standards are established for the Glenwood Riverfront Mixed-Use Plan District:

A. General
B. Design Team
C. Building Facades
D. Height
E. Massing/Building Articulation
F. Windows and doors
G. Orientation/Entrances
H. Build-to Lines and Maximum Building Setbacks
I. Pedestrian Amenities
J. Screening mechanical equipment
K. Parking Structure Design Standards

A. General. Glenwood is a gateway to the City and region. Future development/redevelopment in the Glenwood Riverfront will contribute to furthering a sense of place and distinctiveness.

Therefore, special attention will be paid to building and site design to mitigate the visual impact of increased density by promoting aesthetically pleasing, sustainable buildings and sites that are context-sensitive and oriented to the human scale, and that establish an inviting streetscape in the Glenwood Riverfront. The term "human scale" generally refers to the use of human-proportioned architectural features and site design elements clearly oriented to human activity. These standards will be applied during the Site Plan Review process. The building design standards are based upon:

1. The building design standards as described in the Glenwood Refinement Plan Land Use and Built Form Chapter.

2. The building design standards shall be as specified in Appendix 3.

3. The building design standards shall be designed and constructed as specified in this Section.

B. Design Team. A design team shall be required for any proposed development requiring Site Plan Review procedure in order to comply with the design and development standards of the Glenwood Riverfront Mixed-Use Plan District. The design team shall include an Oregon Registered Architect, Landscape Architect, and Civil Engineer. Design teams are encouraged to:

1. Design buildings and sites utilizing sustainable building and site design guidelines, such as those promoted through the National Association of Home Builders National Green Building Program, the Sustainable Building Advisor Institute, or similar sustainable building and site design programs; and

2. Employ the concept of "adaptive reuse" with the recognition that buildings frequently undergo alterations to conform with different uses or uses not taken into account in the original design.

C. Building Facades. The design of buildings and their relationships to the public realm are critical factors in the development of an active and vital pedestrian environment. In all Subareas building facades shall have the following architectural detailing:

1. The ground floor of a building shall utilize all of the following:

a. Incorporate awnings, canopies, porticos, or arcades;

b. Provide variation in building materials including, but not limited to: tile, brick, split-faced concrete block, concrete horizontal siding, masonry veneer, and powder coated aluminum or traditional wood storefronts that are differentiated by, trim, paint, and ornamentation;

c. Utilize ground floor windows and entrances that provide a high level of transparency by allowing views both inward and outward; and

d. Utilize signs; or other features, including public art.

2. The upper stories shall utilize all of the following, as applicable:

a. Include architectural detailing utilizing some of the same design elements specified in Subsection 3.4-275C.1.;

b. Incorporate a change in the window style;

c. Integrate a change in floor height; building step backs, as specified in Subsection 3.4-275D.4.; or a combination of these elements; and/or

d. Provide differences in height and architectural elements including, but not limited to: parapets, cornices and other details that may be used to create interesting and varied rooflines. In addition, building corners may incorporate taller elements including, but not limited to: towers, turrets, and bays.

3. More than one type of building material may be used for building identity.

4. Building facades that do not front a street, alley or mid-block connector shall be constructed with design elements similar to those facades fronting streets.

D. Height. The following standards are intended to: allow for a range of building heights within a development area; support an interesting skyline and the ability to market view properties; and reduce impacts of shading from tall structures on the public realm. Lower structures combined with taller structures within a single development area will be permitted to allow for a variety of design solutions.

1. In all Subareas, the minimum building height shall be 2 stories above grade.

EXCEPTION: Single story buildings shall be only permitted within a portion of a development area in Subareas B, C and D. If a single story building is proposed, the minimum height shall be 20 feet.

2. In all Subareas, there shall be no maximum building height.

EXCEPTION: In all Subareas, the maximum building height shall be 3 stories for the portion of a building between the Greenway Setback Line and the Willamette Greenway Overlay District boundary, as specified in Section 3.2-280.

3. In Subarea A:

a. The building height standard is intended to ensure that high-density residential development will be maximized by promoting a Residential Mixed-Use designation and zone that supports a minimum density of 50 dwelling units per net acre. High-density residential development at the densities prescribed above allows for 5 to 6 story or taller buildings. High-density residential development over 4 stories will be permitted if the buildings are stepped back as specified in Subsection 3.4-275D.4. to minimize

shadow impacts and reduce the scale of the building as perceived along the street.

b. Developers may utilize any type of construction permitted by the Oregon Structural Specialty Code, related building codes, fire codes and referenced standards in effect at the time of an application for a building permit.

4. In Subareas A, B and C, step backs that are a minimum of 15 feet wide shall be required beginning at the fourth story of a building and after each additional 3 stories. Uses for the lower roofs may include, but not be limited to balconies and observation decks.

5. In all Subareas, non-residential ground floor space (commercial/office/light manufacturing businesses) shall have a minimum floor to floor height of 15 feet to accommodate space for mechanical systems.

E. Massing/Building Articulation. Where buildings are highly visible from public areas, massing shall be addressed by articulating the facades with insets and projections to create visual interest and enhance views from the adjacent public realm. In all Subareas:

1. All sides of a building that are open to public view shall receive articulation design consideration. Flat blank walls shall not be permitted along these areas.

2. To break up vast expanses of single element building elevations, applicable to both length and height, building articulation shall be accomplished through combinations of the following techniques. Each story shall contain a minimum of 3 features listed below:

a. Small insets and projections to break up the wall surface and create a more human-scale environment. A landscaped or raised planter bed may be provided within each recess or projection that contains plant materials including, but not limited to: trees and/or shrubs; and trellises for climbing vines that will grow to screen the wall. Building insets and projections are different from building setbacks specified in Subsection 3.4-275H.

b. Repeating window patterns and window trim.

c. Providing design elements specified in Subsection 3.4-275C.1.

d. Variation in rooflines including, but not limited to: dormers; stepped roofs; gables; and cornices. If building wall offsets are used, breaks in roof elevation with a minimum of 3 feet or more in height shall be used. Mansard style roofs shall not be permitted.

e. Changing building materials or colors.

f. Providing art including, but not limited to: mosaics; murals; decorative masonry patterns; sculpture; or reliefs.

F. Windows and Doors. The proportions, materials, and detailing of windows and doors are key to the attractiveness of a building and an active streetscape. A significant amount of glass adds to the pedestrian character of the development by visually linking interactions between people inside and outside of buildings, and by offering a clear view from the sidewalk to the interior space of shops, office lobbies, merchandise displays, and working areas. Windows and doors also contribute to a safe pedestrian environment by allowing ”eyes on the street” both day and night. Transparency for residential buildings is measured along a line 5 feet above the first floor finished elevation. Transparency for other buildings is measured along a line 5 feet above the sidewalk elevation.

1. Ground floor windows and doors that face a public street, alley or mid-block connector. The following standards apply to primary entrances to buildings:

a. In Subarea A:

i. Residential windows and doors, in both individual dwelling units and apartments with lobbies, shall comprise a minimum of 50 percent of the length and 25 percent of the wall area of a building’s first floor façades.

ii. Commercial and office windows and doors shall comprise a minimum of 60 percent of the length and 25 percent of the wall area of a building’s first floor façades to allow views into lobbies, merchandise and work areas and allow persons inside to look out.

b. In Subarea B:

i. Residential windows and doors, in both individual dwelling units and apartments with lobbies, shall comprise a minimum of 50 percent of the length and 25 percent of the wall area of a building’s first floor façades, where applicable.

ii. Commercial and office windows and doors shall comprise a minimum of 60 percent of the length and 25 percent of the wall area of a building’s first floor façades to allow views into lobbies, merchandise and work areas and allow persons inside to look out.

c. In Subarea C, commercial and office windows and doors shall comprise a minimum of 60 percent of the length and 25 percent of the wall area of a building’s first floor façades to allow views into lobbies, merchandise and work areas and allow persons inside to look out.

d. In Subarea D:

i. Light manufacturing windows and doors shall comprise a minimum of 40 percent of the length and 25 percent of the wall area of a

building's first floor façades to allow views into lobbies and work areas and allow persons inside to look out.

ii. Commercial and office windows and doors shall comprise a minimum of 60 percent of the length and 25 percent of the wall area of a building's first floor facades to allow views into lobbies, merchandise and work areas and allow persons inside to look out.

2. Upper story windows that face a public street, alley or mid-block connector. In all Subareas, upper story windows shall be required on all building facades and shall comprise a minimum of 25 percent of the length of the building's façade for each story.
EXCEPTION: In Subarea D, window-like treatments (e.g. window frames or tromp d'oeuil windows), may be substituted.

3. In all Subareas, the use of low-reflective glass shall be encouraged as an energy conservation method.

4. In all Subareas, frosted glass, spandrel windows, and other types of glass or film coatings between 3 feet above the sidewalk grade to 8 feet above the building slab that diminish transparency on the ground floor shall be prohibited.

G. Orientation/Entrances. Safe, appealing, and comfortable street environments are necessary in order to promote walking and support public health. All buildings shall be oriented towards the public realm, including streets, mid-block connectors, parks and open space. Primary entrances to buildings shall be designed so that they are not easily confused with entrances into ground floor businesses; provided with lighting for night time safety and security; and oriented so that pedestrians have a direct and convenient route from the sidewalk. Corner lots/parcels offer unique possibilities because of their visibility and access from two streets, and create unique spaces of concentrated activity where pedestrians, bicyclists and motorists come together. These possibilities include, but are not limited to: café seating, sidewalk vending, or the provision of public art or water features.

1. In all Subareas:

a. Primary entrances to all new buildings located on a street, alley or mid-block connector shall be designed to include at least 3 of the following design elements: an awning, canopy, overhang, or arch above the entrance; recesses or projections in the building façade surrounding the entrance; a peaked roof or raised parapet structures over the door; or display windows surrounding the entrance. Primary entrance design elements attached to buildings shall be:

i. At least 9 feet above the sidewalk or grade;

ii. Suspended from the building (i.e. not supported by posts or columns that may interfere with pedestrian traffic); and

iii. Allowed to extend over the sidewalk portion of the right-of-way.

b. Primary entrances to all new buildings located on a corner lot/parcel shall face either the higher classification street or the intersection, using a cutaway, diagonal or other entrance design. If both streets are the same classification, one street may be chosen as the primary entrance.

i. Enhanced building corners may include characteristics as specified in Subsection 3.4-275G.1.a.

ii. The location of stairs, elevators, and other upper story building access points shall be located in coordination with corner building entrances and maintain the opportunity for sidewalk-level building retail opportunities to occur at corners.

c. Primary pedestrian ingress and egress for parking structures shall be as specified in Subsection 3.4-275K.2.

2. In Subarea A, all new individual residential dwellings that do not have businesses on the ground floor shall be designed so that each individual unit has a front door, or there is a primary entrance with a lobby that includes windows for safety facing the street.

3. In Subarea D, entries to light manufacturing buildings shall portray an office-like appearance while being architecturally related to the overall building composition.

4. In all Subareas, secondary entrances shall face the side or rear of all new buildings to allow access to available parking, where necessary.

H. Build-to Lines and Building Setbacks.

1. Build-to-Lines. An urban streetscape is created by locating new buildings close to the street and close to one another wherever practical. The streetscape creates a sense of enclosure along sidewalks and provides a variety of street level façades. These standards establish a pleasant and diverse pedestrian experience by connecting activities occurring within a structure to adjacent sidewalk areas. The build-to line is a line that is parallel to the property line and contiguous with the sidewalk, interfaces with the façade of the building, and equates to a zero setback. In all Subareas, buildings shall be constructed up to the build-to line, unless the developer desires a building setback as specified below. Pedestrian amenities shall be addressed as specified in Subsection 3.4-275I.2.a.

2. Building Setbacks.

a. In Subareas A, B, C, and the portion of D north of the Union Pacific railroad trestle and within the nodal development area, buildings may be setback a maximum of 10 feet behind the build-to-line. This standard will still allow the establishment of a pleasant and diverse experience by providing additional

pedestrian amenities. Pedestrian amenities shall be addressed as specified in Subsections 3.4-275I.2.a. and b.

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

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

EXCEPTION:

i. To accommodate on-site vehicle maneuvering and/or visitor parking that is permitted in the front of a building as specified in Subsection 3.4-270G.b.1., a building may be setback more than 10 feet from the build-to-line. In this case, in order to justify the need for the additional setback, the applicant shall submit information including, but not limited to: types of vehicles proposed to service the proposed use; vehicular turning radii for these vehicles; and the visitor parking layout, as necessary. The additional building setback shall be the minimum required for the proposed use.

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

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

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

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

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

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

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

I. Pedestrian Amenities.

1. The intent of the pedestrian amenities is to provide comfortable and inviting pedestrian spaces. Pedestrian amenities serve as informal gathering places for socializing, resting, and enjoyment of the Glenwood Riverfront, and contribute to a walkable environment. Pedestrian amenities shall be consistent with the character and scale of surrounding developments, intended use and expected number of people.

2. Pedestrian Amenities Standards. The pedestrian standards are minimums. The developer is encouraged to provide additional pedestrian amenities.

a. Where there is no building setback, the following coordinated pedestrian amenities shall be provided on each block or development area, as applicable, located between the curb and the build-to-line:

i. At least one bench for every 80 feet of street frontage;

ii. At least one trash receptacle for every 80 feet of street frontage; and

iii. At least one pedestrian-scale wall mounted light meeting the standards specified in Subsection 3.4-270C.2. for every 50 feet of street frontage.

b. Where there is a building setback, in addition to the pedestrian amenities specified in Subsection 3.4-275I.2.a., two additional pedestrian amenities from the list specified in Subsection3.4-275 I.2.c., shall be provided for each 80 feet of street frontage.

c. Additional pedestrian amenities include, but are not limited to:

i. Sitting space (e.g., outdoor seating areas for restaurants, benches, garden wall or ledges between the building entrances and sidewalk);

ii. Building canopy, awning, pergola, or similar weather protection (minimum projection of 4 feet over a sidewalk or other pedestrian space);

iii. Transit shelters;

iv. Information kiosks;

v. Sidewalk displays;

vi. Drinking fountains;

vii. Wayfinding signage for pedestrians consisting of a distinctive logo and directional guidance to neighborhood destinations;

viii. Planting beds, hanging flower baskets, large semi-permanent potted plants, and/or ornamental planters;

ix. Pedestrian-scale lighting either free standing or attached to the face of the building as specified in Subsection 3.4-270C.2. for every 50 feet of street frontage;

x. Decorative pavement patterns and tree grates;

xi. Decorative clocks;

xii. Public art sculpture, statues, murals, or fountains;

xiii. Bicycle racks;

xiv. Stands selling flowers, food or drink, as may be permitted by the Springfield Municipal Code; and

xv. Entry steps, porches and front gardens for residential mixed-use buildings.

3. The 80 foot spacing standard in Subsection 3.4-275I2.a., above may be flexed, and pedestrian amenities may be grouped or placed closer than this standard as long as the quantity of amenities meets the minimum requirements and the spacing averages 80 feet along the street frontage.

J. Screening Roof-Top Mechanical Equipment. It is common practice, in the development of contemporary multi-story buildings, to locate necessary building functions including, but not limited to: heating, ventilation and air conditioning (HVAC) systems; roof penetrations, such as plumbing and exhaust vents; elevator penthouses; and air conditioner units on the tops of buildings. Visual impacts of mechanical equipment shall be located and/or screened so they are not visible from adjacent public and private streets or adjacent residentially zoned property. Acceptable screening includes: raising the parapet on all sides of the building to be as high as the highest mechanical unit or vent on the roof, or a secondary roof screening

system designed to be as high as the highest mechanical unit or vent on the roof. Secondary roof screening systems shall be enclosed groups of units rather than a box around each unit, incorporated into the design of the building, and constructed with materials that are compatible with those of the building. Mechanical equipment also shall be sited and shielded to protect adjacent uses from noise impacts.

K. Parking Structure Design Standards. In all Subareas, aboveground and underground parking structures shall be designed to meet the following standards:

1. Integral Design. The aboveground parking structure facade shall complement the design context of the area as expressed in scale, proportion, materials of nearby buildings, and all other applicable standards, as specified in Section 3.4-275:

a. On the ground floor of the parking structure along local, collector and arterial street frontages, commercial uses that are permitted in all Subareas are permitted to wrap the ground floor. Window and door openings for both the structure and commercial uses shall comprise a minimum of 50 percent of the length of the facade and 50 percent of the street-facing ground floor wall area.

EXCEPTION: Commercial uses along service streets and alleys is optional**.**

b. All ground floor facades of the parking structure, with special emphasis on garage entrances/exits, shall also incorporate architectural details including, but not limited to: decorative metal grill work; overhead trellises; trees; planter seat walls; decorative tile and art work; and pedestrian-scaled lighting, as a means of emphasizing human scale.

c. On upper floors, parking structure openings shall be screened by incorporating architectural details including, but not limited to: decorative metal grill work; translucent panels; and/or art work to obscure vehicles from public view.

d. Garage entrances and exits shall utilize lights, sound or other similar warning devices to warn pedestrians of approaching vehicles and shall be located as specified in Table 4.2-4.

e. Parking structures shall have level floors at street frontages.

2. Pedestrian Access. All parking structures shall provide direct pedestrian access to local, collector or arterial streets where possible; and to service streets or alleys, when necessary.

3. Parking Structure Setbacks.

a. The setbacks for the exterior walls of any aboveground parking structure shall be the same as the permitted use.

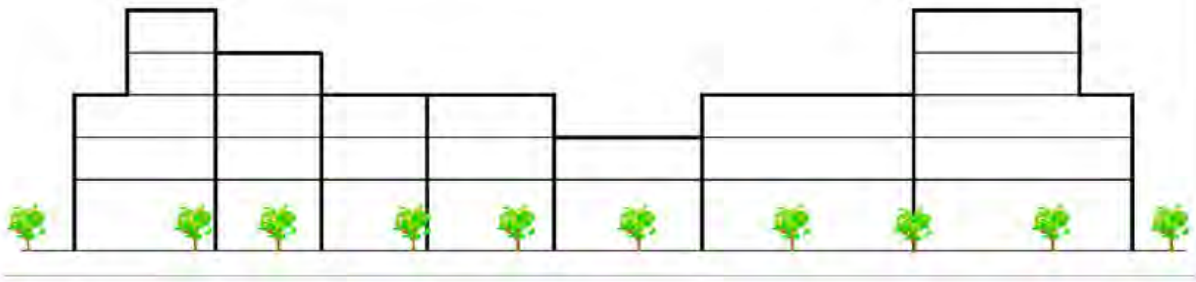
b. The setbacks for the exterior walls of any underground parking structure shall not encroach into the minimum above-grade building setbacks, or across any public or private easement line.

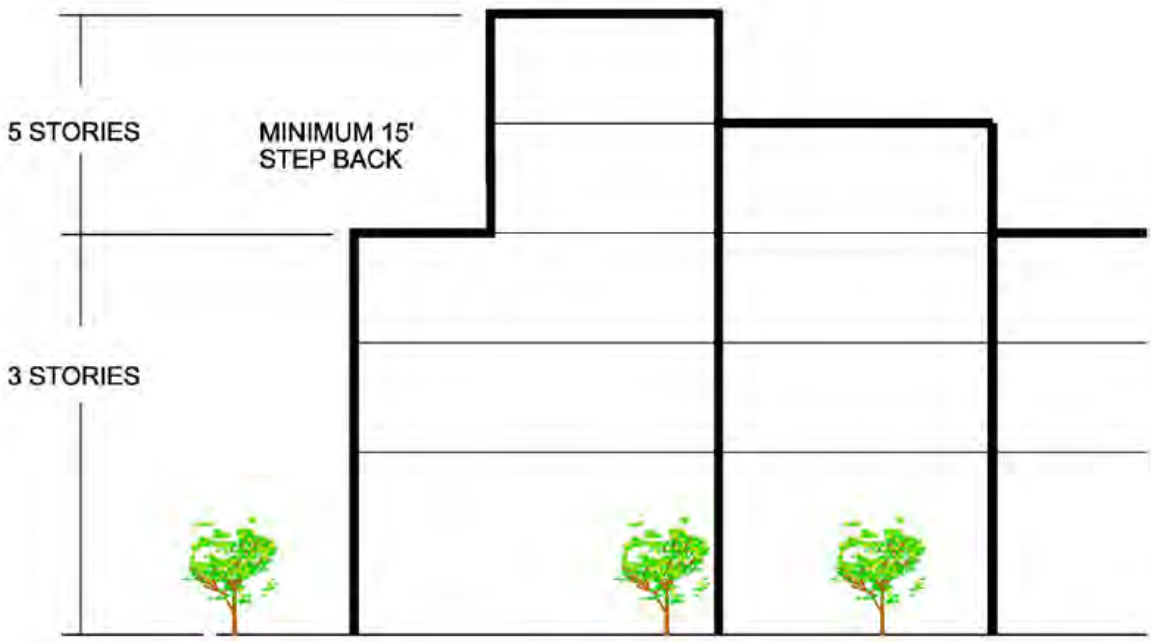
c. All underground parking structures that are not directly under a building shall be designed to have appropriate areas of adequate soil depth above the parking structure to ensure healthy tree and landscape growth based on the evaluation and recommendation of a licensed Landscape Architect.

ELEVATION

Pedestrian views

BUILDING FACADES
FIGURE 5-1
Ref. Section 3.4-275C.
ILLUSTRATIVE ONLY





BUILDING HEIGHT
FIGURE 5-2
Ref. Section 3.4-275D.

ELEVATIONS

BUILDING MASSING / BUILDING ARTICULATION

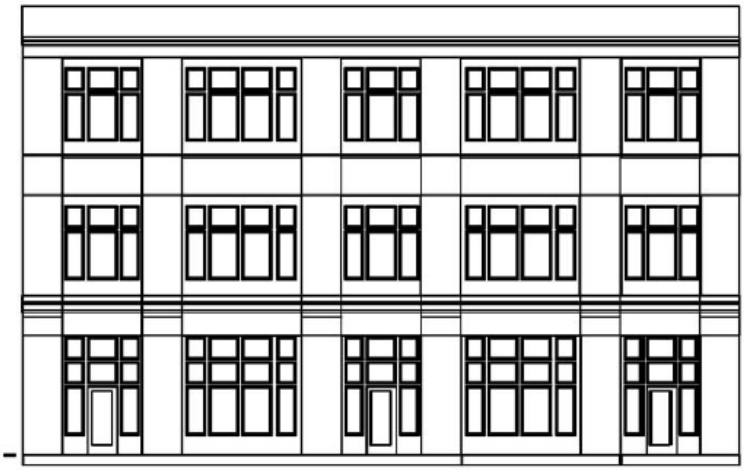
FIGURE 5-3

Ref. Section 3.4-275E.

ILLUSTRATIVE ONLY

UPPERSTORY WINDOWS AND DOORS SHALL COMPRISE A MINIMUM OF 25% OF THE LENGTH OF THE BUILDINGS FACADE FOR EACH STORY.

COMMERCIAL/OFFICE
WINDOWS AND DOORS SHALL COMPRISE A MINIMUM OF 60% OF THE LENGTH AND 25% OF THE WALL AREA OF A BUILDINGS FIRST FLOOR FACADE



Subarea A & B

RESIDENTIAL

UPPERSTORY WINDOWS AND DOORS SHALL COMPRISE A MINIMUM OF 25% OF THE LENGTH OF THE BUILDINGS FACADE FOR EACH STORY.

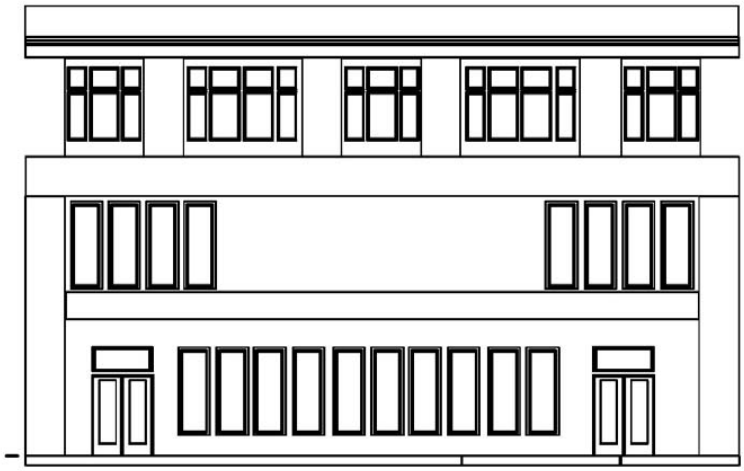
RESIDENTIAL
WINDOWS AND DOORS SHALL COMPRISE A MINIMUM OF 50% OF THE LENGTH AND 25% OF THE WALL AREA OF A BUILDINGS FIRST FLOOR FACADE

Subarea A & B

WINDOWS & DOORS
FIGURE 5-4
Ref. Section 3.4-275F.

UPPERSTORY WINDOWS AND DOORS SHALL COMPRISE A MINIMUM OF 25% OF THE LENGTH OF THE BUILDINGS FACADE FOR EACH STORY.

COMMERCIAL/OFFICE
WINDOWS AND DOORS SHALL COMPRISE A MINIMUM OF 60% OF THE LENGTH AND 25% OF THE WALL AREA OF A BUILDINGS FIRST FLOOR FACADE

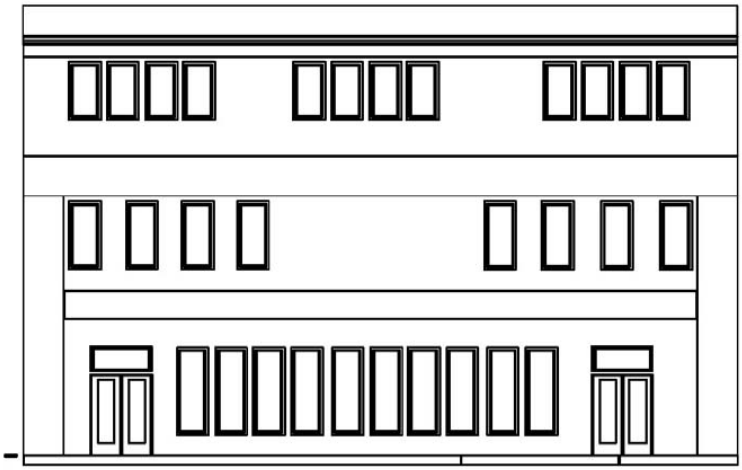


Subarea C

UPPERSTORY WINDOWS AND DOORS SHALL COMPRISE A MINIMUM OF 25% OF THE LENGTH OF THE BUILDINGS FACADE FOR EACH STORY.

COMMERCIAL/OFFICE
WINDOWS AND DOORS SHALL COMPRISE A MINIMUM OF 60% OF THE LENGTH AND 25% OF THE WALL AREA OF A BUILDINGS FIRST FLOOR FACADE

LIGHT MANUFACTURING
WINDOWS AND DOORS SHALL COMPRISE A MINIMUM OF 40% OF THE LENGTH AND 25% OF THE WALL AREA OF A BUILDINGS FIRST FLOOR FACADE

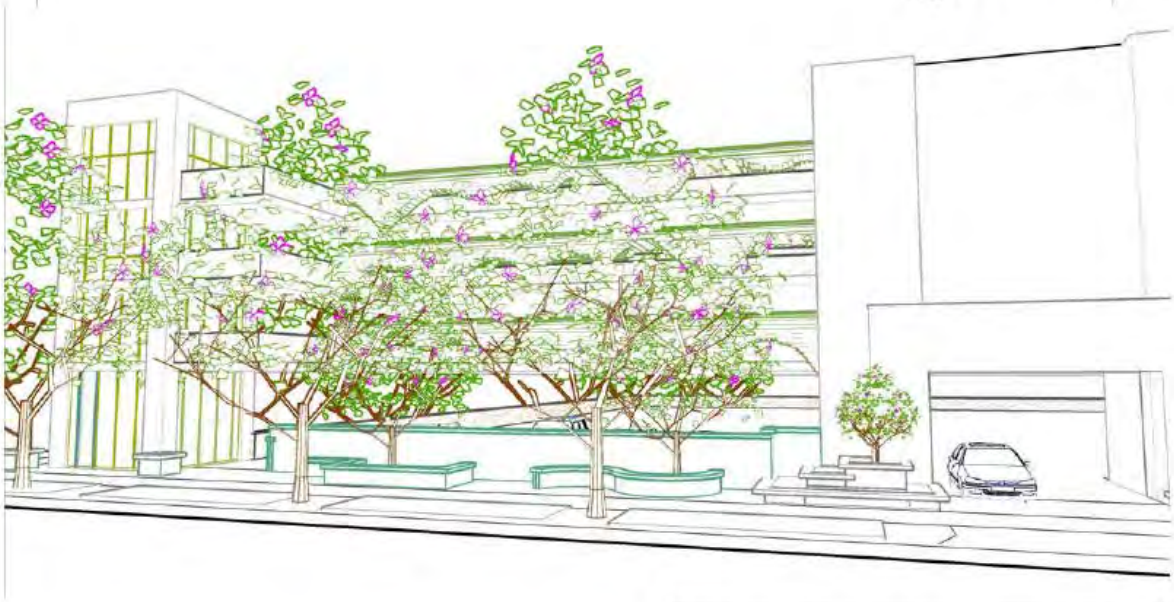


Subarea D

WINDOWS & DOORS
FIGURE 5-5
Ref. Section 3.4-275F.

Corner Buildings
Residential Stoops
Combined Residential/Commercial
Office/ Commercial

ORIENTATION/ ENTRANCES
FIGURE 5-6
Ref. Section 3.4-275G.
ILLUSTRATIVE ONLY



PARKING STRUCTURE
FIGURE 5-7
Ref. Section 3.4-275K.
ILLUSTRATIVE ONLY

SECTION 18: Section 3.4-280 is hereby added:

3.4-280 Willamette Greenway Development Standards

The following standards are established for the Glenwood Riverfront portion of the Willamette Greenway (WG) Overlay District:

A. Purpose
B. Applicability
C. Definitions
D. Establishment of the Greenway Setback Line and Permitted Uses
E. Non-Conforming Uses and Development
F. Development Standards
G. Review
H. Exemptions
I. Variances
J. Application Submittal
K. Additional Notice
L. Criteria
M. Conditions
N. Notice of Decision
O. Modifications to Approved Plans

A. Purpose. The Glenwood Riverfront portion of the WG Overlay District is established to:

1. Protect, conserve, enhance, and maintain the natural, scenic, historical, economic, and recreational qualities of lands along the Willamette River;

2. Implement Oregon's Willamette River Greenway Program goals and policies, and Metro Plan Willamette Greenway policies;

3. Establish criteria, standards, and procedures for the development of land, change of use, and the intensification of uses within Glenwood Riverfront portion of the WG Overlay District;

4. Provide for the review of any intensification of use, change of use, or development within the Glenwood Riverfront portion of the WG Overlay District;

5. Allow for use and development consistent with the underlying land use designation and zoning while preserving, protecting, and enhancing the qualities of the river and the riparian area;

6. Allow and encourage a variety of water-dependent and water-related uses, recreational developments, and public access to and along the Willamette River while preserving, protecting, and enhancing the qualities of the river and the riparian area;

7. Protect and improve water quality in the Willamette River in order to support designated beneficial water uses including, but not limited to: fish and aquatic life, water contact recreation, and aesthetic quality; protect riparian area ecological functions and values and to buffer the river from development; maintain or reduce stream temperatures; maintain natural stream corridors; minimize erosion, nutrient and pollutant loading into water; and stabilize slopes to prevent landslides contributing to sedimentation of water features;

8. Promote public access to and along the Willamette River for the purpose of increasing recreational opportunities, providing emergency vehicle access, assisting in flood protection and control, providing connections to other transportation systems, and helping to create a pleasant, aesthetically pleasing urban environment; and

9. Maintain public safety and protect public and private property, especially from vandalism and trespass, to the maximum extent practicable.

B. Applicability.

1. The provisions of the Glenwood Riverfront portion of the WG Overlay District apply to all lands within the Glenwood Riverfront that are 150 feet from the ordinary low water line of the Willamette River, also referenced as the WG Overlay District outer boundary.

2. The Glenwood Riverfront portion of the WG Overlay District shall be combined with at least one base zoning district and/or any other applicable overlay districts identified in this Code.

C. Definitions. As used within the Glenwood Riverfront portion of the WG Overlay District, unless the context otherwise requires, the following terms are defined:

Boardwalk. A floating or non-floating platform that either provides pedestrian access along a shoreline or within a riparian area; it may also act as a bridge between two bodies of land.

Change of use. Making a different use of the land or water. Change of use includes changes that require construction or alteration to land or water outside of existing buildings, structures, or open storage areas and which substantially alters or affects land or water. It does not include: a change of use of a building or other structure which does not substantially alter or affect the land or water upon which it is located; the sale of property; or modifications of existing structures, as may be permitted by this Section.

Development. Any activity within the Glenwood Riverfront portion of the WG Overlay District that would alter the elevation of the land; remove or destroy plant life; cause structures of any kind to be installed, erected, or removed, or result in a measurable impact to the riparian area (See also Section 6.1-110 for other definitions of this term).

Dock. An individual secured and stationary or floating structure designed for uses including, but not limited to: mooring boats and fishing.

Enhancement. Increasing the net ecological functional values of the riparian buffer by any of the following: removal of impervious surfaces; restoring natural bank slopes; or increasing the cover and diversity of native vegetation.

Greenway Setback Line. A line that divides the Glenwood Riverfront portion of the WG Overlay District into two distinct areas. In the area between the ordinary low water line and 75 feet from the top of bank only water-dependent and water-related uses may occur. In the area from the Greenway Setback Line to the WG Overlay District outer boundary, uses permitted in the base zone may be allowed in accordance with the standards and criteria of this Section.

Intensification. Any addition that increases or expands the area or level of activity of an existing use; or any remodeling of the exterior of a structure that will substantially alter the appearance of the structure. For the purposes of this definition, “intensification" does not include: maintenance and repair necessary for the continuance of an existing use; reasonable emergency procedures necessary for the safety or protection of property; or existing residential use of lands within the Glenwood Riverfront portion of the WG Overlay District that includes the practices and activities customarily related to the use and enjoyment of one's home, such as, landscaping, construction of driveways, modification of existing structures or construction or placement of such accessory structures or facilities adjacent to the residence as are usual and necessary.

Ordinary high water line. The line on the bank or shore to which the high water ordinarily rises annually in a season.

Ordinary low water Line. The line on the bank or shore to which the low water ordinarily recedes annually in a season.

Maximum extent practicable. Text drawn from Oregon Statewide Planning Goal 15 (F.3.b.) intended to require a balancing of factors so that each of the identified Willamette Greenway criteria is met to the greatest extent possible without precluding the requested use.

Riverbank. A land feature or constructed structure that serves to contain the waters of a river. It can be distinguished from upland areas by the presence of riparian vegetation in close proximity to flowing water. Usually, the riverbank represents the limits of seasonal high water and periodic flood waters.

Top of Bank. See Section 6.1-110.

Water-dependent use. A use or activity that can be carried out only on, in, or adjacent to a water body, because the use requires access to the water body for transportation, recreation, energy production, or source of water. Except as necessary for water-dependent uses or facilities, residences, parking lots, factories and mobile home parks are not generally considered to be water-dependent uses.

Water-related use. A use that is not directly dependent upon access to a water body, but which provides goods or services that are directly associated with water-dependent use. Except where as necessary for water-dependent or water-related uses or facilities, highways,

restaurants, businesses, factories, and mobile home parks are not generally considered to be water-related uses.

D. Establishment of the Greenway Setback Line and Permitted Uses.

1. Establishment of the Greenway Setback Line. In the Glenwood Riverfront portion of the WG Overlay District, the Greenway Setback Line shall be 75 feet upland from the top of the bank, coterminous with the existing 75 foot wide riparian setback as specified in Subsection 4.3-115A.1. The coterminous positions of these setbacks shall not lessen the significance of, or reasons for protecting, the Willamette Greenway.

EXCEPTIONS:

a. For property owners who received City approval to establish a Greenway Setback Line along the Glenwood Riverfront as specified in Section 3.3-300 prior to the effective date of this Ordinance, that approval shall continue to be in full force and effect when development is proposed within the WG Overlay District.

b. For property owners who apply for approval to establish a Greenway Setback Line along the Glenwood Riverfront prior to the effective date of this Ordinance, the criteria of Section 3.3-325 shall be utilized. In this case, the Greenway Setback Line approval may occur after the effective date of this Ordinance. That approval shall also continue to be in full force and effect when development is proposed within the WG Overlay District.

2. The Glenwood Riverfront portion of the WG Overlay District is divided into two distinct areas by the Greenway Setback Line:

a. From the Greenway Setback Line to the river, only water-dependent or water-related uses shall be permitted. These uses include, but are not limited to:

i. Public multi-use paths;

ii. Access ways;

iii. Pedestrian trails and walkways;

iv. Boardwalks;

v. Picnic areas;

vi. Interpretive and educational displays;

vii. Overlooks and view points, including benches and outdoor furniture;

viii. Docks;

ix. Boat shelters;

x. Piers;

xi. Boat ramps;

xii. Bridges and related appurtenances for pedestrians, bicycles and motor vehicles; and

xiii. Stormwater facilities.

b. From the Greenway Setback Line to the outer boundary of the WG Overlay District, permitted uses shall be the same as those in the base zones. Additional limitations on the placement of permitted uses in this area may be required to facilitate on-site stormwater management as specified in the Springfield Engineering Design Standards and Procedures Manual.

E. Non-Conforming Uses and Development. Any existing non-conforming building, structure and/or use within the Glenwood Riverfront portion of the WG Overlay District may continue, expand, or be modified as may be permitted in Sections 5.8-120, 5.8-125 and Subsection 3.4-280F. until they are either abandoned and/or redeveloped.

EXCEPTION: Expansion of an existing building, structure, or use that is not water-related or water-dependent shall not be permitted within the Willamette Greenway Setback Line. Any proposed expansion shall be located outside of the Willamette Greenway Setback Line.

F. Development Standards. In addition to addressing the criteria of approval specified in Subsection 3.4-280M., the applicant shall address the following development standards:

1. Development within the area defined by the Glenwood Greenway Setback Line.

a. Existing native vegetation and trees upon the site shall be preserved, conserved, and maintained to the maximum extent practicable as specified in Sections 4.3-115, 4.3-117 and 3.4-270.

EXCEPTION: Disturbance necessary for construction or establishment of a water-related or water-dependent use, and measures necessary to reduce existing or potential bank erosion as specified in the Springfield Engineering Design Standards and Procedures Manual shall be permitted.

b. The hydraulic and flood carrying capacity of the river and the hydraulic effect of the river on bank stability between the ordinary low water line of the river and the top-of-bank shall be considered, and steps shall be taken to ensure minimal adverse effects by and upon the proposed intensification, development or change in use. Proposed development shall require a concurrent Floodplain Overlay District application.

c. If applicable, the applicant shall submit certification by a registered professional engineer that the standards specified in Subsections 3.4-280F.1.a. and b. have been met. Where necessary to properly evaluate a proposal, an applicant may be required to furnish further studies such as a soils survey and analysis, foundation study, or hydrologic study performed by licensed professionals.

2. Required landscaping on private property between the Greenway Setback Line and the outer boundary of the WG Overlay District shall be as specified in the applicable base zone, overlay district or this Plan District.

3. Buildings and Structures. All buildings and structures shall comply with the design standards specified applicable in the base zone, additional overlay zone or this Plan District.

4. Off-Street Parking.

a. Parking lots shall be designed to manage the quantity and quality of stormwater generated by any new or expanded impervious surface area as specified in the base zone, additional overlay zone, this Plan District or the Springfield Engineering Design Standards and Procedures Manual.

b. Parking lots shall use the required landscape area to manage stormwater from the new or redeveloped area, as specified in the base zone, additional overlay zone, this Plan District or the Springfield Engineering Design Standards and Procedures Manual.

c. Parking lots shall be screened from the Willamette River and from all abutting properties as specified in the base zone, additional overlay zone or this Plan District.

d. Parking lots may use alternative paving techniques as a mitigation measure to reduce the total amount of effective impervious surface area present on the site as specified in the base zone, additional overlay zone, this Plan District or the Springfield Engineering Design Standards and Procedures Manual.

e. Parking lot stormwater facilities shall be operated and maintained so as to avoid groundwater contamination, erosion and off-site sediment transport, landslide hazards, and other similar concerns in the base zone, additional overlay zone, this Plan District or the Springfield Engineering Design Standards and Procedures Manual.

5. Lighting.

a. In addition to the standards specified in the base zone, additional overlay zone, this Plan District or the Springfield Engineering Design Standards and

Procedures Manual, lighting within the Glenwood Riverfront portion of the WG Overlay District shall not:

i. Flash, if visible from the river;

ii. Be focused on or oriented to the river surface.

b. Lighting necessary for safety of pedestrians shall be as specified in the applicable base zone, overlay district, this Plan District or the Springfield Engineering Design Standards and Procedures Manual.

6. Height Limitation. New development, or alteration, and/or enlargement of existing buildings and structures within the Glenwood Riverfront portion of the WG Overlay District shall be as specified in the base zone, additional overlay zone or this Plan District.

7. Public Access. Where public access is provided to and along the Willamette River, that access shall be provided by easement, dedicated right-of-way, or other appropriate legal means as specified in the base zone, additional overlay zone or this Plan District.

8. Other Development Standards. Any additional development standards as specified in the base zone, additional overlay zone or this Plan District.

G. Review. Any change, intensification of use, or development, as defined in Subsection 3.4-280C., within the Glenwood Riverfront portion of the WG Overlay District, shall be reviewed under Type III Discretionary Use procedure in accordance with criteria specified in: Subsection 3.4-280L.; the Site Plan Review process as specified in Section 5.17-100; the Land Division process specified in Section 5.12-100, as applicable; any additional reviews required by this Code; and the standards of this Section.

1. All applicable concurrent applications, regardless of their typical level of review shall be elevated to a Type III review procedure.

2. No development shall occur within the Glenwood Riverfront portion of the WG Overlay District until the Approval Authority approves all applications required in this Section.

H. Exemptions. Within the Glenwood Riverfront portion of the WG Overlay District, the following uses are exempt from Type III Discretionary Use procedure:

1. Scenic easements acquired under ORS 390.332 and the maintenance of scenic easements acquired under ORS 390.368.

2. Additions to or modifications of existing utility lines, wires, fixtures, equipment, circuits, appliances, conductors and related appurtenances by public or municipal utilities, except utility substations.

3. Reasonable emergency procedures necessary for the safety or protection of property, including flood emergency procedures and maintenance and repair of existing flood control facilities.

4. Placement of signs, markers and other directional or wayfinding aids to serve the public by a public agency.

5. Landscaping with native or existing non-invasive vegetative materials only.

6. Alterations to the interior of a building where there are no exterior alterations that do not increase the size or alter the configuration of the building footprint.

7. Alterations to buildings or accessory structures that do not alter the configuration of the existing building's or structure's footprint.

8. Activities allowed within the base zone that are usual and necessary for the use and enjoyment of an existing residence including the modification of existing accessory structures or facilities on the same property.

9. Normal maintenance and repair necessary for the continuance of an existing use.

10. Removal of hazardous trees as determined by a certified Arborist, and vegetation identified as nuisance or invasive non-native plants and consistent with erosion prevention and sediment control standards as specified in the Springfield Engineering Design Standards and Procedures Manual, this Code and/or the Springfield Municipal Code.

11. Erosion control operations not requiring a permit from the Department of State Lands.

12. Activities to protect, conserve, enhance and maintain public recreation, scenic, historical and natural uses on public lands, or land within public easements.

13. Customary dredging and channel maintenance conducted under a permit from the State of Oregon.

14. Minor repairs or alterations to an existing structure for which no building permit is required.

15. Other activities similar to those listed in Subsections 3.4-280H.1.– 14. as specified in Section 5.11-100.

I. Variances. There shall be no Variance to the size or extent of the Greenway Setback Line or the WG Overlay District outer boundary. However, within the Glenwood Riverfront portion of the WG Overlay District, when a Variance is requested, as specified in Section 5.21-100, that application shall be submitted concurrently with the application for development approval in the Greenway. Both the Variance criteria of approval as specified in Sections 5.21-125 or 5.21-130; and the Glenwood Riverfront portion of the WG Overlay District criteria of approval

as specified in Subsection 3.4-280L. shall be satisfied and approved by the Approval Authority.

J. Application Submittal.

1. The required Discretionary Use and Site Plan Review applications shall comply with the submittal requirements of this Section and Section 5.17-120, as applicable. Where there is a conflict between the submittal requirements of this Section and the submittal requirements of other Sections of this Code, the submittal requirements of this Section shall prevail.

2. A prerequisite to the filing of a WG Overlay District permit in the Glenwood Riverfront shall be a Development Issues Meeting as specified in Subsection 5.1-120A., or a Pre-Application Report as specified Subsection 5.1-120B. Any intensification, change of use or development in the Glenwood Riverfront portion of the WG Overlay District shall require the following:

3. Written Materials.

a. A narrative that explains the proposed development and addresses the development standards in Subsection 3.4-280J. and the criteria in Subsection 3.4-280L.

b. A narrative stating the applicant has applied for any applicable State and/or Federal permits.

c. A narrative with drawings and/or photos of the proposed development, as it will appear when completed, and as viewed from the river.

4. A survey prepared by a licensed Professional Land Surveyor or Engineer showing the location of the ordinary low water line, top of bank, the Greenway Setback Line and the outer boundary of the WG Overlay District.

5. Any additional information required by this Code or the Springfield Engineering Design Standards and Procedures Manual that may be necessary to demonstrate compliance with this Section.

K. Additional Notice. In addition to the notice requirements specified in Section 5.2-115, notice shall be given to the Parks and Recreation Division of the Oregon Department of Transportation by immediately forwarding a copy of the application by certified mail, return receipt requested.

L. Criteria. In the Glenwood Riverfront portion of the WG Overlay District, the applicant shall demonstrate compliance with the following criteria of approval:

1. Any development, change of use or intensification of use permitted in the base zone shall be oriented toward the river between the Willamette Greenway Setback Line and the Willamette Greenway outer boundary.

EXCEPTION: Proposed water-dependent and water-related uses listed in Subsection 3.4-280D.2. shall be permitted within the Greenway Setback Line.

2. Between the Greenway Setback Line and the Willamette Greenway outer boundary, any development, change of use or intensification of use shall provide the maximum possible landscaped area/open space between the activity and the river.

3. Significant air, water and land resources including but not limited to: natural and scenic areas; views; vistas; and fish and wildlife habitats in and adjacent to the Greenway shall be protected, preserved, restored, or enhanced to the maximum extent practicable.

4. The maintenance of public safety and protection of public and private property, especially from vandalism and trespass shall be provided to the maximum extent practicable.

5. The natural vegetative fringe along the river shall be enhanced, protected and maintained in order to assure scenic quality and view points, protection of wildlife, protection from erosion and screening of uses from the river.

6. Areas of annual flooding, floodplains and wetlands shall be preserved or restored in their natural state to the maximum extent practicable to protect water retention, overflow and other natural functions specified in Section 3.3-400.

7. Recreational needs shall be satisfied as specified in the Glenwood Refinement Plan and/or this Plan District.

8. Adequate public access shall be provided to and along the river by appropriate legal means for all development as specified in the applicable base zone, overlay district, or this Plan District.

9. Areas of ecological, scientific, historical or archeological significance shall be protected, preserved, restored or enhanced to the maximum extent practicable.

10. Significant fish and wildlife habitats shall be protected to the maximum extent practicable.

11. Significant natural and scenic areas, viewpoints and vistas shall be protected to the maximum extent practicable.

12. Any necessary tree felling shall comply with Section 5.19-100 and shall occur in a manner that ensures the wildlife habitat and natural scenic qualities found in the Glenwood Riverfront portion of the WG Overlay District will be maintained and shall be restored by mitigation on-site. Only diseased trees or trees in danger of falling located between the ordinary low water line and the Greenway Setback Line may be removed with a certified Arborist's statement. However, snag retention shall be allowed. In the area between the Greenway Setback Line and the outer boundary of

the Glenwood Riverfront portion of the WG Overlay District, tree felling may be permitted to the extent necessary to accommodate those permitted uses as specified in the applicable base zone, overlay district or this Plan District.

M. Conditions. The Approval Authority may impose reasonable conditions of approval necessary to achieve compliance with the criteria specified in Subsection 3.4-280L.

N. Notice of Decision. In addition to the notice requirements specified in Subsection 5.1-135B., notice also shall be provided to the Parks and Recreation Division of the Oregon Department of Transportation by certified mail, return receipt requested, within 5 calendar days of the final decision by the Approval Authority.

O. Modifications to Approved Plans.

1. After the effective date of the approval of final plans, modifications may be considered as an amendment of the Site Plan Review application in accordance with the Type II review procedures specified in Section 5.17-145. The Director shall decide whether to grant the requested modification based on the following criteria:

a. The modification shall be consistent with the conditions of the original approval; and

b. The modification shall not result in significant changes to the physical appearance of the development, the use of the site, and impact on the surrounding properties.

2. If determined to be consistent with the above criteria, the Director shall approve the request.

3. The applicant retains the ability to submit the requested modification as a new Glenwood Riverfront portion of the WG Overlay District application based on the Type III review procedures.

SECTION 19: Section 4.3-110, Subsection E. is hereby amended:

4.3-110 Stormwater Management

E. Any development with a stormwater threshold management requirement of 1,000 square feet of impervious surface area shall be required to employ stormwater management practices consistent with the Springfield Engineering Design Standards and Procedures Manual, which minimize the amount and rate of surface water run-off into receiving streams. The following stormwater management practices may be required in order to relieve demand on the City's piped drainage system; to alleviate future costs of treating the piped discharge; to promote water quality; preserve groundwater and the vegetation and rivers it supports; and reduce peak storm flows:

1. Temporary ponding of water;

2. Permanent storage basins;

3. Minimizing impervious surfaces;

4. Emphasizing natural water percolation and natural drainageways;

5. Preventing water flowing from the street in an uncontrolled fashion;

6. Stabilizing natural drainageways as necessary below drainage and culvert discharge points for a distance sufficient to convey the discharge without channel erosion, as permitted/allowed by City, State and Federal regulations;

7. On-site filtration or skimming of run-off, that will enter natural drainageways to maintain water quality;

8. On-site constructed wetlands; and

9. The riparian area boundary, as specified in Subsection 4.3-115A., may be utilized to meet City on-site stormwater management requirements for flood control and water quality treatment provided the design is complimentary to and supportive of the primary objective of a properly functioning riparian habitat condition. Where the riparian boundary is not of sufficient size to meet these on-site requirements, the additional area needed shall be located contiguous to the riparian boundary to form a consolidated stormwater feature for operational and maintenance efficiencies and that is designed to be compatible with and complimentary to the riparian area boundary.

SECTION 20: Section 4.3-115. is hereby amended:

4.3-115 Water Quality Protection

These regulations apply water quality protection to only those sites that require Site Plan Review approval as specified in Section 5.17-100, and Land Divisions (Partition Tentative Plan and Subdivision Tentative Plan) approval as specified in Section 5.12-100. The following standards do not apply to single-family homes and duplexes in the Low Density Residential District as of July 15, 2002, unless as specified in Subsection 4.3-115A.1. Existing buildings that are within the riparian areas specified in Subsections 4.3-115A. 1. and 2. shall not be considered non-conforming. Subsections 4.3-115A.2.a. and b. provide additional protection from a non-conforming status.

A. When addressing criterion E. (as specified in Sections 5.12-125 and 5.17-125) to protect riparian areas along watercourses shown on the Water Quality Limited Watercourses (WQLW) Map, the following riparian area boundaries shall be utilized:

1. Along all watercourses shown on the WQLW Map with average annual stream flow greater than 1,000 cubic feet per second (CFS), the riparian area boundary shall be 75 feet landward from the top of the bank. Existing native vegetative ground cover and trees shall be preserved, conserved, and maintained between the ordinary low water line and the top of bank and 75 feet landward from the top of bank.

EXCEPTION: Within the Willamette Greenway, any change or intensification of use to a single-family home or duplex requires Site Plan Review as specified in Section 3.3-315. In this case, the Director may reduce the size of the required riparian area if there is a finding that the proposed development is in compliance with Section 3.3-300, the Willamette Greenway Overlay District, Section 3.2-280 and other applicable provisions of this Code.

2. Along all watercourses shown on the WQLW Map with average annual stream flow less than 1,000 CFS the riparian area boundary shall be 50 feet landward from the top of the bank. Existing native vegetative ground cover and trees shall be preserved, conserved, and maintained both between the ordinary low water line and the top of bank and 50 feet landward from the top of bank.

EXCEPTIONS:

a. For all watercourses subject to Subsection 4.3-115A.2., other than the Mill Race or Cedar Creek, the 50-foot riparian area standard may be reduced to 35 feet, provided an equivalent amount and function of pervious land is established elsewhere on the property that utilizes water quality measures including, but not limited to: wetlands; bioswales; and additional trees, especially in parking areas, exclusive of otherwise required water quality measures and landscape areas. The burden of proof shall be on the applicant to demonstrate, to the satisfaction of the Public Works Director, equivalency in relation to both the amount of pervious land (as specified above) and riparian area function (as specified in Section 4.3-110G.).

b. An existing building within a riparian area shall not be considered a non-conforming use if destroyed by earthquake, flood or other natural disaster, or fire. In this case, the replacement building may be constructed within the same footprint as the existing building. If the building is within the Willamette Greenway, the standards in Section 3.3-300, Willamette Greenway Overlay District apply.

3. Where a watercourse divides a lot/parcel and the existing riparian area along that watercourse is degraded in riparian function, the applicant may relocate the watercourse to another portion of the property as approved by the Public Works Director and applicable State or Federal agency.

4. If an expansion of the riparian area described in Subsections 4.3-115A.1. and 2. occurs as a result of a Federal or State agency permit process, the applicant shall:

a. Resubmit the preliminary Site Plan for additional review, as specified in Section 5.17-105;

b. Submit a Site Plan Modification application, as specified in Section 5.17-145; or

c. Resubmit the Tentative Plan for additional review as specified in Section 5.12-105.

B. Permitted Uses in Riparian Areas. The following uses are permitted in riparian areas as long as they do not diminish riparian functions:

1. The planting of trees and native vegetation to promote bank stability, enhance riparian areas, minimize erosion, preserve water quality and protect federally listed species. Trees may be clustered to allow the preservation of views; or to allow maintenance vehicles to approach City maintained stormwater facilities including detention basins, outfalls, culverts and similar stormwater facilities as may be permitted by the Springfield Engineering Design Standards and Procedures Manual.

2. The felling of hazardous trees for safety reasons as specified in Section 5.19-100, Tree Felling.

3. Riparian area restoration and enhancement including the removal of invasive plant species, where necessary.

4. Flood control structures, where necessary.

5. Stormwater management systems and outfalls, as specified in the Springfield Engineering Design Standards and Procedures Manual or as required by other regulating authorities.

6. Multi-use paths for pedestrian and/or bicycle use shall be permitted, provided that the multi-use path drains away from the watercourse. Multi-use paths shall be located along the outer edge of the required riparian area and away from the watercourse. The multi-use path shall be located at the outermost edge of the 75 foot-wide Greenway Setback Line/Riparian Setback to the maximum extent practicable. Utilities may be extended within a multi-use path.

7. Water-dependent or water-related uses between the Willamette River and the Greenway Setback Line as may be permitted in the Willamette Greenway Overlay District.

8. Private driveways, public street crossings, bridges and necessary culverts when there is no other vehicle access to the property. Crossings shall be preferably at right angles to the watercourse. Public and private utilities shall be permitted within the driveway, public street or bridge right-of-way.

9. Repair, replacement or improvement of utility facilities as long as the riparian area is restored to its original condition.

10. Routine repair and maintenance of existing structures, streets, driveways, utilities, accessory uses and other similar facilities.

11. Other activities similar to those listed above that do not diminish riparian function. The Director shall make the interpretations as specified in Section 5.11-100.

C. For protection of water quality and protection of riparian area functions as specified in Section 4.3-110, the following standards apply:

1. Avoid development or redevelopment in the following circumstances:

a. Unsuitable areas, including, but not limited to: unstable slopes, wetlands and riparian areas;

b. Stream crossings. Where crossings have to be provided, the impacts on water quality shall be minimized; and

c. Hardening or armoring of stream banks and shorelines.

2. Prevent:

a. Stormwater discharge impacts to water quality and quantity; and

b. Erosion and sediment run-off during and after construction.

3. Protect:

a. Riparian areas, buffers and functions around all watercourses; and

b. Wetlands, wetland buffers and wetland functions.

4. Preserve the hydrologic capacity of any watercourses.

5. Utilize native vegetation in riparian areas. The required riparian area landscaping shall be installed as part of the building permit process and may be bonded as specified in Section 5.17-150.

6. Restore and enhance riparian areas that are degraded in riparian function.

7. In applying Subsections 4.3-115C.1.-6., riparian area protection, preservation, restoration and enhancement measures shall be applied as follows:

a. For new development and redevelopment, existing riparian area functions shall be protected and preserved. Degraded functions shall be restored or enhanced through the full riparian area width, as specified in Subsections 4.3-115A.1. and 2., and extending through the full frontage of the lot/parcel along the watercourse on the Water Quality Limited Watercourse (WQLW) Map.

b. For additions and expansions on any portion of a lot/parcel, existing riparian area functions shall be protected and preserved through the full riparian area

width specified in Subsections 4.3-115A.1. and 2., and extending through the full frontage of the lot/parcel along the watercourse on the WQLW Map.

c. For additions and expansions within 100 feet of a watercourse on the WQLW Map on a lot/parcel that has degraded riparian functions, the area for restoration or enhancement shall be based upon the ratio of the impervious area of the addition or expansion to the existing building or impervious area on the lot/parcel. The restoration or enhancement shall start at the top of bank of the watercourse and work landward.

SECTION 21: Table 5.4-1 is hereby amended:

Table 5.4-1 Development Applications

Type of Application	*Decision Type*	*Applicable SDC Sections*
Accessory Dwelling Unit	Type I	5.5-100
Amendment of Development Code Text	Type IV	5.6-100
Amendment of Refinement Plan Text or Diagram	Type IV	5.6-100
Annexation	Type IV	5.7-100
Appeal of a Type II Director's Decision	Type III	5.3-100
Appeal of Type III Decision to City Council	Type IV	5.3-100
Appeal of an Expedited Land Division	Type III	5.3-125
Conceptual Development Plan	Type III	Applicable Section
Conceptual Development Plan Amendment	Type III	Applicable Section
Demolition of Historic Landmark	Type III	3.3-900
Determination of Non-Conforming Use Status	Type I	5.8-100
Development Issues Meeting	Type I	5.1-100
Discretionary Use	Type III	5.9-100
Drinking Water Protection Overlay District Development	Type I	3.3-200
Establishment of Historic Landmark Inventory	Type III	3.3-900
Expansion/Modification of a Non-Conforming Use	Type II	5.8-100
Expedited Land Division	Type II	5.1-145
Extraterritorial Extension of Water or Sewer Service	Type IV	3.3-825
Final Site Plan Equivalent	Type I	5.17-100
Final Site Plan Review/Development Agreement	Type I	5.17-100
Floodplain Development	Type I	3.3-400
Hillside Development Overlay District	Type II	3.3-500
Historical Commission Review—Major Alteration	Type II	3.3-900
Historical Commission Review—Minor Alterations	Type I	3.3-900
Home Occupations	Type I	4.7-165
HS Hospital Support Overlay District	Type II	3.3-1100
Interpretation involving policy	Type IV	5.11-100
Interpretation not involving policy	Type III/no formal review	5.11-100/3.4-260
Land Use and Zoning Compatibility Statement	Type I	3.1-100
Major or Minor Replat Tentative Plan	Type II	5.12-100
Major or Minor Replat Plat	Type I	5.12-100

Major Variance	Type III	5.21-100
Emergency Medical Hardship	Type II	5.10-100
Manufactured Dwelling Park	Type II	3.2-235
Manufactured Dwelling Park Space Line Adjustment	Type I	3.2-235
Manufactured Home—Temporary Residential Use	Type I	3.2-235
Master Plan	Type III	5.13-100
Master Plan Amendment	Various	5.13-100
Metro Plan Amendment Type I (text) or Type II (diagram)	Type IV	5.14-100
Minimum Development Standards	Type I	5.15-100
Minor Variance	Type II	5.21-100
Partition Tentative Plan	Type II	5.12-100
Pre-Application Report	Type I	5.1-100
Property Line Adjustment—Single	Type I	5.16-100
Property Line Adjustment—Serial	Type II	5.16-100
Site Plan Modification—Minor	Type I	5.17-100
Site Plan Review Modification—Major	Type II	5.17-100
Site Plan Review	Type II	5.17-100
Solar Access Protection	Type II	5.18-100
Subdivision Tentative Plan	Type II	5.12-100
Tree Felling Permit	Type II	5.19-100
Vacation of Plats, Public Right-of-way, or Other Public Property	Type IV	5.20-100
Vacation of Public Easements	Type II	5.20-100
Willamette Greenway Overlay District Development	Type III	3.3-300/3.4-280
Wireless Telecommunications Systems Facilities	Type I, II, or III	4.3-145
Zoning Map Amendment	Type III	5.22-100

SECTION 22: Section 5.6-100 is hereby amended:

Section 5.6-100 Refinement Plans and the Development Code—Adoption or Amendment

Sections

5.6-105 Initiation
5.6-110 Review
5.6-115 Criteria

SECTION 23: Section 5.6-105 is hereby amended:

5.6-105 Initiation

A. A new refinement plan and/or Development Code may be initiated by the Director, the Planning Commission, or the City Council.

B. Amendment of adopted refinement plans, refinement plan diagrams and this Code's text may be initiated by the Director, the Planning Commission, the City Council or a citizen.

C. Citizen initiated amendments are allowed only twice each calendar year; on or before January 5th or July 5th.

SECTION 24: Section 5.6-110 is hereby amended:

5.6-110 Review

Adoption or amendment of refinement plan text, refinement plan diagrams and this Code's text are reviewed under Type IV procedure.

SECTION 25: Section 5.6-115 is hereby amended:

5.6-115 Criteria

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

1. The Metro Plan;

2. Applicable State statutes; and

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

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

SECTION 26: Section 5.12-160 is hereby amended:

5.12-160 Major or Minor Replat Review

A. All Replat Plats are reviewed under Type I procedure.

B. All Replat Tentative Plans are reviewed under Type II procedure.

C. In addition to the Type II notice requirement specified in Section 5.1-130, when a utility easement is proposed to be realigned, reduced or increased in width or omitted by any Replat, all affected utility companies shall also be notified. Any utility company that desires to maintain an easement subject to vacation under this Section shall notify the City in writing within 14 days of the mailing of the notice.

SECTION 27: Section 6.1-110 is hereby amended:

Adaptive Reuse. A permitted use of a building that is different from its original or previous use, often involving conversion work involving substantial modifications.

Build-to Line. A line parallel to the property line that prescribes a consistent plane of building facades along a public street and in certain circumstances, alley frontages. The build-to-line provides predictable results in the urban form by requiring a set location for the buildings as opposed to the range of possible locations that a minimum setback allows. The build-to-line can be adjusted by utilizing maximum building setbacks.

Business Park. A development on one or more lots/parcels under common ownership with two or more separate buildings to accommodate light industrial uses including but not limited to: office research and development; manufacturing; assembly; warehousing and distribution; large administrative headquarters; and other professional and administrative uses. Light industrial uses permitted within the business park have no significant potential for major pollution, adverse visual impacts, or nuisance or hazard factors; and are planned, designed, constructed and managed on an integrated and coordinated basis with special attention given to on-site vehicular circulation, off-street parking, utility needs, building design and orientation and open space, landscaping, noise control, outdoor storage and other site improvements as may be required by this Code.
Change of Use. A change from one existing permitted use to another permitted use in the applicable zoning district. Change of use includes changes that require construction or alteration to land or water outside of existing buildings, structures, or open storage areas; and that substantially alters or affects land or water. Also, as used in Section 3.4-280C., making a different use of the land or water. Change of use does not include: a change of use of a building or other structure that does not substantially alter or affect the land or water upon which it is located; the sale of property; or modifications of existing structures, as may be permitted by this Section.

Clinic. A facility consisting of single or multiple offices where a group of medical, allied health professions and alternative care-givers provide diagnosis, care and treatment of persons primarily on an outpatient basis.

Development. Any human-made change to improved or unimproved real estate, including, but not limited to: a change in use; construction, installation or change of a structure; subdivision and partition; establishment or termination of a right of access; storage of materials, equipment or vehicles on the land; drilling and site alteration due to land surface mining, filling, grading, dredging, paving, excavation or clearing of trees and vegetation. Agricultural uses (including agricultural structures), when otherwise permitted by the base zoning district, are exempt from this definition unless agricultural structures are placed within adopted special flood hazard zones. As used in Section 3.3-400 Floodplain Overlay District, any human-made change to improved or unimproved real estate located within the area of special flood hazard, including, but not limited to: buildings and other structures; mining; dredging; filling; grading; paving; excavation; or drilling operations. As used in Section 3.4-280C., any activity within the Glenwood Riverfront portion of the WG Overlay District that would alter the elevation of the land; remove or destroy plant life; cause structures of any kind to be installed, erected, or removed; or result in a measurable change of any kind.

Drive-Through Business. An establishment that sells products or provides services to occupants in vehicles where payment is made and the product or service is picked up at a drive-up window This use includes, but is not limited to: the operation of drive-up or a drive-through service at a restaurant; bank or financial institution; personal services; and retail sales (e.g., pharmacy).

Hospital. A facility consisting of one or more buildings where health practitioners, allied health professions and alternative care-givers provide diagnosis, care and treatment of persons including convalescence and care during and after pregnancy, or for any other reason, where patients may be admitted for short-stay, day surgery, emergency service or overnight stay, or for a longer period.

Hotel. A building in which lodging is provided to guests for compensation, consisting of a lobby and individual sleeping quarters, typically without cooking facilities, with separate entrances opening directly to an internal hallway. Parking may be on-site or in a separate parking structure.

Hybrid Multi-Way Boulevard. A street design that accomplishes the fundamental goal of vehicular through traffic movement including transit facilities and also creates a pedestrian-friendly environment by providing slip lanes for local traffic, on-street parking, safe pedestrian and bicycle facilities, and by locating buildings closer to or at the right-of-way line.

Incubator Development. Facilities that accommodate new business establishments spun-off from the research, development and testing laboratories of a major institution, a related institution, or larger high- or bio-technology industry. If on-site manufacturing or production capabilities are included within an incubator development, the establishment will be classified as an industrial use.

Industrial Park. A development on one or more lots/parcels under common ownership with two or more separate buildings that are designed, constructed and managed on an integrated and coordinated basis. Industrial parks are intended to accommodate heavy industrial uses as primary uses and office research and development, light manufacturing, light assembly, warehousing and distribution, large administrative headquarters and other professional and administrative uses as secondary uses.

LEED (Leadership in Energy and Environmental Design) is the nationally accepted benchmark for the design, construction and operation of high performance energy efficient buildings.

Live/Work Unit. An integrated dwelling unit and working space that is occupied and utilized by a single housekeeping unit in a structure that has been modified or designed to accommodate joint residential occupancy and work activity. The live/work unit shall include complete kitchen and sanitary facilities in compliance with applicable building standards. The working space shall be reserved for and regularly used by one or more occupants of the unit (e.g. professionals, entrepreneurs and artists), in addition to any other employees. The commercial/employment use shall be allowed only as permitted by the applicable zoning district.

Mid-Block Connector. A narrow street and/or a bicycle/pedestrian corridor not less than 20 feet in width that reduces larger blocks to more walkable dimensions (250 to 350 feet maximum). A mid-block connector may be public right-of-way or privately owned and may include active use frontages with overlooking windows and pedestrian-level lighting. Limited service or parking access to the interior of a block is encouraged. On-street public parking may be provided, where feasible. Sidewalks may be located on each side of a two-way street or on one side for a one-way street. A non-vehicular connector shall be designed as a “24-7” publicly accessible bicycle/pedestrian way.

Mixed-Use Building or Development. A building or development characterized by either a vertical or horizontal physical integration of uses. A mixed-use building is a structure at least two stories in height that includes a mix of uses such as retail and office uses, residential and commercial uses, or commercial and light industrial uses. A mixed-use development includes multiple buildings, usually of multiple stories, designed to assure a diversity of compatible land uses that may include a mixture of residential, office, retail, services, recreational, live/work units, flex space uses, and other miscellaneous uses allowed in a zoning district.

Modification. A request submitted to change a final approval of any development proposal or a modification as may be permitted to a Plan District development or building standards.

Motel. A building or group of buildings in which lodging is provided to guests for compensation, consisting of individual sleeping quarters, with or without cooking facilities, with separate entrances opening directly on a parking area .

Multi-Use Path. A paved facility intended to be used by pedestrians, skaters (inline or roller), and bicyclists that has no or minimal cross-flow by motor vehicles. The multi-use path is generally designed for two-way travel. The multi-use path may be separated from and aligned with the public right-of-way within an easement or located within the public right of way.

Riparian Area. Riparian areas are vegetated areas (generally consisting of trees, shrubs and grasses) located along both sides of water bodies and are transitional boundaries between land and water environments. Riparian zones act as buffers to protect surface waters from contamination and are habitats for a large variety of animals and birds.

Structure, Parking. A parking garage located aboveground or underground consisting of two or more levels.

Structure, Primary. A structure, or combination of structures, of chief importance or function on a site. In general, the primary use is carried out in a primary structure. A site may have more than one primary structure. The difference between primary and accessory structure is determined by comparing the size, placement, similarity of design, use of common building materials and the orientation of the structures on the site (See also Accessory Structure and Accessory Dwelling Unit).

Use, Accessory. A use or uses within a primary commercial, office and/or employment building that is for the employees' benefit and that does not generally serve the public; including, but not limited to: building maintenance facilities; central mail rooms; child care; conference rooms; employee restaurants and cafeterias; indoor recreation areas; and indoor recycling collection centers. The accessory use is not considered a secondary use and does not have to meet any percentage standard, however, the accessory use shall be part of a primary use building.

Use/Activity, Water-Dependent. A use or activity that requires access to the Willamette River for water-borne transportation, recreation, energy production, or source of water.

Use/Activity, Water-Oriented. A use or activity whose attraction to the public is enhanced by a view of or access to the Willamette River.

Use/Activity, Water-Related. A use or activity that is not directly dependent upon access to the Willamette River, but which provides goods or services that are directly associated with water-dependent land or waterway use, and which, if not located adjacent to the river, would result in a public loss of quality in the goods or services offered. Except as necessary for water-dependent or water-related uses or activities residences, parking lots, spoil and dump sites, roads and highways, restaurants, businesses, factories, and mobile home parks are not generally considered dependent on or related to water location needs.

Use, Primary. An activity or combination of activities of chief importance on the site. One of the main purposes for which the land or structures are intended, designed, or ordinarily used. A site may have more than one primary use. The primary use usually occupies more than 50 percent of the gross floor area of a building or more than 50 percent of a development area. Tree removal and timber harvesting are not primary uses within the Urban Growth Boundary.

Use, Secondary. Any approved use of land or a structure that is incidental and subordinate to the primary use, and located in the same building or in the same development area as the primary use. No secondary use shall occupy more than 50 percent of the gross floor area of a building or more than 50 percent of a development area occupied by the primary use. Secondary uses shall not occur in the absence of primary uses. Secondary uses are not accessory uses.

SECTION 28: APPENDIX 3 TEMPORARY GLENWOOD RIVERFRONT PLAN DISTRICT MASTER PLAN STANDARDS, Sections 5.13-100 through 5.13-140 are hereby deleted:

SECTION 29: APPENDIX 3 GLENWOOD REFINEMENT PLAN POLICIES AND IMPLEMENTATION STRATEGIES, Sections A. through G. are hereby added:

APPENDIX 3 GLENWOOD REFINEMENT PLAN POLICIES AND IMPLEMENTATION STRATEGIES – PHASE 1

The following GRP Chapters, policies and implementation strategies apply to the GRMU Plan District:

A.	Land Use and Built Form Chapter
B.	Transportation Chapter
C.	Open Space Chapter
D.	Housing and Economic Development Chapter
E.	Public Facilities and Services Chapter
F.	Urban Transition and Annexation Chapter
G.	Historic and Cultural Resources Chapter

A. Land Use and Built Form Chapter.

A.1. Land Use Designations and Zoning – General.

A.1.a. Designate and zone land that meets the fundamental characteristics of the Mixed-Use and Nodal Development Area designations, as defined in the Metro Plan.

A.1.a.1. Identify four Glenwood Riverfront Subareas with primary and secondary uses that are specific to each.

A.1.a.2. Maintain and expand the existing nodal designation boundary to include land on both sides of Franklin Boulevard from the I-5 Bridges to the Springfield Bridges, and on both sides of McVay Highway between the Springfield Bridges and an area just south of the railroad trestle, as depicted in Figure 2.

A.1.a.3. Designate and zone land north of Franklin Boulevard in between the northern extension of Henderson Avenue and the northern extension of McVay Highway as Residential Mixed-Use, as depicted in Figure 2.

A.1.a.4. Designate and zone land north of Franklin Boulevard in between the northern extension of McVay Highway and the Springfield Bridges as Commercial Mixed-Use, as depicted in Figure 2.

A.1.a.5. Designate and zone land on both sides of Franklin Boulevard from the I-5 Bridges to South Brooklyn Avenue as Office Mixed-Use, as depicted in Figure 2.

A.1.a.6. Designate and zone land on both sides of McVay Highway from the Springfield Bridges to the southern terminus of Springfield's Urban Growth Boundary as Employment Mixed-Use, as depicted in Figure 2.

A.1.a.7. Compliance with the Transportation Planning Rule (TPR). The TPR (OAR 660-012-0000, et seq.) requires that when making an amendment to a land use plan, a local jurisdiction shall put in place measures to ensure that land uses are consistent with the identified function, capacity, and performance standards of a State or City facility when the plan amendment has a significant effect on that facility. The TPR defines "significant effect" as reducing performance below the minimum acceptable standard in the relevant plan, or worsening the performance of a facility otherwise projected to perform below the minimum acceptable standard (OAR 660-012-0060). In evaluating whether or not the amendments to the Glenwood Refinement Plan contemplated in Phase I (the Amendment) have a significant impact, as defined in the TPR, the City has made findings with respect to the reasonable re-development potential for Subareas A, B, C, and D, as of the date of adoption of this Amendment, and the impact of such development on the relevant State or City facility (Franklin Boulevard) as follows:

A.1.a.7.i. In Subareas A, B, and C in aggregate, not more than 90 percent of that area will redevelop within the 20 year Plan horizon. This level of redevelopment will be

associated with trip generation of 3,229 peak hour trips plus 165 peak hour trips generated by remaining non-redeveloped property. These are the maximum trips that may be reasonably expected during the 20 year Plan horizon. Should development be proposed during the Plan horizon that, when added to trips generated from previous redevelopment and trips generated on undeveloped property, may be reasonably expected to generate trips in excess of 3,394 trips, then the proposed development will be responsible to make further determinations of significant effect as required by the TPR in effect at the time of the proposed development and best practices, subject to the sunset provisions described below. Should the TPR analysis conclude that the proposed development would significantly affect an existing or planned transportation facility, then the proposed development shall be responsible for: 1) Successfully pursuing a reduced mobility standard from the State of Oregon such that the significant effect would no longer exist; or 2) Successfully mitigating the significant effect, to the extent necessary pursuant to the requirements of the TPR by actions including, but not limited to amendments to any or all land use and other plans, including: this Plan; the City's Transportation System Plan; or the Central Lane Metropolitan Planning Organization Regional Transportation Plan. Trip generation from redeveloping land uses will be tracked as development is proposed and approved.

A.1.a.7.ii. In Subarea D, not more than 50 percent of that area will redevelop within the Plan horizon, with an associated trip generation of 1,363 peak hour trips plus 294 peak hour trips generated by remaining non-developed property. These are the maximum trips that may be reasonably expected during the 20 year Plan horizon. Should development be proposed during the Plan horizon that, when added to trips generated from previous redevelopment and trips generated on undeveloped property, may be reasonably expected to generate trips in excess of 1,667 trips, then the proposed development will be responsible to make further determinations of significant effect as required by the TPR in effect at the time of the proposed development and best practices, subject to the sunset provisions described below. Should the TPR analysis conclude that the proposed development would significantly affect an existing or planned

transportation facility, then the proposed development shall be responsible for: 1) Successfully pursuing a reduced mobility standard from the State of Oregon such that the significant effect would no longer exist; or 2) Successfully mitigating the significant effect, to the extent necessary pursuant to the requirements of the TPR by actions including, but not limited to amendments to any or all land use and other plans including: this Plan; the City's Transportation System Plan; or the Central Lane Metropolitan Planning Organization Regional Transportation Plan. Trip generation from redeveloping land uses will be tracked as development is proposed and approved.

A.1.a.7.iii. In the event that Franklin Boulevard transfers to City jurisdiction, the City finds that there is no State or City facility on which the Amendment will have an effect, regardless of the level of development in Subareas A, B, and C. In the event that McVay Highway transfers to City jurisdiction, the City finds that there is no State or City facility on which the Amendment will have an effect, regardless of the level of development in Subarea D.

A.1.a.7.iv. In the event that either Transportation System Plan analysis or that provided by the Franklin Boulevard National Environmental Policy Act process shows that even with the addition of reasonably expected trips at full build-out of Subareas A, B, C, and D there would be no significant operational effect on Franklin Boulevard or McVay Highway as determined by the TPR and planned projects in effect at the time of such analysis, the City finds that there is no State or City facility significantly affected by the Amendment.

A.2. Land Use Designations and Zoning – Specific.

A.2.a. Adopt the GRMU Plan District and apply it to all parcels in the Glenwood Riverfront.

A.2.a.1. Develop Plan District sub-sections including, but not limited to: Purpose; Applicability; Land Use Designations, Zoning District Descriptions and Applicable Overlay Districts; Review; Non-Conforming Uses; Conflicts; GRMU Plan District Modifications; Design Standards Alternatives/Exemptions from Design Standards; Phased Development; Schedule of Use Categories; Prohibited Uses; Use Interpretations; Base Zone Standards; Public and Private

Development Standards; Building Design Standards; and Willamette Greenway Development Standards.

A.2.a.2. Develop development and design sub-sections including, but not limited to: Street Trees and Curbside Planter Strips; Lighting; Bicycle Facilities; Multiuse Path; Private Property Landscape Standards; Vehicle/Bicycle Parking and Loading Standards; Wastewater Facilities and Services; Stormwater Facilities and Services; Public Park and Open Space Facilities; Location of Transit Stations; Signs; Light Manufacturing Operational Performance Standards; Historic and Cultural Resources; Design Team; Facades/Vertical Building Divisions; Height; Massing/Building Articulation; Windows and Doors; Orientation/Entrances; Build-to Lines and Maximum Building Setbacks; Pedestrian Amenities; Screening Mechanical Equipment; and Parking Structure Design Standards.

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 in Figures 1 and 2 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.

B.1.b.2. 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.

B.1.c. 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.

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.

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 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.

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 bus rapid transit facilities.

B.1.e.3. Construct multi-lane roundabouts at the Franklin Boulevard/McVay Highway 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 curbside stations at the Franklin Boulevard/Glenwood Boulevard 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.

B.2. Franklin Riverfront Local Street Network.

B.2.a. Partner with property owners and private developers to fund, dedicate right-of-way, design, and construct an interconnected local street system in the Franklin Riverfront that improves access, mobility, safety, and comfort for vehicles, pedestrians, and bicyclists, as conceptually depicted in Figure 4.

B.2.a.1. Coordinate with Lane County to facilitate the new street system through annexation and vacation of existing local access roads.

B.2.a.2. Coordinate with Lane County to provide an orderly transition from rural to urban roads through annexation and jurisdictional transfer of existing Lane County roads.

B.2.a.3. Promote optimum conditions for the use of passive and active solar strategies by aligning streets to optimize the penetration of natural light to buildings and public spaces.

B.2.a.4. Promote short blocks and pedestrian-friendly larger block development sites by providing through-block streets or accessways every 250 to 350 feet.

B.2.a.5. Extend Glenwood Boulevard, Henderson Avenue, Mississippi Avenue, and McVay Highway north of Franklin Boulevard to the riverfront street as primary north-south through streets.

B.2.a.6. Establish additional north-south through streets, extending from Franklin Boulevard's access lanes to the riverfront street in between Henderson Avenue and McVay Highway, and to include the park blocks as conceptually depicted in Figure 5 and as specified in the Open Space Chapter.

B.2.a.7. Establish an east-west through street (between the northern edge of development and the riverfront) from the northern extension of Glenwood Boulevard to the northern extension of McVay Highway, to avoid dead-end north-south streets; offer continuous public access, emergency access, and maintenance access along the

riverfront; clarify public entrances and exits along the riverfront; and increase the actual and perceived safety of the riverfront.

B.2.a.8. Establish east-west service streets from the northern extension of Henderson Avenue to the northern extension of McVay Highway to improve access, connectivity, and parking, loading, and collection services in between proposed new north-south streets.

B.2.a.9. Consider a maximum of one through alley per block face to provide service access to mixed-use inner block development sites.

B.2.a.10. Update the Conceptual Local Street Map, the Springfield Engineering Design Standards and Procedures Manual, and the Springfield Standard Construction Specifications regarding the Franklin Riverfront Local Street Network improvements to enable implementation of the Plan transportation policies and implementation strategies.

B.2.b. Design north-south through streets to support and provide direct access to the mixed-use development facing these streets; and increase safety, comfort, and attractiveness for bicyclists and pedestrians, as conceptually depicted in Figure 6.

B.2.b.1. Develop two-way local streets consistent with maximum speeds of 20 miles per hour.

B.2.b.2. Consider developing the streets around the park blocks as one-way couplets consistent with maximum speeds of 20 miles per hour.

B.2.b.3. Use traffic calming techniques, such as reduced lane widths, raised crosswalks and intersections, mini roundabouts, and pedestrian priority crossings.

B.2.b.4. Provide for direct, continuous, and safe bicycle travel along both sides of these streets.

B.2.b.5. Incorporate continuous, wide setback sidewalks that are buffered from traffic flow and that consider the adjacent land use context pertinent to development on both sides of these streets.

B.2.b.6. 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, public art, street lights, and pedestrian scale lighting.

B.2.b.7. Provide short-term, on-street parking bays on both sides of the primary north-south streets.

B.2.b.8. Consider providing short-term, on-street parking bays only on the developed side of the north-south park block streets.

B.2.b.9. Limit access to inner block development from these streets unless access for loading, parking, and/or collection services is not possible from east-west service streets.

B.2.b.10. Maintain the elevation and appearance of sidewalks where crossed by vehicular access points.

B.2.b.11. Consider alternative designs for through-block accessways on larger block development sites that function as safe and direct access routes for pedestrians and bicyclists, and include trees, landscaping, and pedestrian-scale lighting.

B.2.c. Design east-west service streets to: provide vehicular access for parking, loading, and collection services to inner block mixed-use development sites; increase safety, comfort, and attractiveness for bicyclists and pedestrians; and provide direct access to and support for the mixed-use development facing these streets, as conceptually depicted in Figure 6. At least one of the service streets must be a through street.

B.2.c.1. Develop two-way local streets with target speeds consistent with maximum speeds of 20 miles per hour.

B.2.c.2. Design the street segments that cross through the park blocks to be as narrow as possible while still accommodating two-way traffic, emergency vehicle access, and potential on-street parking.

B.2.c.3. Use traffic calming techniques, such as reduced lane widths, raised crosswalks and intersections, mini roundabouts, and pedestrian priority crossings.

B.2.c.4. Provide for direct, continuous, and safe bicycle travel along both sides of these streets.

B.2.c.5. Incorporate continuous, setback sidewalks that are buffered from traffic flow and that consider the adjacent land use context pertinent to development on both sides of these streets.

B.2.c.6 . 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, public art, street lights, and pedestrian-scale lighting.

B.2.c.7. Provide short-term, on-street parking on both sides of these service streets.

B.2.c.8. Keep the frequency of curb cuts, loading docks, garage entrances, and driveways to a practical minimum, ideally no more than one vehicular access point per block face.

B.2.c.9. Maintain the elevation and appearance of sidewalks where crossed by vehicular access points.

B.2.c.10. Consider alternative designs for these streets (including street trees, landscaping, and pedestrian-scale lighting) while maintaining functionality as safe and direct access routes for pedestrians, bicyclists, and vehicles.

B.2.d. Design an east-west riverfront through street to support and provide direct access to the mixed-use development facing this street, and to increase safety, comfort, and attractiveness for bicyclists and pedestrians, as conceptually depicted in Figures 7, 8, and 9.

B.2.d.1. Develop a two-way local street with target speeds consistent with maximum speeds of 20 miles per hour.

B.2.d.2. Use traffic calming techniques, such as reduced lane widths, raised crosswalks and intersections, mini roundabouts, and pedestrian priority crossings.

B.2.d.3. Provide for direct, continuous, and safe bicycle travel along both sides of these streets.

B.2.d.4. Incorporate a continuous, wide, curbless setback sidewalk that is buffered from traffic flow and that considers the adjacent land use context pertinent to development on the south side of this street; and a continuous, wide, curbless setback sidewalk that is buffered from traffic flow and considers the adjacent open space context on the north side of this street.

B.2.d.5. Design this street using distinctive pavement treatments within the vehicular lanes of the street and using retractable bollards, pavement treatments, or other features to separate curb-less sidewalks from vehicular lanes.

B.2.d.6. 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, public art, street lights, and pedestrian-scale lighting.

B.2.d.7. Provide short-term, on-street parking bays on only the south side of this street, and preclude on-street parking on the north side of this street.

B.2.d.8. Limit access to inner block development from this street unless access for parking services is not possible from the east-west service streets; truck access for loading and/or collection services is not permitted off this street.

B.2.d.9. Maintain the elevation and appearance of sidewalks where crossed by vehicular access points.

B.2.d.10. Allow for a shift in the Riverfront Street right-of-way without obtaining Major Modification approval under the Glenwood Riverfront Mixed-Use Plan District to permit a pre-existing non-conforming commercial building to remain on the north side of this street, if the building can be brought into compliance with the land use designation, zoning, and all applicable Glenwood Riverfront Mixed-Use Plan District development standards. The shift in the location of the right-of-way must be as close as possible to the building.

B.3. McVay Highway.

B.3.a. Partner with ODOT, LTD, property owners, and private developers to fund, dedicate right-of-way, design, and construct the upgraded street.

B.3.b. Construct street improvements to increase the safety, mobility, and efficiency of automobiles, trucks, and bus rapid transit service as funding becomes available.

B.3.b.1. Design the upgraded street such that the maximum necessary width does not exceed: two northbound and two southbound through lanes; dedicated bus rapid transit or other transit facilities or landscaped median; a continuous and safe bicycle facility along both sides of the street; and continuous setback sidewalks buffered from traffic flow.

B.3.b.2. Finalize the number of through travel lanes for automobiles and trucks based on future employment mixed-use development and through-traffic volumes.

B.3.b.3. Develop intersections with traffic controls in the vicinity of East 19th Avenue, Nugget Way, and the southern end of Glenwood, as conceptually depicted in Figure 10.

B.3.b.4. Coordinate with the Union Pacific Railroad to develop a plan for widening the right-of-way and improved roadway width underneath the railroad trestle at the north end of this street.

B.3.b.5. Partner with LTD regarding planned bi-directional bus rapid transit service or other future transit requirements in the corridor, and coordinate planning of street improvements to address future transit system requirements.

B.3.b.6. 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 to improve facility operations and reduce safety conflicts.

B.3.c. Locate transit stations where they will provide optimal, safe pedestrian access to existing uses and the adjacent areas planned for employment mixed-use development.

B.3.c.1. Establish median or curbside transit stations between the Franklin Boulevard intersection and the southern end of Glenwood, in the vicinity of East 19th Avenue and Nugget Way.

B.3.d. Integrate street improvements that enhance the safety, comfort, and convenience of pedestrians and bicyclists along and across the street.

B.3.d.1. Incorporate continuous, setback sidewalks that are buffered from traffic flow and that consider the adjacent land use context pertinent to development on both sides of the street.

B.3.d.2. Use curb extensions, stop controls, or other appropriate traffic control devices at intersections to reduce crossing distances and provide pedestrian refuges.

B.3.d.3. Provide enhanced pedestrian crossings to transit stations.

B.3.d.4. Provide a continuous and safe bicycle facility along both sides of this street.

B.3.e. Enhance the urban design of the area through the use of street trees, streetlights, pedestrian-scale lighting, and landscaping.

B.3.f. 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.

B.4. McVay Riverfront Local Street Network.

B.4.a. Collaborate with property owners and private developers to fund, dedicate right-of-way, design, and construct a street system in the McVay Riverfront that enables access, mobility, safety, and comfort for vehicles, pedestrians, and bicyclists.

B.4.a.1. Coordinate with Lane County to provide an orderly transition from rural to urban roads through annexation and jurisdictional transfer of existing Lane County roads.

B.4.a.2. Promote optimum conditions for the use of passive and active solar strategies by aligning the street network to optimize the penetration of natural light to buildings and public spaces.

B.4.a.3. Promote short blocks or pedestrian-friendly larger block development sites by providing through-block streets, accessways, or shared driveways every 250 to 350 feet.

B.4.a.4. Create primary east-west streets extending eastward from intersections in the vicinity of the existing or re-aligned East 19th Avenue, Nugget Way, and the southern end of Glenwood.

B.4.a.5. Establish access to individual development sites via connections to the primary east-west streets or connections to shared driveways with special design considerations for minimizing out-of-direction travel, traffic congestion, and conflicting turning movements.

B.4.a.6. Evaluate and address street connectivity for existing discontinuous public streets and/or rights-of-way as development occurs in the vicinity of such streets.

B.4.b. Design streets, accessways, and shared driveways to support the employment mixed-use development, and to make bicycling and walking safe, comfortable, and attractive.

B.4.b.1. Develop two-way local streets with target speeds consistent with maximum speeds of 20 miles per hour.

B.4.b.2. Use traffic calming techniques, such as reduced lane widths, raised crosswalks and intersections, mini roundabouts, and pedestrian priority crossings.

B.4.b.3. Provide for direct, continuous, and safe bicycle travel along both sides of these streets.

B.4.b.4. Incorporate continuous, setback sidewalks that are buffered from traffic flow and that consider the adjacent land use context pertinent to development on both sides of these streets.

B.4.b.5. 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, public art, street lights, and pedestrian-scale lighting.

B.4.b.6. Provide short-term, on-street parking on both sides of these streets.

B.4.b.7. Keep the frequency of curb cuts, loading docks, garage entrances, and driveways to a practical minimum, ideally no more than one vehicular access point per block face.

B.4.b.8. Maintain the elevation and appearance of sidewalks where crossed by vehicular access points.

B.4.b.9. Consider alternative designs for through-block accessways on larger block development sites that function as safe and direct access routes for pedestrians and bicyclists, and that include trees, landscaping, and pedestrian-scale lighting.

B.5. Parking.

B.5.a. Evaluate and develop parking standards for inclusion in the Glenwood Riverfront Mixed-Use Plan District that: support Plan goals for transit, bicycling, walking, and ridesharing; and provide sufficient parking, in conjunction with an access system that provides balanced travel mode options.

B.5.a.1. Establish low turnover, longer term off street parking ratios for new development or redevelopment to ensure that access impacts are meaningfully addressed and correlated to actual parking demand, and to provide a potential future revenue source through a parking fee-in-lieu option.

B.5.a.2. Promote employer and/or developer-based initiatives to encourage employee or resident use of alternative travel modes.

B.5.b. As development or redevelopment occur, explore the feasibility and applicability of parking management program strategies including, but not limited to: parking and transportation coordination; signage; permitting; and enforcement.

B.5.b.1. Explore adopting 'Guiding Principles for Parking Management' as part of the Springfield Municipal Code.

B.5.b.2. Explore establishing parking management zones with operating principles and an implementation framework based on usage and desired economic development.

B.5.b.3. Explore reserving on street parking for high parking turnover land uses.

B.5.b.4. Explore adopting the 85 percent Rule[1] to facilitate/direct parking management strategies.

[1] The 85 percent Rule is a measure of parking utilization that acts as a benchmark against which parking management decisions are based. Within the parking industry, it is assumed that when an inventory of parking exceeds 85 percent

B.5.b.5. Explore establishing a parking manager and advisory committee to oversee parking program implementation and review.

B.5.b.6. Explore developing incentives for private development of publicly available parking including, but not limited to: height/density bonuses; permit fee waivers; impact fee waivers; supply/revenue agreements; and property tax abatements.

B.5.b.7. Explore monitoring parking utilization continuously and periodically; and conducting parking inventory analyses.

B.6. Riverfront Multi-Use Path.

B.6.a. Comply with Federal, State, and local water quality standards in locating and aligning the path, while taking advantage of vistas and site opportunities to meander and enhance the diversity of the path experience.

B.6.a.1. Partner with property owners and private developers to dedicate the necessary public right-of-way or easements as annexations and/or development occurs.

B.6.a.2. Consider planned future bicycle-pedestrian river crossings between Glenwood and Downtown, Glenwood and West D Street, and Glenwood and Dorris Ranch/Buford Park in aligning the path.

B.6.a.3. Preserve existing trees and other riparian habitat features to the maximum extent practicable.

B.6.b. Partner with Willamalane Park and Recreation District, property owners, and private developers to fund, design, and construct the path.

B.6.b.1. Include a nighttime lighting strategy, to support evening activity and for safety and security on the path, that is sensitive to adjacent uses and functions, including natural areas, native habitat, and protection of the dark night sky.

B.6.b.2. Use suitable techniques to reduce user conflicts, such as a striped or vegetated center lane or designing the path so that it is wide enough to permit bicyclists or skaters to pass pedestrians at a comfortable distance.

B.6.b.3. Incorporate short-duration stop facilities, including but not limited to: places to sit; historic and ecological interpretive kiosks; water quality features; water fountains; and public art, as supportive

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occupancy in the peak hour, the supply becomes constrained and may not provide full and convenient access to its intended user. Once a supply of parking routinely exceeds 85 percent occupancy in the peak hour, the 85 percent Rule would require that parking management strategies be evaluated and/or implemented to bring peak hour occupancies to a level below 85 percent to ensure intended uses are conveniently accommodated.

components of the path that provide space for groups of people to gather without restricting or conflicting with travel along the path.

B.6.c. Provide frequent, convenient, and direct public bicycle and pedestrian access points to the path.

B.6.c.1. Design access paths from interior locations on the Franklin Riverfront no less frequently than the northern terminus of north-south streets.

B.6.c.2. Design access paths from interior locations on the McVay Riverfront that are, on average, no more than one half mile apart.

B.6.d. Partner with Lane County to provide future path connections outside of the Springfield UGB towards Buford Park, the Lane Community College basin, and 30th Avenue.

C. Open Space Chapter.

C.1. Riparian Areas and Wetlands.

C.1.a. Restore, enhance, and protect the riverbank and riparian and wetland areas.

C.1.a.1. Establish a standardized Willamette River Greenway Setback Line of 75 feet from top-of-bank for water-dependent and water-related uses consistent with the existing 75-foot riparian setback.

C.1.a.2. Partner with property owners, private developers, non-profit organizations, and other agencies to seek opportunities and funding sources to acquire property and/or easements to create a contiguous riverfront that is sensitive to natural resource function and the urban interface.

C.1.a.3. Restore, enhance, and protect the riverbank and riparian areas from the ordinary low water line to the Riparian Setback Line boundary using plants appropriate to the local urban aquatic and riparian areas and zones, as depicted in Figure 4.

C.1.a.4. Pursue funding for public/private partnerships to achieve riverbank re-shaping/benching, stabilization, and riparian and aquatic habitat restoration, as conceptually depicted in Figures 5a and 5b (also see Riverfront Linear Park objective).

C.1.a.5. Establish policy for vegetation management of river bank, riparian, wetland, and other natural resource areas through sustainable landscaping and controlling invasive species based upon introducing and supporting plants appropriate to the local urban aquatic and riparian areas and zones.

C.1.a.6. Incorporate into the Glenwood Mixed-Use Riverfront Plan District and the Springfield Engineering Design Standards And Procedures Manual, as appropriate, riverfront/river bank design concepts for developing an urban river's edge along the Glenwood Riverfront that improves conditions for fish, wildlife, plants and people.

C.1.b. Integrate natural resources, urban interface/built environment, and water resources management.

C.1.b.1. Establish and maintain riparian habitat connectivity to the maximum extent practicable, while allowing for and managing appropriate and limited public access to the river, as well as sight lines through the riparian area, as depicted in Figure 6.

C.1.b.2. Limit recreation and associated improvements within the Riparian and Willamette Greenway Setback areas to passive activities including, but not limited to: picnicking; pedestrian activities; bicycling, bird watching; fishing; educational, interpretive and directional signage; and riverfront viewing.

C.1.b.3. Locate a multi-use path at the outer most edge of the Riparian and Greenway Setback areas, to the maximum extent practicable.

C.1.b.4. Allow for Low Impact Development approaches for Stormwater Quality Management facilities and/or wetland educational parks that establish or restore natural stormwater functions to be within the riparian boundary and setback, as depicted in Figures 7 and 8.

C.1.b.5. Utilize the objectives, policy and implementation strategies listed in the Riverfront Linear Park section of this document.

C.2. Flood Plains.

C.2.a. Restore, enhance, and protect the riverbank and riparian and wetland areas from encroachment and impact to their riverine flood control functionality during development or redevelopment.

C.2.a.1. Initiate the update of FEMA Floodplain Maps between the Union Pacific Railroad trestle and the I-5 Bridges.

C.3. Hillsides.

C.3.a. Protect hillsides, as defined in the Springfield Development Code, from degradation during development.

C.3.a.1. Balance hillside development with conserving and promoting public health, safety, convenience, and general welfare by mimicking the pre-development hydrologic regime and managing soil stability incurred in the adjustment of the topography to meet development needs.

C.3.a.2. Use the best accepted design, architecture, landscape architecture, and civil engineering principles to preserve, enhance, and promote the existing and future appearance and resources of hillside areas.

C.3.a.3. Collaborate with property owners and private developers to preserve the viewshed and natural value of hillsides by soliciting voluntary land donation or acquisition through land trusts and other non-profit environmental organizations, or utilizing conservation easements to restrict development on portions of particular hillside areas.

C.4. Neighborhood Urban Park Blocks.

C.4.a. Collaborate with Willamalane, property owners, and private developers to locate park blocks extending north from Franklin Boulevard's access lanes to the riverfront street between the northern extension of Henderson Avenue and McVay Highway, as conceptually depicted in Figure 10.

C.4.a.1. Size the park blocks to compatibly meet recreation, pedestrian connectivity, and stormwater management needs, with a minimum 150 foot width from face of curb to face of curb.

C.4.a.2. Consider park user safety when designing stormwater management facilities in the park blocks.

C.4.a.3. Balance the space and configuration needed for functional, attractive, and educational stormwater management facilities with the space and configuration needed for functional, attractive, and educational active and passive park space.

C.4.b. Partner with Willamalane to ensure that the park blocks are designed to be safe, attractive, comfortable, and accessible for a wide range of potential users; to meet a variety of active and passive recreational needs throughout the year; and to be adaptable to changing needs and uses of surrounding buildings, as conceptually depicted in Figures 11, 12, and 13.

C.4.b.1. Provide appropriate pedestrian circulation to, through, and around these public open spaces, including, but not limited to: walkways; pathways; and sidewalks buffered from vehicular traffic.

C.4.b.2. Create unique identities for public open space areas by featuring distinctive design elements in seating, lighting, paving, interpretive kiosks, and public art.

C.4.b.3. Utilize a combination of maintenance friendly hard-surfaced areas, landscaping, and vegetation that is adapted for survival and growth in the Eugene-Springfield area and/or, where required as listed in the Springfield Engineering Design Standards and Procedures Manual.

C.4.b.4. Provide areas to congregate and socialize formally and informally by utilizing amenities including, but not limited to: park furniture; picnic tables; benches; seating areas; restroom and maintenance facilities; and opportunities to accommodate outdoor entertainment, public gatherings, and exhibition/display areas.

C.4.b.5. Consider accommodating additional outdoor seating areas for: café patrons along the park blocks street frontage; and/or food kiosks or pushcarts within the park blocks.

C.4.b.6. Provide active recreational opportunities for exercise or informal, unstructured, non-organized recreation activities, including, but not limited to: informal play areas for outdoor games; and pet and children's play areas.

C.4.b.7. Provide passive recreational opportunities for: picnicking; strolling and viewing; sitting; reading; and passive games.

C.4.b.8. Consider establishing community garden space.

C.5. Riverfront Linear Park.

C.5.a. Collaborate with Willamalane and others as appropriate to: develop river edge variety along the linear park corridor, as conceptually depicted in Figures 10 and 14; protect lands within the coterminous Riparian and Willamette Greenway Setback area; integrate a variety of passive recreation spaces with abutting natural resources and associated riparian protection; and implement riparian enhancement measures and stormwater management features.

C.5.a.1. Provide appropriate bicycle and pedestrian circulation, including pedestrian paths and a multi-use path, to and through public open space areas for a wide range of potential users.

C.5.a.2. Create scenic river overlooks and viewpoints with safe public access that include clearings and long views through the coterminous Riparian and Willamette Greenway Setback area in the vicinity of the intersection of the north-south streets and the park blocks with the riverfront street in the Franklin Riverfront, and no more than one-half mile apart in the McVay Riverfront. Provide amenities including, but not limited to benches and seating areas along the multi-use path, where appropriate.

C.5.a.3. Create multiple viewsheds through the riparian area at various elevations by utilizing a mix of understory and canopy vegetation, including the clustering of trees, to discourage illegal activities and to visually connect the development areas with the Willamette River and the remainder of Springfield.

C.5.a.4. Require development and/or redevelopment to avoid restricting access to the Riverfront Linear Park and to avoid or minimize obstructing scenic views of the Willamette River corridor.

C.5.a.5. Provide opportunities for passive recreation including, but not limited to: picnicking; sitting; reading; and wildlife viewing by utilizing features such as park furniture, picnic tables, benches, seating areas, and restroom facilities.

C.5.a.6. Create unique identities for the public open space including, but not limited to: featuring distinctive design elements in seating; lighting; paving; interpretive kiosks; and public art.

C.5.a.7. Establish an educational component for the linear park to include the natural and cultural history of the Glenwood Riverfront.

C.5.a.8. Utilize a combination of hard-surfaced areas, landscaping, and natural vegetation that is adapted for survival and growth in the Eugene-Springfield area and is maintenance friendly.

C.5.a.9. Utilize riverbank stabilization strategies that enhance the river and riverbank ecosystems. Ensure that riverbank plantings provide habitat value while preserving views.

C.5.a.10. Integrate a variety of vegetation, above and below the top of bank that supports the riverbank and riverbank habitats.

C.5.a.11. Utilize riparian setback areas for stormwater management and water quality treatment, as described in the Stormwater Quality Management section of this Chapter.

C.6. Stormwater Quality Management**.**

C.6.a. Ensure adequate Stormwater Quality Management planning, emphasizing the natural hydrologic processes that minimize negative impacts on water quality, flow volumes, duration, and quantity resulting from development and redevelopment.

C.6.a.1. Capture the first one inch of rainfall in a 24-hour period through the use of on-site Low Impact Development approaches techniques.

C.6.a.2. Utilize techniques that slow and retain stormwater runoff on-site, in order to reduce peak storm flows.

C.6.a.3. Reduce impervious surfaces by using techniques including, but not limited to: permeable surfaces; green roofs; and narrow streets.

C.6.a.4. Utilize techniques for filtering contaminants from surface runoff before it enters the Willamette River, to protect and enhance water quality.

C.6.a.5. Utilize the Riparian Setback for stormwater filtering, groundwater recharge, and overland sheet flows, where possible.

C.6.a.6. Utilize planting standards found in the Springfield Engineering Design Standards and Procedures Manual for vegetative treatment and riparian areas.

C.6.a.7. Integrate innovative stormwater management systems into the site design by using green roofs, the incorporation of pervious surfaces, and other systems that reuse stormwater to irrigate landscape plantings.

C.6.a.8. Utilize portions of the park block areas for treatment of stormwater runoff from adjacent streets and conveyance of treated stormwater to management and/or water quality treatment areas.

C.6.a.9. Initiate a Stormwater Capital Improvement Plan project for improving stormwater capacity and riparian habitat along selected existing sloughs and waterways in the Glenwood Riverfront.

C.6.a.10. Provide requirements and incentives for green infrastructure for stormwater management including, but not limited to: legalizing all types of green infrastructure, particularly for downspout disconnection and rainwater harvesting through building code policies or amendments; and establishing payment-in-lieu for developing off-site and nearby neighborhood or semi-regional stormwater management facilities.

D. Housing and Economic Development Chapter.

D.1. New Housing Development.

D.1.a. Provide financial incentives for the development of new high-density housing units, including affordable housing units, through the Springfield Economic Development Agency's (SEDA) tax increment-funded programs, as funding becomes available.

D.1.a.1. Pursue opportunities to collaborate with SEDA to set aside captured tax increment funds for the development of affordable housing.

D.1.a.2. Explore the feasibility of collaborating with SEDA to require the execution of some form of a 'Community Benefit Agreement[2]' for housing development that receives financial support from SEDA.

D.1.a.3. Explore the feasibility of collaborating with SEDA to require new high-density housing units developed with the assistance of SEDA to provide a variety of unit sizes and occupancy opportunities.

D.1.b. Provide financial incentives for the development of new high-density affordable housing units through local, state, and federally-funded housing and community development programs, as annexation occurs and funding becomes available.

D.1.b.1. Explore the feasibility of requiring new high-density housing units developed with the assistance of housing and community development programs to provide a variety of unit sizes and occupancy opportunities.

D.1.b.2. Consider prioritizing housing and community development investments for qualified housing and community development projects.

D.1.b.3. Explore the possibility of partnering with Eugene and Lane County, through the Intergovernmental Housing Policy Board, to establish a regional housing trust fund[3].

D.1.b.4. Establish a Vertical Housing Development Zone[4].

D.1.b.5. Seek opportunities to land bank for affordable housing development.

D.1.b.6. Pursue opportunities to incentivize and support future innovative affordable housing options that may arise over the course of the Plan period.

D.1.c. Prioritize and offer opportunities for Glenwood residents who qualify for new Springfield- and SEDA-assisted housing to relocate to such housing units.

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[2] As defined by the Partnership for Working Families, a community benefit agreement is "a project-specific negotiated agreement between a developer and a broad community coalition that outlines the project's contributions to the community and ensures community support for the project."

[3] Housing trust funds are distinct funds established by city, county, or state governments that receive ongoing dedicated sources of public funding to support the preservation and production of affordable housing and increase opportunities for households to access decent affordable homes. Housing trust funds systemically shift affordable housing funding from annual budget allocations to the commitment of dedicated public revenue.

4 A Vertical Housing Development Zone (VHZ) is an area designated by local jurisdictions to encourage dense, mixed-use developments. Eligible projects within a VHZ may receive partial property tax exemptions, which vary based on the number of 'equalized floors' in the development, with a maximum property tax exemption of 80 percent over a 10-year period. An additional partial property tax exemption may be given if some or all of the residential housing is for low-income persons (80 percent of area median income or below).

D.1.d. Scope and plan projects to effectively develop and implement programs that provide development incentives, such as density bonuses, to developers that agree to include affordable housing in their development mix.

D.1.e. Evaluate and develop parking standards for inclusion in the Glenwood Riverfront Mixed-Use Plan District that: support Plan goals for housing that meet the needs of a range of households and supports multi-modal transportation choice; maximize efficient and economical use of the residential land supply; and provide sufficient parking to meet demand, in conjunction with an access system that provides balanced travel mode options.

D.2. Existing Housing Stock - Manufactured Home Parks.

D.2.a. Allow existing residential uses in manufactured home parks to continue under the pre-existing non-conforming use provisions of the Springfield Development Code.

D.2.b. Rely on State laws and regulations, while responding with applicable referrals to available services, to address the needs of individual manufactured home park tenants.

D.2.c. Consider providing financial assistance for mandated expenses of relocation or displacement of residents from potentially closed manufactured home parks through SEDA's tax increment-funded programs, as funding becomes available.

D.2.d. Explore the feasibility of partnering with a non-profit or for-profit entity to acquire land and develop a new manufactured home park in Springfield or other affordable housing opportunities for relocating potentially displaced manufactured home park residents.

D.3. Existing Housing Stock Single-Family Dwelling Units.

D.3.a. Allow existing residential uses to continue under the pre-existing non-conforming use provisions of the Springfield Development Code.

D.3.b. Continue existing programs designed to help improve the housing stock through Federal housing and community development programs and tax increment funded programs.

D.4. Economic Development - Commercial and Industrial Buildable Land Supply.

D.4.a. Prohibit land division of parcels greater than 20 acres that are designated Employment Mixed-Use, unless developed according to an approved Master Plan.

D.4.b. Prohibit land division of parcels greater than 1 acre that are designated Commercial Mixed-Use or Office Mixed-Use, unless developed according to an approved Master Plan.

D.5. Economic Development **-** Existing Businesses.

D.5.a. Provide financial incentives for renovation of current commercial and industrial uses compatible with this Plan's goals and objectives through SEDA's tax increment-funded programs, as funding becomes available.

D.5.b. Provide financial incentives to businesses for wastewater and other utility service improvements, as well as annexation, when applicable and as funding becomes available.

D.5.c. Enhance investment and re-investment in the community by supporting expansion of existing businesses that are suitable for and conform to the Glenwood Riverfront's long-term redevelopment and land use plans.

D.5.d. Provide creative financing approaches to facilitate large-scale infrastructure development, when applicable and as funding becomes available.

D.5.e. Consider providing financial incentives for relocation elsewhere in Springfield of existing businesses found to be in non-conformance with the Glenwood Riverfront's long-term redevelopment and land use plans through SEDA's tax increment-funded programs, as funding becomes available.

D.6. Economic Development - New Businesses.

D.6.a. Support and encourage development in appropriate areas, as identified in the Land Use & Built Form Chapter, to generate property tax revenue.

D.6.b. Maximize public investments in planned land uses to enhance the Glenwood Riverfront's long-term economic future.

D.6.c. Provide financial incentives to assist developers in solving critical problems and overcoming barriers to development as annexation occurs and funding becomes available.

D.6.d. Inform and guide property owners and developers through the development process by mitigating identified development constraints.

D.6.e. Encourage the expansion and development of value-added business to produce jobs that match the current and future labor force by considering wage levels, employment stability, and training and hiring opportunities for local workers, youth, and protected classes.

D.6.f. Leverage the community's resources to the maximum extent possible with private investment and, where appropriate, with other public funding sources, such as state and federal grants.

D.6.g. Provide supportive programs and incentives to demonstrate how development controls and design standards can be implemented, included in development projects, and built where such protections need to be stringent.

D.6.h. Link certain public improvements to adjust to the shifts from rural-like and separated industrial uses to urban mixed-use development.

D.6.i. Ensure orderly sequencing of development through incentives to: maximize use of existing and anticipated investments in public resources and facilities; leverage private investments to the maximum extent practicable; and minimize, mitigate, or offset potential negative impacts on new investments, neighborhoods, parks, and other uses.

D.6.j. Provide suitable assistance in areas for growth, development, and redevelopment to increase employment opportunities for the local labor force at all wage levels, but especially for wage levels that allow individuals to support themselves and their households.

D.6.k. Provide creative financing approaches to facilitate large scale infrastructure development, when applicable and as funding becomes available.

E. Public Facilities and Services Chapter.

E.1. Wastewater Facilities and Services - Private Wastewater System.

E.1.a. Allow the use of on-site wastewater systems in unincorporated areas of the Glenwood Riverfront to continue and/or expand as may be permitted in the Oregon Administrative Rules, Springfield Development Code and Springfield Municipal Code, unless a health hazard is declared as specified in Oregon Revised Statutes.

E.1.b. Collaborate with property owners to eventually eliminate on-site wastewater systems as properties are annexed to Springfield.

E.2. Wastewater Facilities and Services - Public Wastewater System.

E.2.a. Provide wastewater service in response to a demand for increased urban levels of development and adopted Capital Improvement Plan (CIP) priorities.

E.2.a.1. Evaluate and monitor the capacity of the Glenwood Pump Station to determine if additional pumps are necessary, and if so, place the project on the CIP.

E.2.a.2. Either upgrade or decommission the Nugget Way Pump Station, as funding becomes available.

E.2.a.3. Complete the extension of the Glenwood Trunk Sewer, as funding becomes available.

E.3. Wastewater Facilities and Services **-** Water Reuse and Decentralized Design.

E.3.a. Explore opportunities to support the implementation of water reuse practices including, but not limited to: rainwater; stormwater; graywater; blackwater; and recycled water, as properties redevelop and develop.

E.3.b. Collaborate with the Metropolitan Wastewater Management Commission (MWMC) to implement planned water recycling projects, as properties redevelop and develop.

E.4. Stormwater Facilities and Services - Private Stormwater Management Systems.

E.4.a. To the extent practicable, amend the Springfield Development Code and the Springfield Engineering Design Standards and Procedures Manual to facilitate the use of LID techniques to achieve stormwater quality and optimal capacity management.

E.4.b. Allow the use of mechanical stormwater treatment, where necessary.

E.4.c. Allow the use of public infrastructure (if available for overflow capacity) where necessary.

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.

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.

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.

E.8. Water Facilities and Services System Capacity.

E.8.a. Provide water service either directly or by contract.

E.8.a.1. Continue to contract with the Eugene Water and Electric Board (EWEB) for the use of their transmission pipeline to provide a looped water system in south Glenwood until both utilities agree upon an alternative.

E.8.a.2. Continue to contract with the Glenwood Water District (GWD) to provide water service to customers in the unincorporated portions of Glenwood until the GWD is dissolved.

E.8.a.3. Monitor development in Glenwood and establish a plan for the construction of additional water mains.

E.8.b. Determine the appropriate timing for dissolution of the GWD.

E.8.b.1. Address the provision of fire protection service to unincorporated Glenwood prior to the dissolution of the GWD.

E.8.b.2. Ensure that the GWD notifies Springfield and SUB well in advance of the dissolution of the GWD to facilitate orderly transition.

E.9. Water Facilities and Services **-** Utility Placement and Adverse Visual and Walkability Impacts

E.9.a. Coordinate with SUB to develop criteria for locating and obscuring water 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.9.b. Consider views, visual pollution, and pedestrian mobility in locating and obscuring water meters, backflow prevention devices, and other above-grade water apparatus.

E.9.b.1. Locate or relocate water lines in coordination with proposed streets, driveways, accessways, and paths.

E.9.b.2. Coordinate the routing or re-routing of service lines and above-grade water apparatus with private developers to minimize potential detrimental effects on the layout of new development/redevelopment.

E.9.b.3. Locate above-grade water apparatus including, but not limited to water meters and backflow prevention devices, 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.10. Police Facilities and Services - System Capacity.

E.10.a. Make Springfield Police services available for those properties within the city limits.

E.10.a.1. Offer services as specified in Springfield's Long Range Plan for Police Services.

E.10.b. Continue to rely on Lane County Sheriff and Oregon State Police services available for those properties outside of the city limits until annexation to Springfield occurs.

E.11. Fire and Emergency Medical Facilities and Services - System Capacity.

E.11.a. Make Springfield fire and emergency medical services available for properties within the city limits.

E.11.a.1. Consider the impact of a merger between Springfield's Department of Fire and Life Safety and Eugene's Department of Fire and Emergency Services when evaluating emergency response capability in the Glenwood Riverfront, even after annexation to the City.

E.11.b. Consider siting a new fire station in the southwest corner of Subarea C in the event a merger of the Springfield and Eugene fire departments occurs.

E.11.c. Consider the relocation of Springfield Fire Station #4 closer to the Pioneer Parkway/Main Street intersection to better balance overall system response time and equipment capabilities for West Springfield and East Glenwood.

E.11.d. Continue to make fire and emergency medical services available in unincorporated areas under contract with the Glenwood Water District.

E.11.d.1. Address the provision of fire protection service to unincorporated areas prior to the dissolution of the Glenwood Water District.

E.12. School Facilities and Services - System Capacity.

E.12.a. Make public education services available to students in either District 4J or District 19 according to existing school district service boundaries.

E.12.a.1. Encourage Districts 4J and 19 to continue discussions on the transfer of school boundaries, as appropriate.

F. Urban Transition and Annexation Chapter.

F.1. Annexation Process.

F.1.a. Continue recognizing existing public agency service agreements on land outside of the city limits until annexation occurs.

F.1.b. Provide for annexation of urbanizable land to occur in a manner consistent with State law and the Metro Plan, as well as City annexation policies and procedures.

F.1.c. Provide for annexation on a voluntary basis, except when health and safety concerns trigger the need for mandatory annexation, consistent with State law.

G. Historic and Cultural Resources Chapter.

G.1. Historic and Cultural Resources.

G.1.a. Collaborate with the Springfield Historic Commission to complete an historic context statement for Glenwood to: provide an understanding of the trends

and events that influenced the development of the area; and to provide a better context for evaluating the significance of Glenwood's potential historic resources, as funding becomes available.

G.1.b. Collaborate with the Springfield Historic Commission to identify potential projects and themes to memorialize significant historic structures, sites, events, and/or people in Glenwood in the design of public art and public spaces in the Glenwood Riverfront, upon completion of an historic context statement for Glenwood.

G.1.c. Collaborate with the Springfield Historic Commission to continue the survey and inventory process for potentially historic resources and identify significant historic resources, as funding becomes available.

G.1.d. Support efforts of the Springfield Historic Commission and property owners in seeking local and/or national landmark designation for significant historic resources.

G.1.e. Require sufficient consideration and documentation by property owners of identified potentially significant historic resources so that future development, redevelopment, and/or demolitions fully address the identified resources, either through on-site preservation, off-site preservation, or through archival documentation of the resource.

G.1.e.1. Develop Glenwood Riverfront Mixed-Use Plan District standards specifying documentation requirements for: 3007 Franklin Boulevard; 3600 Franklin Boulevard; 3698 Franklin Boulevard; 3787 Franklin Boulevard; 3998 Franklin Boulevard; 4206 Franklin Boulevard; 295 N. Brooklyn Street; 1475 S. Brooklyn Street; and any future identified potentially significant historic resources.

G.1.f. Continue to regulate the preservation, management, and restoration of historic resources that are added to the City's Historic Landmark Inventory through the Springfield Development Code's Historic Overlay District.

G.1.g. Coordinate with the State Historic Preservation Office to develop a probability model that depicts the location of areas with a high probability of archaeological sites and/or buried human remains, as funding becomes available.

G.1.h. Encourage developers to conduct an archaeological survey to determine whether objects of cultural or archaeological significance exist prior to excavation of land in areas with a high probability of archaeological sites and/or buried human remains, as development or redevelopment occurs.

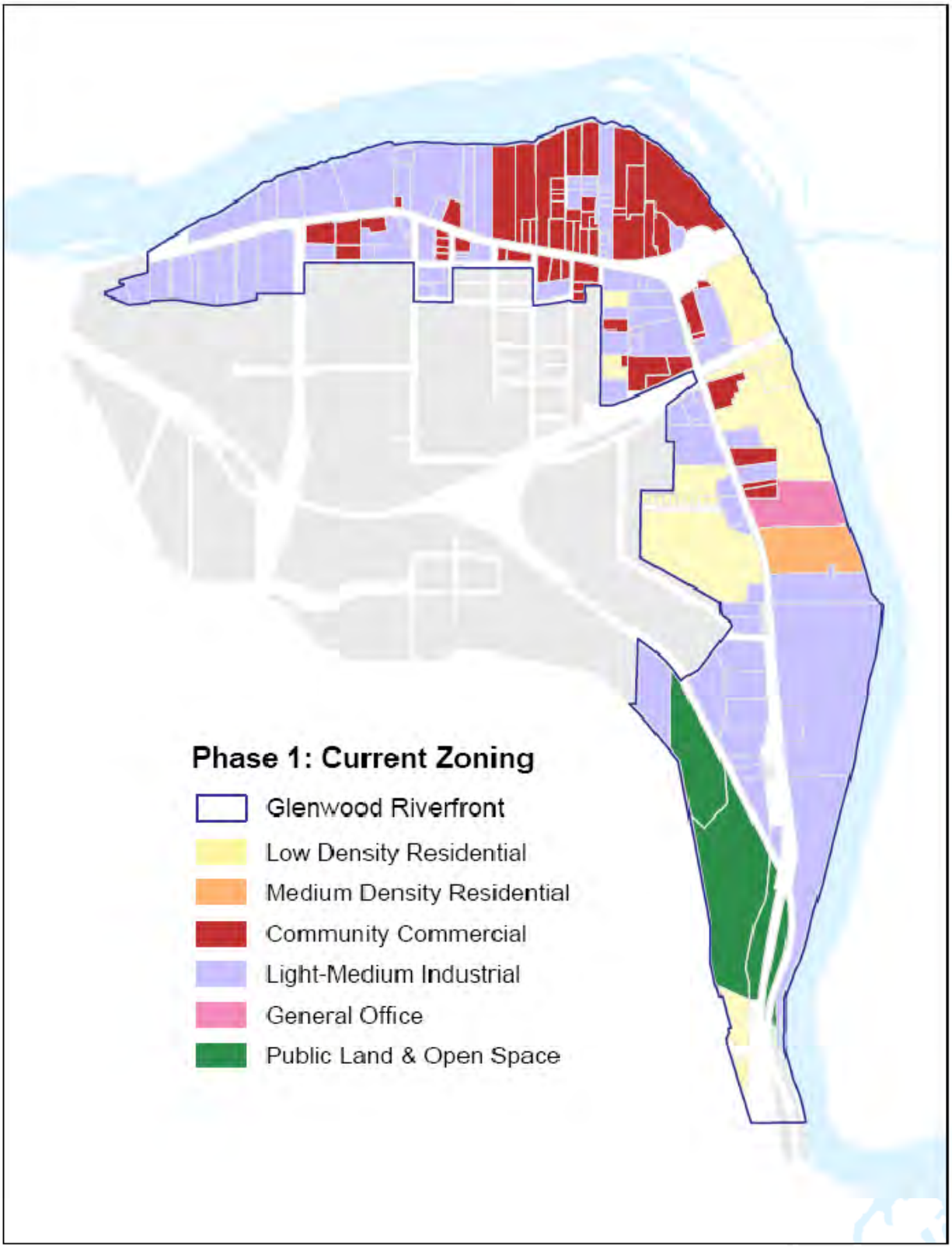
G.1.i. Support efforts of the Springfield Historic Commission to restore, preserve, or memorialize sites, objects, or areas of cultural or archaeological significance.

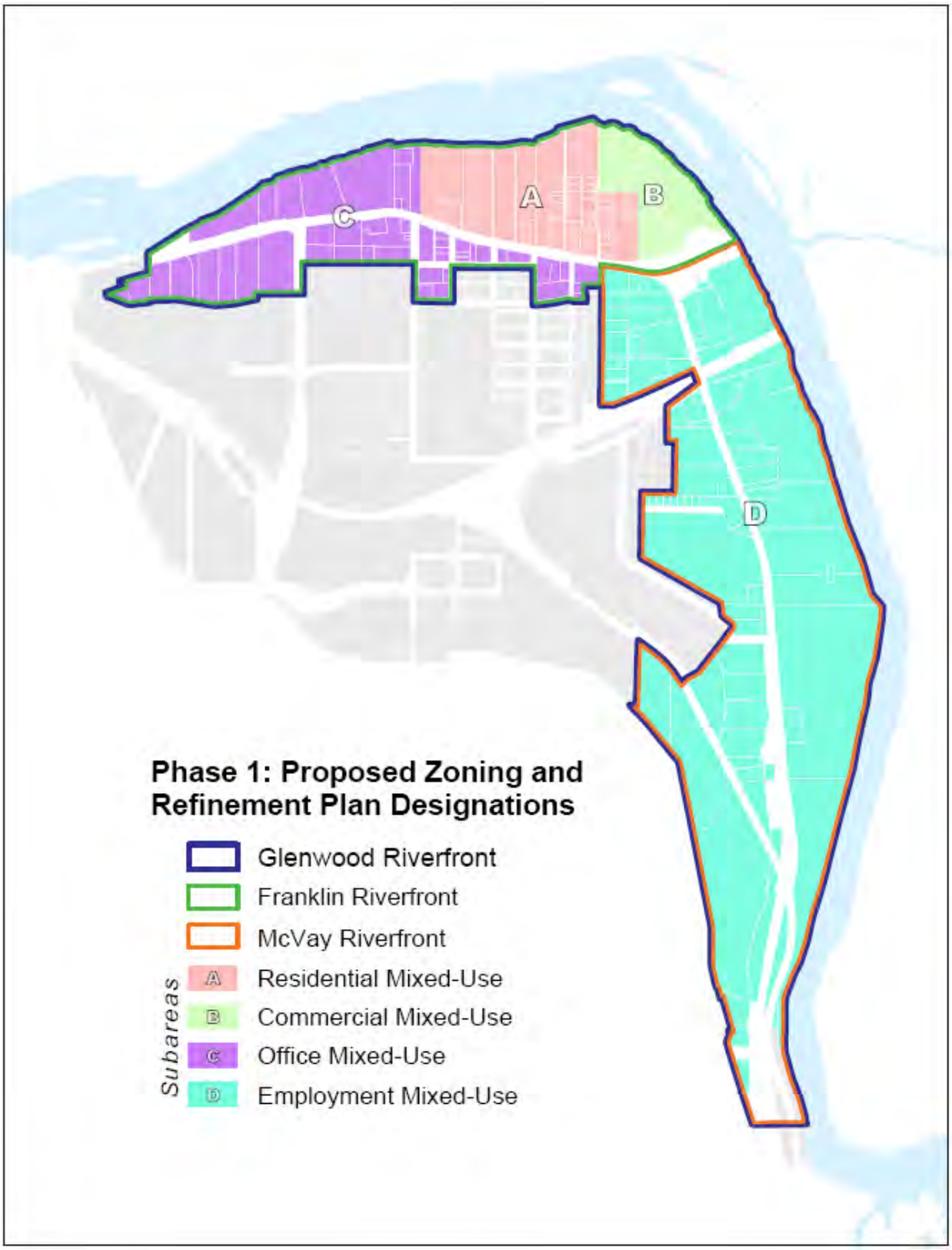
EXHIBIT E
ZONING MAP AMENDMENT

REZONING 41.28 ACRES FROM LOW DENSITY RESIDENTIAL, 7.04 ACRES FROM MEDIUM DENSITY RESIDENTIAL, 49.50 ACRES FROM COMMUNITY COMMERCIAL, 5.97 ACRES FROM GENERAL OFFICE, 135.54 ACRES FROM LIGHT MEDIUM INDUSTRIAL, AND 27.96 ACRES FROM PARKS AND OPEN SPACE TO 33.26 ACRES OF RESIDENTIAL MIXED-USE, TO 14.58 ACRES OF COMMERCIAL MIXED-USE, TO 46.33 ACRES OF OFFICE MIXED-USE, AND TO 173.11 ACRES OF EMPLOYMENT MIXED-USE ON LAND LOCATED IN GLENWOOD PHASE 1.

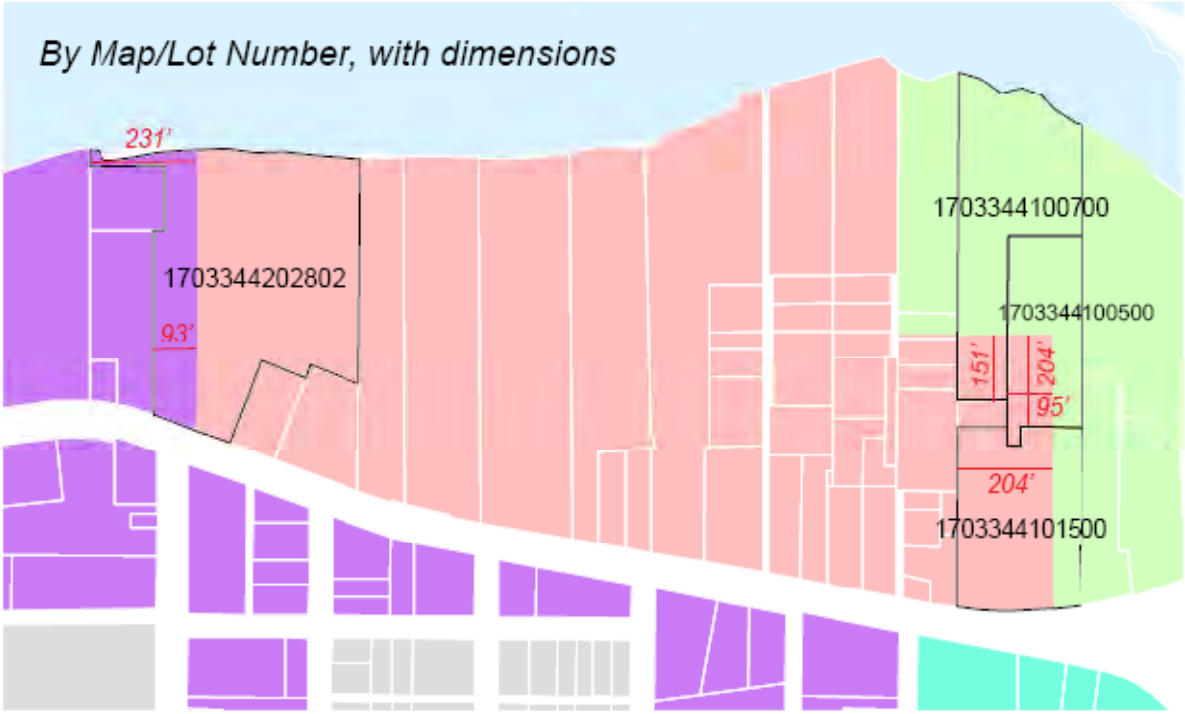
Existing and Proposed Zoning Districts

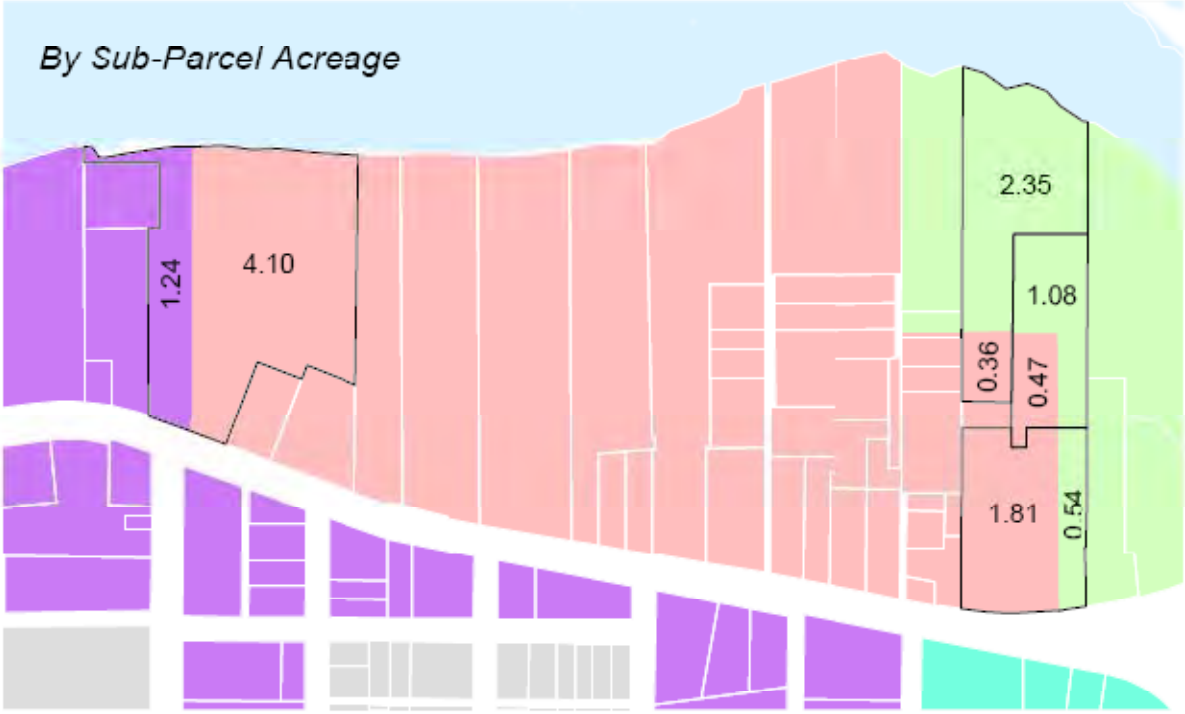
	Acres	
Zoning District	Existing	Proposed
Low Density Residential	41.28	0.00
Medium Density Residential	7.04	0.00
Community Commercial	49.50	0.00
General Office	5.97	0.00
Light Medium Industrial	135.54	0.00
Parks and Open Space	27.96	0.00
Residential Mixed-Use	0.00	33.26
Commercial Mixed-Use	0.00	14.58
Office Mixed-Use	0.00	46.33
Employment Mixed-Use	0.00	173.11
Total	267.28	267.28


Phase 1: Current Zoning
Glenwood Riverfront
Low Density Residential
Medium Density Residential
Community Commercial
Light-Medium Industrial
General Office
Public Land & Open Space


A
B
C
D
Phase 1: Proposed Zoning and Refinement Plan Designations
Glenwood Riverfront
Franklin Riverfront
McVay Riverfront
Subareas
A Residential Mixed-Use
B Commercial Mixed-Use
C Office Mixed-Use
D Employment Mixed-Use

Split Zoning/GRP Designation Tax Lots





MAPLOT#	PROPOSED SUBAREA	EXISTING ZONING	PROPOSED ZONING	ACRES	CITY/UGB (10/18/11)
1703344100500	A	Community Commercial	Residential Mixed Use	0.48	UGB
1703344100700	A	Community Commercial	Residential Mixed Use	0.37	UGB
1703344101300	A	Community Commercial	Residential Mixed Use	0.14	UGB
1703344101500	A	Community Commercial	Residential Mixed Use	1.81	UGB
1703344200100	A	Community Commercial	Residential Mixed Use	1.49	UGB
1703344200500	A	Community Commercial	Residential Mixed Use	0.34	UGB
1703344200501	A	Community Commercial	Residential Mixed Use	0.14	UGB
1703344200502	A	Community Commercial	Residential Mixed Use	0.01	UGB
1703344200504	A	Community Commercial	Residential Mixed Use	0.27	UGB
1703344200600	A	Community Commercial	Residential Mixed Use	0.38	UGB
1703344200700	A	Community Commercial	Residential Mixed Use	0.40	UGB
1703344200800	A	Community Commercial	Residential Mixed Use	0.35	UGB
1703344200900	A	Community Commercial	Residential Mixed Use	0.42	UGB
1703344201000	A	Community Commercial	Residential Mixed Use	0.33	UGB
1703344201500	A	Community Commercial	Residential Mixed Use	1.36	UGB
1703344201600	A	Community Commercial	Residential Mixed Use	3.64	UGB
1703344201700	A	Community Commercial	Residential Mixed Use	0.26	UGB
1703344201800	A	Community Commercial	Residential Mixed Use	0.11	UGB
1703344201900	A	Community Commercial	Residential Mixed Use	0.16	UGB
1703344202000	A	Community Commercial	Residential Mixed Use	0.39	UGB
1703344202100	A	Community Commercial	Residential Mixed Use	0.73	UGB
1703344202200	A	Community Commercial	Residential Mixed Use	0.27	UGB
1703344202300	A	Community Commercial	Residential Mixed Use	0.27	UGB
1703344202400	A	Community Commercial	Residential Mixed Use	2.79	UGB
1703344202500	A	Community Commercial	Residential Mixed Use	3.55	UGB
1703344202900	A	Community Commercial	Residential Mixed Use	0.75	UGB
1703344100900	A	Light Medium Industrial	Residential Mixed Use	0.18	UGB
1703344101000	A	Light Medium Industrial	Commercial Mixed Use	0.05	UGB
1703344101100	A	Light Medium Industrial	Residential Mixed Use	0.15	UGB
1703344101400	A	Light Medium Industrial	Residential Mixed Use	0.64	UGB
1703344101700	A	Light Medium Industrial	Residential Mixed Use	0.07	UGB
1703344101800	A	Light Medium Industrial	Residential Mixed Use	0.07	UGB
1703344101900	A	Light Medium Industrial	Residential Mixed Use	0.14	UGB

MAPLOT#	PROPOSED SUBAREA	EXISTING ZONING	PROPOSED ZONING	ACRES	CITY/UGB (10/18/11)
1703344102000	A	Light Medium Industrial	Residential Mixed Use	0.28	UGB
1703344102100	A	Light Medium Industrial	Residential Mixed Use	0.07	UGB
1703344200200	A	Light Medium Industrial	Residential Mixed Use	0.18	UGB
1703344200300	A	Light Medium Industrial	Residential Mixed Use	0.18	UGB
1703344200400	A	Light Medium Industrial	Residential Mixed Use	0.18	UGB
1703344200503	A	Light Medium Industrial	Residential Mixed Use	0.13	UGB
1703344201200	A	Light Medium Industrial	Residential Mixed Use	0.47	UGB
1703344201300	A	Light Medium Industrial	Residential Mixed Use	0.18	UGB
1703344201400	A	Light Medium Industrial	Residential Mixed Use	0.18	UGB
1703344202600	A	Light Medium Industrial	Residential Mixed Use	2.84	UGB
1703344202700	A	Light Medium Industrial	Residential Mixed Use	1.61	UGB
1703344202800	A	Light Medium Industrial	Residential Mixed Use	0.43	UGB
1703344202802	A	Light Medium Industrial	Residential Mixed Use	4.10	UGB
1703344100100	B	Community Commercial	Commercial Mixed Use	6.41	UGB
1703344100300	B	Community Commercial	Commercial Mixed Use	1.04	UGB
1703344100400	B	Community Commercial	Commercial Mixed Use	0.95	UGB
1703344100500	B	Community Commercial	Commercial Mixed Use	1.07	UGB
1703344100700	B	Community Commercial	Commercial Mixed Use	2.34	UGB
1703344101500	B	Community Commercial	Commercial Mixed Use	0.54	UGB
1703344100200	B	Light Medium Industrial	Commercial Mixed Use	0.55	UGB
1703344100800	B	Light Medium Industrial	Commercial Mixed Use	1.51	UGB
1703344101000	B	Light Medium Industrial	Commercial Mixed Use	0.12	UGB
1703343100200	C	Community Commercial	Office Mixed Use	0.12	UGB
1703343100701	C	Community Commercial	Office Mixed Use	0.57	UGB
1703343100900	C	Community Commercial	Office Mixed Use	1.05	City
1703343200200	C	Community Commercial	Office Mixed Use	0.98	City
1703343400201	C	Community Commercial	Office Mixed Use	0.65	City
1703344300100	C	Community Commercial	Office Mixed Use	0.78	UGB
1703344300200	C	Community Commercial	Office Mixed Use	0.26	UGB
1703344300500	C	Community Commercial	Office Mixed Use	0.17	UGB
1703344309100	C	Community Commercial	Office Mixed Use	0.30	UGB
1703344309200	C	Community Commercial	Office Mixed Use	0.37	UGB
1703344309300	C	Community Commercial	Office Mixed Use	0.59	UGB

MAPLOT#	PROPOSED SUBAREA	EXISTING ZONING	PROPOSED ZONING	ACRES	CITY/UGB (10/18/11)
1703344310600	C	Community Commercial	Office Mixed Use	0.44	UGB
1703344310700	C	Community Commercial	Office Mixed Use	0.22	UGB
1703344311200	C	Community Commercial	Office Mixed Use	0.33	UGB
1703344311300	C	Community Commercial	Office Mixed Use	0.15	UGB
1703344311400	C	Community Commercial	Office Mixed Use	0.22	UGB
1703344311500	C	Community Commercial	Office Mixed Use	0.15	UGB
1703344311600	C	Community Commercial	Office Mixed Use	0.19	UGB
1703334400100	C	Light Medium Industrial	Office Mixed Use	0.94	City
1703334400200	C	Light Medium Industrial	Office Mixed Use	0.41	City
1703343100100	C	Light Medium Industrial	Office Mixed Use	1.07	UGB
1703343100300	C	Light Medium Industrial	Office Mixed Use	0.26	UGB
1703343100400	C	Light Medium Industrial	Office Mixed Use	0.04	UGB
1703343100700	C	Light Medium Industrial	Office Mixed Use	1.44	UGB
1703343101000	C	Light Medium Industrial	Office Mixed Use	5.28	UGB
1703343101100	C	Light Medium Industrial	Office Mixed Use	3.12	UGB
1703343101200	C	Light Medium Industrial	Office Mixed Use	0.51	UGB
1703343200100	C	Light Medium Industrial	Office Mixed Use	1.09	UGB
1703343200101	C	Light Medium Industrial	Office Mixed Use	1.87	UGB
1703343200300	C	Light Medium Industrial	Office Mixed Use	3.68	UGB
1703343200400	C	Light Medium Industrial	Office Mixed Use	2.56	UGB
1703343200600	C	Light Medium Industrial	Office Mixed Use	0.80	City
1703343300100	C	Light Medium Industrial	Office Mixed Use	2.34	UGB
1703343300200	C	Light Medium Industrial	Office Mixed Use	1.73	City
1703343300300	C	Light Medium Industrial	Office Mixed Use	1.73	City
1703343300400	C	Light Medium Industrial	Office Mixed Use	0.58	City
1703343300500	C	Light Medium Industrial	Office Mixed Use	1.53	City
1703343300700	C	Light Medium Industrial	Office Mixed Use	1.30	UGB
1703343400100	C	Light Medium Industrial	Office Mixed Use	0.85	UGB
1703343400200	C	Light Medium Industrial	Office Mixed Use	0.30	UGB
1703344202802	C	Light Medium Industrial	Office Mixed Use	1.24	UGB
1703344309000	C	Light Medium Industrial	Office Mixed Use	0.90	UGB
1703344310800	C	Light Medium Industrial	Office Mixed Use	0.44	UGB
1703344310900	C	Light Medium Industrial	Office Mixed Use	0.19	UGB

MAPLOT#	PROPOSED SUBAREA	EXISTING ZONING	PROPOSED ZONING	ACRES	CITY/UGB (10/18/11)
1703344311000	C	Light Medium Industrial	Office Mixed Use	0.12	UGB
1703344311100	C	Light Medium Industrial	Office Mixed Use	0.12	UGB
1703344311700	C	Light Medium Industrial	Office Mixed Use	0.86	UGB
1703344311900	C	Light Medium Industrial	Office Mixed Use	0.61	UGB
1703344312000	C	Light Medium Industrial	Office Mixed Use	0.49	UGB
1703344312100	C	Light Medium Industrial	Office Mixed Use	0.28	UGB
1703344312200	C	Light Medium Industrial	Office Mixed Use	0.15	UGB
1703344400300	D	Community Commercial	Employment Mixed Use	1.50	City
1703344400400	D	Community Commercial	Employment Mixed Use	0.18	UGB
1703344400600	D	Community Commercial	Employment Mixed Use	0.14	UGB
1703344400700	D	Community Commercial	Employment Mixed Use	1.00	UGB
1703344401500	D	Community Commercial	Employment Mixed Use	1.01	UGB
1703344401600	D	Community Commercial	Employment Mixed Use	1.78	UGB
1703344402400	D	Community Commercial	Employment Mixed Use	0.12	UGB
1703344402800	D	Community Commercial	Employment Mixed Use	0.50	UGB
1803031101500	D	Community Commercial	Employment Mixed Use	1.25	UGB
1803031101700	D	Community Commercial	Employment Mixed Use	0.34	UGB
1803031101800	D	Community Commercial	Employment Mixed Use	0.62	UGB
1803022002800	D	General Office	Employment Mixed Use	5.97	UGB
1703344400101	D	Light Medium Industrial	Employment Mixed Use	0.86	UGB
1703344400500	D	Light Medium Industrial	Employment Mixed Use	2.35	UGB
1703344400800	D	Light Medium Industrial	Employment Mixed Use	0.37	UGB
1703344400900	D	Light Medium Industrial	Employment Mixed Use	0.24	UGB
1703344401000	D	Light Medium Industrial	Employment Mixed Use	0.35	UGB
1703344401100	D	Light Medium Industrial	Employment Mixed Use	1.20	UGB
1703344401200	D	Light Medium Industrial	Employment Mixed Use	1.32	UGB
1703344401300	D	Light Medium Industrial	Employment Mixed Use	0.14	UGB
1703344401400	D	Light Medium Industrial	Employment Mixed Use	0.37	UGB
1703344401401	D	Light Medium Industrial	Employment Mixed Use	0.11	UGB
1703344401402	D	Light Medium Industrial	Employment Mixed Use	2.55	UGB
1703344401700	D	Light Medium Industrial	Employment Mixed Use	0.17	UGB
1703344401800	D	Light Medium Industrial	Employment Mixed Use	0.78	UGB
1703344401900	D	Light Medium Industrial	Employment Mixed Use	0.21	UGB

MAPLOT#	PROPOSED SUBAREA	EXISTING ZONING	PROPOSED ZONING	ACRES	CITY/UGB (10/18/11)
1703344402200	D	Light Medium Industrial	Employment Mixed Use	0.06	UGB
1703344402201	D	Light Medium Industrial	Employment Mixed Use	0.88	UGB
1703344402600	D	Light Medium Industrial	Employment Mixed Use	1.00	UGB
1703344402900	D	Light Medium Industrial	Employment Mixed Use	0.50	UGB
1703344403100	D	Light Medium Industrial	Employment Mixed Use	0.94	UGB
1703344403200	D	Light Medium Industrial	Employment Mixed Use	0.04	UGB
1703344403300	D	Light Medium Industrial	Employment Mixed Use	0.66	City
1803022003000	D	Light Medium Industrial	Employment Mixed Use	0.16	City
1803022003100	D	Light Medium Industrial	Employment Mixed Use	4.95	City
1803022003200	D	Light Medium Industrial	Employment Mixed Use	23.72	City
1803022003300	D	Light Medium Industrial	Employment Mixed Use	1.13	City
1803023203800	D	Light Medium Industrial	Employment Mixed Use	10.04	City
1803031100200	D	Light Medium Industrial	Employment Mixed Use	1.12	UGB
1803031101401	D	Light Medium Industrial	Employment Mixed Use	3.08	City
1803031101600	D	Light Medium Industrial	Employment Mixed Use	1.16	UGB
1803031101900	D	Light Medium Industrial	Employment Mixed Use	0.49	UGB
1803031103200	D	Light Medium Industrial	Employment Mixed Use	0.95	UGB
1803031103300	D	Light Medium Industrial	Employment Mixed Use	0.27	UGB
1803031103400	D	Light Medium Industrial	Employment Mixed Use	0.54	UGB
1803031400200	D	Light Medium Industrial	Employment Mixed Use	2.88	City
1803031400500	D	Light Medium Industrial	Employment Mixed Use	2.20	City
1803031400700	D	Light Medium Industrial	Employment Mixed Use	1.96	City
1803031400800	D	Light Medium Industrial	Employment Mixed Use	2.00	City
1803031400900	D	Light Medium Industrial	Employment Mixed Use	1.99	City
1803031401000	D	Light Medium Industrial	Employment Mixed Use	3.91	UGB
1803031402000	D	Light Medium Industrial	Employment Mixed Use	0.98	City
1803031402001	D	Light Medium Industrial	Employment Mixed Use	0.79	City
1803034000200	D	Light Medium Industrial	Employment Mixed Use	0.58	City
1803034000400	D	Light Medium Industrial	Employment Mixed Use	0.63	City
1803034000500	D	Light Medium Industrial	Employment Mixed Use	1.32	City
1803034000600	D	Light Medium Industrial	Employment Mixed Use	0.48	UGB
1703344400100	D	Low Density Residential	Employment Mixed Use	5.98	UGB
1703344400102	D	Low Density Residential	Employment Mixed Use	1.89	UGB

MAPLOT#	PROPOSED SUBAREA	EXISTING ZONING	PROPOSED ZONING	ACRES	CITY/UGB (10/18/11)
1703344400200	D	Low Density Residential	Employment Mixed Use	1.57	UGB
1703344400301	D	Low Density Residential	Employment Mixed Use	10.86	City
1703344402300	D	Low Density Residential	Employment Mixed Use	0.47	UGB
1703344402500	D	Low Density Residential	Employment Mixed Use	0.37	UGB
1703344403000	D	Low Density Residential	Employment Mixed Use	0.65	UGB
1803031102100	D	Low Density Residential	Employment Mixed Use	2.35	UGB
1803031102200	D	Low Density Residential	Employment Mixed Use	0.13	UGB
1803031102300	D	Low Density Residential	Employment Mixed Use	0.13	UGB
1803031102400	D	Low Density Residential	Employment Mixed Use	0.13	UGB
1803031102500	D	Low Density Residential	Employment Mixed Use	0.13	UGB
1803031102600	D	Low Density Residential	Employment Mixed Use	0.13	UGB
1803031102700	D	Low Density Residential	Employment Mixed Use	0.13	UGB
1803031102800	D	Low Density Residential	Employment Mixed Use	0.13	UGB
1803031102900	D	Low Density Residential	Employment Mixed Use	0.13	UGB
1803031103000	D	Low Density Residential	Employment Mixed Use	0.14	UGB
1803031103001	D	Low Density Residential	Employment Mixed Use	0.24	UGB
1803031103500	D	Low Density Residential	Employment Mixed Use	13.18	UGB
1803034000800	D	Low Density Residential	Employment Mixed Use	1.10	UGB
1803034000900	D	Low Density Residential	Employment Mixed Use	0.71	UGB
1803101000200	D	Low Density Residential	Employment Mixed Use	0.71	UGB
1803022002900	D	Medium Density Residential	Employment Mixed Use	7.04	UGB
1803023305100	D	Public Land and Open Space	Employment Mixed Use	4.28	UGB
1803034000300	D	Public Land and Open Space	Employment Mixed Use	7.74	UGB
1803034000700	D	Public Land and Open Space	Employment Mixed Use	15.94	UGB
				267.28	

BEFORE THE BOARD OF COUNTY COMMISSIONERS OF LANE COUNTY, OREGON

ORDINANCE No. PA 1288 **(IN THE MATTER OF AMENDING THE (EUGENE-SPRINGFIELD METROPOLITAN AREA (GENERAL PLAN DIAGRAM, THE GLENWOOD (REFINEMENT PLAN DIAGRAM AND TEXT, THE (SPRINGFIELD ZONING MAP, AND ADOPTING (A SEVERABILITY CLAUSE.**

WHEREAS, the Springfield City Council, on February 25, 2008, directed staff to proceed with a project to update the Glenwood Refinement Plan (GRP) in phases and these amendments, as set forth in Exhibits B, C, D, and E, are part of "Glenwood Phase 1"; and

WHEREAS, the public record contains complete documentation of Glenwood Phase 1 (Springfield file numbers - LRP 2008-0017, TYP411-00006, TYP411-00005, TYP411-00007 and TYP311- 00001) which is incorporated into the record for this proceeding by reference; and

WHEREAS, on October 18, 2011, the Springfield and Lane County Planning Commissions jointly held a work session and conducted a public hearing regarding Glenwood Phase 1 and the hearing was continued to December 20, 2011; and

WHEREAS, on December 20, 2011, during the joint Springfield and Lane County Planning Commission public hearing continued from October 18, 2011, the criteria of approval, findings and recommendations as set forth in Exhibit A, together with the testimony and submittals of those persons testifying at the public hearing or in writing that generated 30 text modifications have been considered and are part of the public record, and the Springfield Planning Commission voted 5 to 0, with one absent and one open position to recommend adoption of Glenwood Phase 1 as modified to the Springfield City Council and the Lane County Planning Commission voted 6 to 0, with 2 absent to recommend adoption of Glenwood Phase 1 as modified to the Lane County Board of Commissioners; and

WHEREAS, on January 23, 2012, the Springfield City Council and the Lane County Board of Commissioners jointly conducted a work session to discuss Glenwood Phase 1; and

WHEREAS, on April 2, 2012, the Springfield City Council and the Lane County Board of Commissioners jointly conducted a public hearing to hear staff responses to questions raised during the January 23, 2012, work session and to consider Glenwood Phase 1 and substantial evidence exists within the public record, together with the testimony and submittals of those persons testifying at the public hearing or in writing that has been considered and are part of the public record; and

WHEREAS, the Lane County Board of Commissioners is now ready to take action on Glenwood Phase 1 based upon the above recommendation and the evidence and testimony already in the record as well as the evidence and testimony presented at the joint public hearing.

NOW THEREFORE, the Board of County Commissioners of Lane County Ordains as follows:

SECTION 1: The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) Plan Diagram Map is hereby amended by redesignating 16.96 acres from Low Density Residential, 2.67 acres from Commercial, 29.13 acres from Commercial/Industrial/Multi-Family Residential Mixed-Use, 44.38 acres from Commercial/Industrial Mixed-Use, 87.73 acres from Light Medium Industrial, 34.39 acres

from Parks and Open Space, and 52.02 acres from Mixed Use/Nodal to 144.28 acres of Mixed-Use and to 122.99 acres of Mixed-Use/Nodal on land located in Glenwood Phase 1, as set forth in Exhibit B attached and incorporated here by this reference.

SECTION 2: The Glenwood Refinement Plan Diagram is hereby amended by re-designating 16.96 acres from Low Density Residential, 2.67 acres from Commercial, 29.13 acres from Commercial/Industrial/Multi-Family Residential Mixed-Use, 44.38 acres from Commercial/Industrial Mixed-Use, 87.73 acres from Light Medium Industrial and 34.39 acres from Parks and Open Space to 33.26 acres of Residential Mixed-Use, 14.58 acres of Commercial Mixed-Use, 46.33 acres of Office Mixed-Use, and 173.11 acres of Employment Mixed-Use in Glenwood Phase 1; and the Glenwood Refinement Plan text is hereby amended by deleting descriptive text, development policies and implementation strategies in portions of Subarea 5, and all of Subareas 6, 7, 8, 9 and 10 and adding descriptive text, development policies and implementation strategies for Glenwood Phase 1, as set forth in Exhibit C attached and incorporated here by this reference. Those portions of the Glenwood Refinement Plan 1999 that are outside of the boundary of Glenwood Phase 1 will remain in effect until such time as Glenwood Phase 2 is approved by both Springfield and Lane County.

SECTION 3: The Springfield Zoning Map is hereby amended by rezoning 41.28 acres from Low Density Residential, 7.04 acres from Medium Density Residential, 49.50 acres from Community Commercial, 5.97 acres from General Office, 135.54 acres from Light Medium Industrial, and 27.96 acres from Parks and Open Space to 33.26 acres of Residential Mixed-Use, to 14.58 acres of Commercial Mixed-Use, 46.33 acres of Office Mixed-Use, and 173.11 acres of Employment Mixed- Use on land located in Glenwood Phase 1, as set forth in Exhibit E attached and incorporated here by this reference.

SECTION 4: Severability Clause. If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct and individual provision and such holding shall not affect the validity of the remaining portions of this Ordinance.

Although not part of this ordinance, the findings included in the recitals above and the findings set forth in Exhibit A and incorporated herein are hereby adopted by the Board in support of this action.

ENACTED this 5th day of September 2012.

Chair, Lane County Board of County Commissioners

Recording Secretary for this Meeting of the Board

APPROVED AS TO FORM

Date 3-7-2012 Lane County

OFFICE OF LEGAL COUNSEL

IN THE BOARD OF COUNTY COMMISSIONERS OF LANE COUNTY, OREGON

ORDINANCE NO. 3-12

IN THE MATTER OF AMENDING CHAPTER 10 OF LANE CODE TO ADOPT AMENDMENTS TO THE SPRINGFIELD DEVELOPMENT REGULATIONS FOR APPLICATION TO URBANIZABLE LANDS WITHIN THE SPRINGFIELD URBAN GROWTH AREA (LC 10.600-15) AND ADOPTING SAVINGS AND SEVERABILITY CLAUSES

WHEREAS, Lane County Ordinance No. PA 1288 co-adopts the amendments to the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) and Glenwood Refinement Plan diagrams for application within the Springfield Urban Growth Area as part of the Glenwood Phase 1 update; and

WHEREAS, amendments to the Springfield Development Code to implement the Glenwood Phase 1 amendments were developed through a citizen involvement process in conjunction with the Metro Plan and Glenwood Refinement Plan amendments; and

WHEREAS, on October 18 and December 20, 2011, the Springfield Planning Commission and Lane County Planning Commission jointly held public hearings and after further deliberation, both recommended approval of Springfield Development Code to implement Glenwood Phase 1; and

WHEREAS, on April 2, 2012, the Springfield City Council and the Board of County Commissioners held a joint hearing on the Springfield Development Code amendments to implement Glenwood Phase 1, including the proposed changes for the urbanizable lands within the Springfield Urban Growth Area; and

WHEREAS, the Board of County Commissioners has conducted a public hearing, reviewed the record, and is ready to take action.

NOW, THEREFORE, the Board of County Commissioners of Lane County **ORDAINS** as follows:

Section 1. The provisions of the Springfield Development Code, as adopted by Lane County Ordinance No. 16-86 and amended by Lane County Ordinance Nos. 5-89, 18-90, 9-91, 13-91, 14-92, 5-93, 13-94, 3-97, 7-99, 10-00, 13-04, 2-05, 2-06, 16-07, 4-09, and 7-11, are hereby further amended by deleting Sections 3.4-200 through 3.4-270, Glenwood Riverfront Plan District and adding Sections 3.4-200 through 3.4-280 Glenwood Riverfront Mixed-Use Plan District; amending Subsection 4.3-110E.; amending Section 4.3-115; amending Table 5.4-1; amending Sections 5.6-100-115; amending Section 5.12-160; amending Section 6.1-110; deleting Appendix 3 Temporary Glenwood Riverfront Plan District Master Plan Standards and adding Appendix 3 Phase 1 Glenwood Refinement Plan Policies and Implementation Strategies as specified in the attached Exhibit "D," incorporated here by this reference. These amendments are adopted and incorporated herein by this reference for application on the urbanizable lands within the Springfield Urban Growth Area and shall not be codified into Lane Code.

Section 2. Chapter 10 of Lane Code is hereby amended by removing and inserting the following sections:

REMOVE THIS SECTION	INSERT THIS SECTION
10.600-15 on page10-814 (a total of 1 page)	10.600-15 on page10-814 (a total of 1 page)

Said section is attached hereto and incorporated herein by this reference. The purpose of this

substitution and addition is to amend Lane Code Chapter 10 to include specific reference to this Board of County Commissioners action adopting amendments to the City of Springfield land use regulations to be applied by the City of Springfield on urbanizable lands within the Springfield Urban Growth Area.

Section 3. Ordinances and regulations amended by this Ordinance shall remain in force to authorize a punishment, penalty or forfeiture incurred, or a suit, prosecution or proceeding pending when the amendment takes effect, for an offense or violation committed under the amended Ordinance or regulation prior to the effective date of this Ordinance.

Section 4. If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision, and such holding shall not affect the validity of the remaining portions hereof.

While not part of this Ordinance, the findings attached as Exhibit "A" to Ordinance no. PA 1288 and incorporated herein by this reference, are adopted in support of this decision.

ENACTED this 5th day of September, 2012.

Chair, Lane County Board of Commissioners

Recording Secretary for this Meeting of the Board

APPROVED AS TO FORM

Date 3-6-2012 Lane County

OFFICE OF LEGAL COUNSEL