

GLENWOOD REFINEMENT PLAN AMENDMENTS

LRP2004-00031 ORD.6137

SUBAREA 8. RIVER OPPORTUNITY AREA (Refer to the Plan diagram on Page 20)

The River Opportunity Area encompasses the parcels between the river and Franklin Boulevard, extending from Ponderosa Manufactured Dwelling Park east to the Springfield Bridge and continuing south just past the railroad crossing. This is an area of mixed uses. It includes commercial uses such as a veterinary clinic; commercial-industrial uses such as tractor sales; industrial uses such as warehousing; and residential uses.

This subarea contains approximately 47 acres, a significant portion of which is vacant or underutilized property, especially along the riverfront. This is the last vacant/ under-developed land along the Willamette River in the Eugene-Springfield Metro Area, and is central to the entrances to Springfield and Eugene. The opportunity to create a special place on this site is enhanced by the amount of vacant land with river frontage, the potential for consolidation of parcels under a few ownerships, the recent installation of sanitary sewer in Franklin Blvd., and the creation of the Glenwood Urban Renewal District. This is considered an area that could provide an opportunity for new development. The opportunities for a signature development are enhanced by the Riverfront Plan, the Urban Renewal District, and future transportation improvements to Franklin Blvd. This development could include any mixture of office developments, retail commercial uses, quality residential development, and public plazas and space for public riverfront parkland that would promote public enjoyment of and access to the river.

In recognition of the mixed development pattern of the area, the River Opportunity Area is designated Mixed Use (MU) in the Metropolitan Plan. This area is identified as a Node in TransPlan because of its location between the downtowns of Springfield and Eugene, along the first phase of LTD's Bus Rapid Transit system. Because of Subarea 8's identification for Nodal Development, the Nodal Development Overlay (/ND) applies to all property within Subarea 8.

Under the MU/ ND Plan Designation, within Subarea 8, the following zoning districts are permitted:

Medium and High Density Residential (MDR and HDR), Community Commercial (CC), Mixed Use Residential (MUR), Mixed Use Commercial (MUC), Mixed Use Employment (MUE), and Public Land and Open Space (PLO).

These zoning districts are designed to work together to result in development that is an attractive place to live, work, shop, and recreate, with less reliance on the automobile than is found elsewhere in the community. In addition to these zoning districts, the Nodal Development (ND), Willamette Greenway (WG) and Floodplain (FP) Overlay Districts also apply in Subarea 8.

Glenwood Riverfront Plan- Background

Shortly following the transfer of jurisdiction of Glenwood from Eugene to Springfield in late 1998, the Springfield City Council identified the area known as "Subarea 8: The River Opportunity Area" as an area suited for redevelopment into a vibrant, residential/ office/ commercial mixed use center, that would take advantage of the location along the riverfront, and become an asset to the community.

In order to develop and ultimately adopt a plan that would guide redevelopment of Subarea 8 in a manner consistent with the policy direction from the Glenwood Refinement Plan, the City of Springfield was awarded multi-year Transportation Growth Management (TGM) grants from the Department of Land Conservation and Development (DLCDD). Project consultants were retained to assist in the development of a plan that achieved the following objectives, established by the project's Citizen Advisory Committee in October 2000:

Riverfront Plan Project Objectives

1. Propose a mixed use development pattern and accompanying design guidelines that will enhance and complement the adjacent riverfront and that are consistent with the Neighborhood Center Node designation;
2. Provide transportation linkages between the Study Area and the surrounding neighborhoods;
3. Establish design and streetscape standards for the Study Area, including provision of sidewalks, bike lanes, and pedestrian amenities;
4. Establish the most appropriate location and design for an east-west bike path along the riverfront, to strengthen local and regional connections;
5. Implement the objectives of *TransPlan* to increase densities in areas identified for nodal development;
6. Reduce reliance on State Highway 126 for local east-west traffic through a strategy to resolve and reduce access issues within the Study Area;
7. Plan for a connected street pattern within the Study Area that facilitates internal circulation, promotes walking, and that minimizes conflicts on Franklin Boulevard;
8. Identify the most appropriate location for a new transit station;
9. Protect and enhance the Willamette River's water quality and habitat for endangered species through environmentally sensitive development; and
10. Present the Riverfront Plan for adoption.

The Riverfront Plan was developed with guidance from the Springfield City Council, city staff, agency staff such as Willamalane and the Oregon Department of Transportation, DLCDD, the Technical Advisory Committee, and the Citizen Advisory Committee. The Riverfront Plan envisions that the planning area is developed in a manner that maximizes its location along the riverfront, and that becomes an asset to the community by providing a high quality mix of housing, commercial, and office uses, through design that reflects the Riverfront Plan Project Objectives.

Copies of the full Glenwood Riverfront Plan and supporting documents can be obtained at the Development Services Division, or online at www.ci.springfield.or.us.

Substantial public resources have been expended to develop the Riverfront Plan including extensive citizen involvement, research, and development of design guidelines that were completed to ensure that this plan met the expectations of the City Council and ultimately benefited the community in terms of added value and quality development. However, recognizing that there could be a single purchaser of the land within the plan area who may have a development proposal not anticipated by the Riverfront Plan, the City is providing a flexible two track development review process for development proposals within Subarea 8. These development review processes are described in detail in Article 44 of the SDC, the GR Plan District.

Offering two processes for development review within Subarea 8 allows the city to react to unanticipated future development scenarios, using adopted master plan objectives and design guidelines to ensure that development meets specific criteria that will assist in meeting the Riverfront Plan Project Objectives, described above.

Development proposals within Subarea 8 must meet the requirements of the Springfield Development Code (SDC) Article 44, GR Plan District. Proposals using the Riverfront Plan as framework, or those proposals using an alternative framework through the Master Plan process will use the development standards outlined in the GR Plan District for project design of buildings and parking areas.

POLICIES

- 1. This subarea shall be considered appropriate for mixed use.**
- 2. The City shall allow for a mixture of zoning districts in order to facilitate development of a mixed-use area.**

Consider zone changes that would allow for park development, office, and medium- and high-density residential development and commercial uses that would provide public enjoyment of and access to the river, such as restaurants, outdoor recreation, and plant nurseries.

Within Subarea 8, allow rezoning of land to Mixed Use Commercial (MUC), Community Commercial (CC), Medium Density Residential (MDR), High Density Residential (HDR), Mixed Use Residential (MUR), Mixed Use Employment (MUE), and Public Land and Open Space (PLO), with development applications consistent with the Riverfront Plan, through the Master Plan process, and during the City's nodal implementation project.

The presence of existing zoning other than those listed in 2.2 above, may remain until such as time that the property is annexed or a development proposal is submitted, at which time, the developer shall request zoning consistent with the districts listed in 2.2. During the interim period, the existing zoning shall not constitute a plan-zone conflict.

- 3. All development proposals within the GR Plan District shall include an application for annexation and annexation agreement, where necessary, as determined by the Director.**
- 4. The following range of land use allocations shall be allowed within the GR Plan District:**
 - Residential: 30-60 percent, with an overall net residential density of at least 12 units/acre, based on the definition of a node contained in the Metro Plan;
 - Commercial/ Office/ Employment: 10-30 percent
 - Open Space, drainage facilities, the riparian setback area, and public right of way normally will be 25-35 percent of the Glenwood Riverfront Plan area.

A request to increase or decrease the limits of any of the above allocations, i.e. commercial development of 35% of the GR Plan District, shall require an amendment to the text of this refinement plan to correspond to the proposed allocations, consistent with the requirements in SDC Article 44.

- 5. The City shall encourage development proposals that consolidate parcels into cohesive development sites, including office and industrial parks, civic centers, high tech manufacturing firms, government and institutional uses, hospital and medical facilities, and other similar uses. These uses may need to invoke a Type IV Master Plan Modification application, consistent with the requirements of SDC Article 44.**

6. **The City shall defer to Willamalane to investigate the potential for acquiring/ developing riverfront parkland in this area.**
7. **The City shall investigate the possibility of partnering with a housing provider to provide housing within Subarea 8 for low and low/ moderate income residents.**
8. **The City shall allow for continued commercial use of smaller parcels with highway frontage, where such commercial uses already exist.**
9. **In addition to all applicable standards and provisions regulating development in Springfield, all development adjacent to the Willamette River or the Willamette River riparian setback shall provide public access to the Willamette River or the Willamette River riparian setback. Surface parking areas shall not be visible from the Willamette River corridor and shall be screened from public streets.**
10. **All development within the Subarea 8 shall meet the provisions of SDC Article 44, the GR Plan District.**
11. **Development proposals within Subarea 8 shall comply with the setback requirements for Water Quality Limited Watercourses in SDC Article 32 and as mapped on the Water Quality Limited Watercourses Map contained on file in the Development Services Department, unless a Willamette Greenway delineation in accordance with SDC Article 25 identifies areas that warrant additional setback protection.**
12. **Development proposals within the GR Plan District shall be consistent with the Glenwood Riverfront Plan regarding access, circulation, pedestrian and transit amenities, and allocation of commercial, residential, and public uses. Proposals which seek to amend these elements of the Riverfront Plan shall be subject to the Master Plan Modification requirements in Article 44 of the SDC.**
13. **The Franklin Blvd. design and alignment shown in the Glenwood Riverfront Plan is conceptual only and not an adopted alignment. Development proposals along Franklin Blvd. shall adhere to the existing setback standards outlined in SDC Articles 31 and 32, until such a time that an alignment and streetscape design for Franklin Blvd. is adopted by the City Council.**
14. **The Franklin/ McVay Highway intersection illustrated in the Glenwood Riverfront Plan is conceptual and not an adopted alignment. Development proposals that affect the intersection shall coordinate with ODOT and the City, until such a time that an intersection design is adopted by the City Council.**
15. **Design of stormwater systems shall comply with that proposed in the Glenwood Riverfront Plan and the Storm Drainage System Master Plan completed as part of the study, until such a time that the City completes the Storm Water Master Plan for Glenwood.**
16. **All new publicly financed improvements within the GR Plan District shall provide one (1) percent of the project cost towards an art feature, as approved by the Springfield Economic Development Agency.**

Glenwood Riverfront Project Area



Glenwood Riverfront Plan Land Use Plan



Note: "RT" stands for Residential Type, and refers to different types of multi-family residential housing contained in the Glenwood Riverfront Plan document.

The alignment shown for Franklin Blvd., the frontage road along Franklin Blvd., and the McVay Highway Intersection are conceptual only. Development proposals should use existing setback standards for guidance. A Franklin Blvd. and McVay Highway Alignment will be developed and adopted by the City Council in the next few years, and will guide development proposals at that time.