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AGENDA COVER MEMO

DATE: October 13, 2004 (First Reading)
October 28, 2004 (Second Reading/Public Hearing)

TO: LANE COUNTY BOARD OF COMMISSIONERS

DEPT: Public Works Department/Land Management Division

PRESENTED BY: Stephanie Schulz, Planner
Greg Mott, City of Springfield Planning

AGENDA ITEM TITLE: ORDINANCE No. PA 1218---IN THE MATTER OF ADOPTING THE WILLAMALANE PARK AND RECREATION COMPREHENSIVE PLAN AS A REFINEMENT PLAN OF THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN (METRO PLAN) FOR APPLICATION OUTSIDE THE SPRINGFIELD CITY LIMITS AND WITHIN THE METRO PLAN BOUNDARY AND ADOPTING A SEVERABILITY CLAUSE (A Refinement Plan of the Metro Plan, Chapter III-H Parks and Recreation Facilities Element, and Statewide Goal 8-Recreational Needs)

I. MOTION

I move approval of Ordinance No. PA 1218 to adopt the Willamalane Park and Recreation Comprehensive Plan as a refinement plan of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) for application outside the city limits of Springfield and within the Metro Plan Boundary, and adopting a severability clause.

II. ISSUE OR PROBLEM

The City of Springfield relies on Willamalane to provide park and recreation services within the city limits and urbanizable area. This reliance includes the following provision: "District shall be responsible for preparing, maintaining and updating a comprehensive parks, recreation and open space refinement plan for the area within its boundaries, including the City of Springfield and adjacent urbanizable area for the purposes of meeting statewide Planning Goal 8 requirements and ensuring long-range public parks, recreation, and open space facilities/services. Such plan will be a refinement plan to the applicable comprehensive plan adopted pursuant to ORS 197.185."

Willamalane has prepared the plan described in the intergovernmental agreement, and the Willamalane Board of Directors adopted the plan on March 17, 2004. Pursuant to the requirements of Springfield Development Code Article 8 ADOPTION OR AMENDMENT OF REFINEMENT PLAN TEXT, REFINEMENT PLAN DIAGRAMS AND DEVELOPMENT CODE TEXT, which are adopted into Lane Code 10.600-15, both the City of Springfield and

Lane County must adopt this plan for application outside the city limits and within the Metro Plan Boundary in order for implementation to occur as provided in OAR, ORS and Statewide Planning Goals.

III. DISCUSSION

Background

Willamalane began work on this plan in the mid-1990's. Changes in the Board and the executive administration of Willamalane resulted in a re-start in 2000. An extensive citizen involvement process, approved by the City of Springfield's Committee for Citizen Involvement, began in 2001 and included a Citizens Advisory Committee, a Technical Advisory Committee, stakeholder interviews, focus groups, surveys and public workshops. After 5 separate meetings of the Willamalane Board of Directors, including a public hearing, the Plan was adopted by the Board on March 17, 2004.

On September 21, 2004 the Lane County and Springfield Planning Commissions conducted a joint public hearing on the Plan. Each planning commission forwarded a unanimous vote to recommend adoption of the Plan as proposed.

Analysis

The Plan's relationship to the Metro Plan is identified in Chapter III-H and in Chapter IV. At page III-H-1, under 6. Special Recreational Facilities appears the following: "Parks and recreation facilities and programs are administered by park and recreation agencies in Eugene and Lane County and by two park and recreation districts (River Road and Willamalane)." Policy #2, at page III-H-4 states: "Local parks and recreation plans and analyses shall be prepared by each jurisdiction and coordinated on a metropolitan level." At page IV-1, the Metro Plan is identified as the long-range public policy document that "...may be augmented and implemented by more detailed refinement plans and regulatory measures." Objective #3, page IV-1: "Prepare refinement and functional plans that supplement the *Metropolitan Area General Plan*."¹ Policy #11, page IV-4: "In addition to the update of the *Metropolitan Plan*, refinement studies may be undertaken for individual geographical areas and special purpose or functional elements, *as determined appropriate by each governing body*." (Emphasis added) Policy #12, page IV-4: "All refinement and functional plans must be consistent with the *Metropolitan Plan*, and should inconsistencies occur, the *Metropolitan Plan* is the prevailing policy document." Policy #13, page IV-4: "Refinement plans developed by one jurisdiction shall be referred to the other two jurisdictions for their review. Either of the two referral jurisdictions *may determine* that an amendment to the *Metropolitan Plan* is required." (Emphasis added)

The staff evaluation, the opinion of the City of Eugene, and the conclusions of the planning commissions, found the proposed Park and Recreation

¹ The definition of "Refinement Plan" is on page V-5 and reads: "A detailed examination of the service needs and land use issues of a specific area, topic, or public facility. Refinement plans of the Metro Plan can include specific neighborhood plans, special area plans, or functional plans (such as *TransPlan*) that address a specific *Metro Plan* element or sub-element on a city-wide or regional basis."

Comprehensive Plan to be consistent with the Metro Plan (as well as applicable OAR's, ORS's and the Goal) therefore adoption of the Plan does not require amendment of the Metro Plan.

IV. RECOMMENDATION

Willamalane and the City of Springfield have completed the required process to develop, review and adopt a park and recreation comprehensive plan for application within the District boundaries, including the city limits of Springfield, the urbanizable area of Springfield and the properties owned by Willamalane District that are within the Metro Plan boundary. Staff recommends co-adoption of the Plan by the Board of Commissioners to enable implementation throughout the Metro Plan boundaries where applicable.

V. ATTACHMENTS

1. Ordinance No. PA 1218
2. Exhibit A: Willamalane Park and Recreation Comprehensive Plan
3. Exhibit B: Findings in support of the plan

IN THE BOARD OF COUNTY COMMISSIONERS, LANE COUNTY, OREGON

ORDINANCE NO. PA 1218 (IN THE MATTER OF ADOPTING THE
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(LIMITS AND WITHIN THE METRO PLAN
(BOUNDARY AND ADOPTING A SEVERABILITY
(CLAUSE (A Refinement Plan of the Metro Plan, Chapter
(III-H Parks and Recreation Facilities Element, and
(Statewide Goal 8 Recreational Needs)

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

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

WHEREAS, the City of Springfield and Willamalane have entered into an Intergovernmental Agreement regarding coordinated planning and urban services pursuant to ORS 190.003 et. seq. to carry out their respective responsibilities under ORS Chapter 195 and ORS 197.175; and

WHEREAS, Chapter IV Plan Amendments and Refinements, Policy 11 of the Metro Plan, validates the creation of special purpose or functional elements for individual geographical areas or purposes, as determined appropriate by each governing body; Policy 12 requires all functional plans to be consistent with the *Metropolitan Plan*; and Policy 13 requires refinement plans to be referred to the other jurisdictions for review and a determination of Metro Plan consistency or regional impact; and

WHEREAS, the City of Eugene received a referral of the proposed Willamalane Park and Recreation Comprehensive Plan on July 7, 2004 and returned a response of no regional impact on July 20, 2004 opting out of the adoption process; and

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

WHEREAS, the citizen involvement process for the Willamalane Park and Recreation Comprehensive Plan was approved by the Springfield Committee for Citizen Involvement on April 3, 2001, and included the formation of a citizen advisory committee comprised of residents of each of the project's six planning areas, the urbanizable area, and four elected or appointed officials who met six times over the course of two years; a technical advisory committee of 13 representatives from local and state agencies, districts and governments who met four times; community surveys; focus groups; stakeholder interviews; public workshops; and regular web site updates; and

WHEREAS, the Willamalane Board of Directors adopted the Park and Recreation Comprehensive Plan on March 17, 2004 at a public hearing; and

WHEREAS, the Planning Commissions of Springfield and Lane County conducted a joint public hearing on the proposed Park and Recreation Comprehensive Plan on September 21, 2004, and forwarded recommendations to the Springfield City Council and Board of Commissioners to adopt the Plan for application inside the city limits of Springfield and outside of the Springfield city limits but within the Metro Plan Boundary, respectively, which includes properties owned by Willamalane Park and Recreation District; and

WHEREAS, the Board of Commissioners conducted a joint public hearing on this proposal on October 28, 2004, with the Springfield City Council, and is now ready to take action based upon the above recommendations and evidence and testimony already in the record as well as the evidence and testimony presented at the joint elected officials public hearing; and

WHEREAS, LC 10.600-15 and 12.060 require Lane County participation in all refinement plan adoptions or amendments which affect land outside the city limits of Springfield and Policy 12, Chapter IV of the Metro Plan requires a demonstration that all refinement and functional plans are consistent with the Metro Plan, but does not require an amendment to the Metro Plan to adopt functional plans found to be consistent with the Metro Plan; and

WHEREAS, substantial evidence exists within the record demonstrating that the proposal meets the requirements of the Metro Plan, of Lane Code Chapters 10 and 12, and of applicable state and local law as described in the findings attached as Exhibit "B", incorporated here by this reference and adopted in support of this Ordinance.

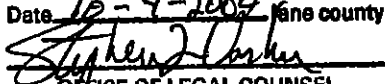
NOW, THEREFORE, the Board of County Commissioners of Lane County Ordains as follows:

Section 1. The Willamalane Park and Recreation District Park and Recreation Comprehensive Plan (March 2004), as more particularly described and set forth in Exhibit "A" attached and incorporated here by this reference, is hereby adopted as a refinement plan to the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) for land outside the Springfield city limits and within the Metro Plan boundary, including all properties owned by the Willamalane Park and Recreation District as shown in the adopted refinement plan.

Section 2. 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 effect the validity of the remaining portions hereof.

ENACTED this ____ day of _____ 2004.

APPROVED AS TO FORM

Date 10-4-2004 Lane county

OFFICE OF LEGAL COUNSEL

Chair, Lane County Board of County Commissioners

Recording Secretary for this Meeting of the Board



March 2004



Park and Recreation Comprehensive Plan

(Complete copy available - on file)



EXECUTIVE SUMMARY

Willamalane Park and Recreation District (WPRD) manages approximately 680 acres of land in 31 parks and open spaces and two undeveloped properties. The District provides a variety of recreational facilities and a wide range of services, including aquatics, community athletics, special events, specialized recreation, and adult and senior programs. District parks, recreation facilities, and services are important community resources. The District contributes to the quality of life in Springfield, enhancing the lives of the people who live there.

The population within the Willamalane Park and Recreation District is expected to grow by more than 25,000 people in the next 20 years. Demographic trends project that an overall increase in parks, facilities, and services will be needed. To identify future needs for parks, open space, recreation facilities, programs, and services, the District began a comprehensive planning process in December 2001. Over 750 residents participated in the planning process.

This comprehensive planning process included three phases that each involved significant community input:

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

Throughout the planning process, a Project Management Team, Citizen Advisory Committee, and Technical Advisory Committee provided vision, direction, and oversight by identifying key issues to be addressed in the Plan, reviewing work products, and encouraging resident participation.

PLANNING FRAMEWORK

The Plan consists of six key elements, which are identified in Chapter 2:

- *Core values* or the values that all services are based upon;
- A *vision* for the Willamalane's Park and Recreation District that describes its preferred future;
- A *mission* that describes the business of Willamalane Park and Recreation District;
- *Goals* that describe the outcomes to be produced by implementing the Comprehensive Plan;
- *Strategies and actions* that describe how Willamalane Park and Recreation District will achieve its vision; and
- *Performance measures* that measure success at achieving this vision.

The Comprehensive Plan provides a specific, community-supported plan for the future of the District's parks, open space, recreation facilities, programs, and services.

Core Values

Core values are the qualities most valued by Willamalane Park and Recreation District. These qualities will guide all services that WPRD provides.



Living History activities at Dorris Ranch

Executive Summary

The values embodied in the goals and strategies for Willamalane's parks, open space, recreation facilities, programs, and services are:

- Affordability
- Accessibility
- People
- Play
- Teamwork
- Community
- Personal Growth
- Partnerships
- Innovation
- Excellence
- Healthy Lifestyles
- Environment
- Inclusiveness
- Stewardship

Vision

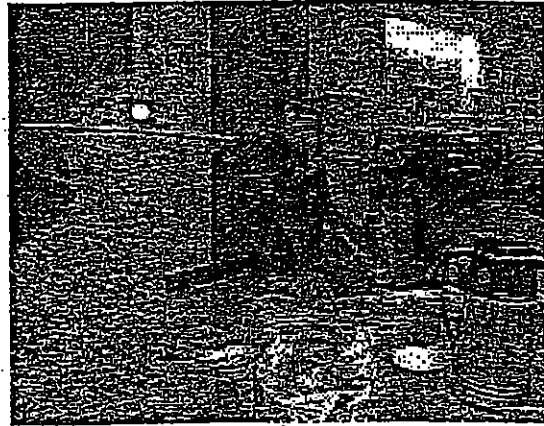
Willamalane Park and Recreation District's values and aspirations for the future have been guiding forces for the Comprehensive Plan. The District's vision is summarized as follows:

We enhance quality of life in our community through people, parks, and programs.

Mission

The mission of Willamalane Park and Recreation District is:

To provide exceptional park and recreation services that enhance the livability of our community and the lives of the people we serve.



Willamalane Adult Activity Center patrons.

Goals

Goals provide focus and direction to the Comprehensive Plan. Eleven goals emerged during the comprehensive planning process. These goals are:

- Provide diverse park and recreation opportunities;
- Provide opportunities to enjoy nature;
- Support youth development;
- Support seniors and people with disabilities;
- Provide enriching family experiences;
- Promote well-being, health and wellness;
- Provide safe parks, recreation facilities and programs;
- Support community economic development;
- Strengthen and develop community partnerships;
- Preserve the natural environment; and
- Increase cultural understanding.

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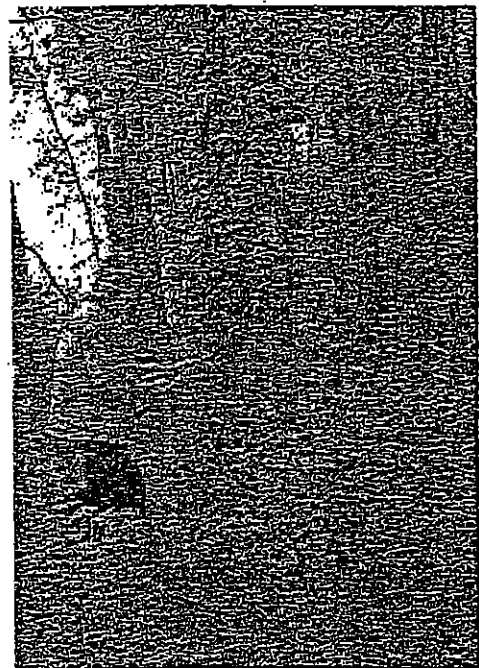
HIGHLIGHTS OF IMPROVEMENTS

An overview of key Plan improvements, provided in Chapter 3, include the following:

- *Partnerships* – Willamalane recognizes the importance of community partnerships and collaborations in maximizing resources and delivering the greatest benefit to the community. The District is an important partner in TEAM Springfield, a cooperative effort between the City of Springfield, School District 19, Willamalane, and the Springfield Utility Board. The District also collaborates with local and regional planners and providers and with non-profit organizations to reach all members of our community.
- *School District/Willamalane Collaboration* – Willamalane Park and Recreation District relies on its partnership with School District 19 to meet community park and recreation needs. In the Comprehensive Plan, Willamalane proposes to expand these collaborations. One example is increasing the number of school/park projects to meet neighborhood park needs. Other school/park sites will serve as community parks and sports parks. WPRD will work with the School District on a site-by-site basis to explore the possibilities of joint use, shared maintenance, and joint master planning in order to maximize recreation opportunities. Also, WPRD will develop future school sites to maximize recreational opportunities.
- *Park Development* – According to the results of the Community Needs Assessment, over 500 acres of additional parkland will be needed to serve District residents by 2022. A variety of park types will be provided. Significant projects to be implemented

in the next 12 years are described in the Capital Improvement Plan in Chapter 5.

- *Community Center* – Developing a multiuse community center is one of the top five projects needed in Springfield, according to the results of the Community Needs Assessment. To create a focal point for community pride and a site for expanded recreation programs, Willamalane proposes to develop a new community center no later than 2015. The new community center will replace the Memorial Building.
- *Natural Areas, Linear Parks, and Trails* – Willamalane has a lower inventory of natural-area parks than many other jurisdictions in the state. To meet District goals of providing opportunities to enjoy nature and preserve the natural environment, the District proposes to expand natural-area parks, linear parks, and trails. A complete list of projects that will be implemented during the first 12 years of the Plan is provided in Chapter 5.



Volunteers at Eastgate Woodlands

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- *Park and Facility Rehabilitation* – Willamalane recognizes the importance of maintaining existing recreation resources and facilities. Many of the District's parks and major facilities are in need of long term improvement plans to effectively serve the community in the future. Major issues for rehabilitation include:

- Renovations to comply with ADAAG;
- Improvements to meet current safety guidelines; and
- New site master plans for aging parks.

- *Recreation Services Plan* – To achieve its vision of the future, Willamalane will strive to offer recreation programs and services that respond to District needs, strengthen families and the community, and encourage healthy lifestyles. A well-designed Recreation Services plan will assure that these benefits are provided. The plan will reflect the following important concepts:

- Partnerships;
- Youth development;
- Youth employment and job training;
- A sense of community;
- Diversity and changing trends; and
- Opportunities to enjoy nature and the outdoors.

- *Park Maintenance and Operations* – Willamalane's park and facility maintenance staff will play an important role in implementing many of the Comprehensive Plan improvements highlighted in Chapter 3. To meet these growing responsibilities and still be able to

maintain the current level of park and facility maintenance, the ratio of maintenance staff to park acres must be maintained or expanded. Recommendations for expanding maintenance funding are discussed in Chapter 5.

STRATEGIES AND ACTIONS

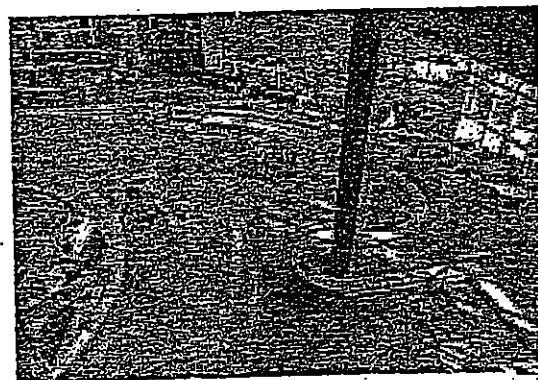
Strategies are the means to achieve the District's vision for parks, open space, recreation facilities, programs, and services. In Chapter 4, strategies were developed in six categories:

- *Parks and Open Space*

Provide parks, open spaces, river access, and pathways, while respecting private property rights.

- *Community Recreation and Support Facilities*

Provide community recreation and support facilities that facilitate a wide variety of activities, create community gathering places, and enhance community pride.



Lively Park Swim Center

▪ *Rehabilitation*

Upgrade and revitalize existing parks and recreation facilities to provide recreation opportunities, protect recreation resources, improve the environment, enhance user safety, and improve accessibility for people with disabilities.

▪ *Park and Facility Operations*

Manage park, open space, and community facilities to promote recreation, user safety, and sustainable environmental practices; and to protect public investment.

▪ *Recreation Programs and Services*

Offer recreation programs and services that respond to residents' needs, strengthen families and the community, and encourage healthy lifestyles.

▪ *Management and Communication*

Manage the District in a sound, responsible manner that emphasizes effective stewardship of public resources, partnerships and joint ventures, and expanded staff and community involvement.

Each strategy category includes a corresponding list of policies that will be implemented to achieve the District's vision for the future. Tables listing actions for each strategy area are included in Chapter 4. These action tables represent Willamalane's 20-year Comprehensive Plan.

Willamalane's 20-year Comprehensive Plan is illustrated in Map 2 (Existing and Proposed Park and Recreation Resources) and Map 3 (Existing, Planned, and Proposed Multiuse Paths and Bikeways), which are included in this chapter. These maps do not include special projects or rehabilitation of existing parks and facilities.



All smiles at the Children's Celebration

CAPITAL IMPROVEMENT AND OPERATIONS PLAN

An overview of the financing strategy for implementing the recommended strategies and actions is included in Chapter 5. The total capital costs for the first two phases of the proposed Capital Improvement Plan (CIP) are estimated at \$22.9 million, while the overall cost of implementing all projects identified in the 20-year Comprehensive Plan will exceed \$50 million. At the same time, revenues (without significant additional revenue sources) would total approximately \$22.6 million, leaving a potential capital funding shortfall of \$27.4 million over the 20-year planning horizon.

To meet this shortfall, a variety of potential funding sources are considered in the plan, including a serial levy, general obligation bonds, revenue bonds, certificates of participation, and public and private grants, among others.

Chapter 5 also describes new operational and maintenance costs resulting from improvements recommended in the Plan. These additional costs, averaged annually, are estimated at \$137,300 at

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the end of Phase 1, and \$701,600 at the end of Phase 2.

Options for meeting these additional costs include, asking voters to approve a levy for park operations, securing additional grants and donations, improving operating efficiency, and using more volunteers, among others.

PERFORMANCE MEASURES

To assess progress in Plan implementation, performance measures were developed. Each measure is linked to one of the goals described in Chapter 2. In addition to providing feedback on the success of this plan, the collected data will guide future planning decisions. Performance measures are described in Chapter 6.



Willamalane league sports (Bobby Quick)

FINDINGS OF COMPLIANCE

CRITERIA OF APPROVAL

In reaching a decision to adopt the Willamalane Park and Recreation Comprehensive Plan, the Lane County Board of Commissioners and the Springfield City Council shall adopt findings that demonstrate conformance to the following:

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

1. THE METRO PLAN

Metro Plan Fundamental Principles and Specific Elements are written in **bold**, and relevant approval criteria are summarized in *italics*, followed by findings of fact in normal text.

The Willamalane Park and Recreation Comprehensive Plan meets the criteria as a Refinement Plan to the *Metro Plan* as follows:

Metro Plan Diagram/Land Use Designations

There is one relevant land use designation related to the Refinement Plan:

Public and Semi-Public Parks and Open Space

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

In addition to those not shown at a neighborhood scale but automatically included in the gross allocation of residential acres, there is a need for public facilities and open space at a non-local level, such as regional/metropolitan parks. Several are shown on the diagram. (P. II-E-10)

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

¹ The majority of Lively Park is designated Parks and Open Space. The northern portion is outside the urban growth boundary and designated Agriculture. The Agriculture designation is appropriate for this portion of the park because it is currently an unimproved area, and because any future improvements to this area would be those allowable under the Agriculture designation, subject to special use permit from Lane County.

three sports parks, Guy Lee Park, Bob Artz Park, and the (yet-to-be-named) community sports park at 32nd and Main Streets. Other existing, non-metropolitan-scale parks do not consistently appear on the Plan Diagram because they function at the neighborhood level, as the *Metro Plan* notes above.

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

A. Residential Land Use and Housing Element

This element addresses the housing needs of current and future residents of the metropolitan area. Relevant findings include:

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

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

Finding 8: In the aggregate, non-residential land uses consume approximately 32 percent of buildable residential land. These non-residential uses include churches, day care centers, parks, streets, schools, and neighborhood commercial. (III-A-2, 3)

Relevant policies include:

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

According to the *Springfield Annual Residential Land Monitoring Report 2000-2003*, prepared by Springfield Development Services Department in April 2004, the surplus buildable land remaining for residential use in Springfield will be between 201 and 566 acres in 2015 (Table 1.3). This is the difference between total buildable land remaining for residential use and expected residential land demand in acres. Land considered unbuildable, such as floodway and wetlands, have been removed from this number (see Findings 5 above). Development potential, in terms of acres, also was reduced for other land with significant development constraints, such as floodplain, and steep

slopes. Non-residential land uses (including non-metropolitan scale parks) are assumed to use 32 percent of the buildable residential land (see finding 8 above).

By 2022, the Refinement Plan projects a need for 496 acres of additional parkland, 450 acres of which could be considered metropolitan-scale parks (community, special use, natural area, linear and sports parks) (Table A-16, Parkland Standards and Anticipated Need Based on Acres per 1,000 Population). The Refinement Plan does not project a parkland need for 2015, but if you assume that 2015 is 65% of the 20-year plan, and development will occur at a consistent pace throughout the 20-year planning window, one can then assume that 293 acres of additional metropolitan-scale parkland will be needed by 2015. This falls within the range of 201 and 566 acres of surplus buildable land remaining for residential use in Springfield by 2015. Therefore, the Refinement Plan is consistent with the Residential Land Use and Housing element of the Metro Plan.

B. Economic Element

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

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

One of the Goals of the Refinement Plan is to "support community economic development" (p. 8). Two strategies of the Refinement Plan support this goal:

Strategy E8: Continue to develop Willamalane's role in the community in providing job training and work experience for youth.

- Increase community awareness about Willamalane's employment opportunities for youth; and
- Work with Lane Community College, the University of Oregon, and School District 19 to expand internship opportunities at Willamalane.

Strategy 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.

The Refinement Plan is consistent with the Economic Element of the Metro Plan.

C. Environmental Resources Element

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

Goals

1. *Protect valuable natural resources and encourage their wise management, use, and proper reuse.*
2. *Maintain a variety of open spaces within and on the fringe of the developing area. (III-C-6)*

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

Policy 7: Continued local programs supporting community gardens on public land ... shall be encouraged. Urban agriculture includes ... interim use of vacant and underdeveloped parcels. (III-C-8)

Policy 14: Metropolitan goals relating to scenic quality ... open space, and recreational potential shall be given a higher priority than timber harvest within the urban growth boundary. (III-C-9)

Policy 24: When planning for and regulating development, local governments shall consider the need for protection of open spaces, including those characterized by significant vegetation and wildlife. (III-C-10)

Willamalane presently manages approximately 680 acres of land in 31 parks and two undeveloped properties, including two parks classified as Natural Area Parks. "Environment" and "Stewardship" are two of Willamalane's Core Values (p. 8); the environment core value is elaborated on in the text:

We Value the Environment

Our community looks to us to be the stewards of our present and future natural resources. We are committed to providing leadership in conserving those resources, and looking for new and better ways to be environmentally responsible. (p. 9)

Two goals of the Refinement Plan are to "Provide opportunities to enjoy nature," and "Preserve the natural environment" (p. 8). Four relevant strategies among several in the Refinement Plan are:

Strategy A36: Acquire and develop a system of natural-area parks that protects, conserves, and enhances elements of the natural and historic landscape that give the region its unique sense of place

Strategy A39: Protect and enhance a variety of habitat types within Willamalane's park and open space system, including upland and wildlife communities such as oak savanna, wetlands, upland prairie, and riparian forest

Strategy D4: Manage natural-area parks, and natural areas in other parks, both for natural-resource values and passive recreation.

Strategy D7: Manage natural areas to protect unique environments, including the removal of invasive, exotic vegetation.

Also, there are ten actions in the Refinement Plan specifically related to acquiring and developing Natural Area Parks (Table 3, Actions 3.1 – 3.10), such as:

Action 3.1	Weyerhaeuser McKenzie Natural Area Park
Action 3.3	Georgia-Pacific Natural Area Park
Action 3.5	Booth-Kelly/Millpond Natural Area Park

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

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

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

Relevant policies from this element include:

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

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

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

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

Policy 10: Local and state governments shall continue to provide adequate public access to the Willamette River Greenway. (III-D-5)

As Springfield is bordered by two rivers, river access and protection are key elements in the Refinement Plan. Willamalane currently operates three parks along the main stem of the Willamette River. Two additional parks and one undeveloped property are

located along the Middle Fork of the Willamette River, and there is one park on the McKenzie River.

The *Metro Plan* policies listed above correlate with the following Refinement Plan strategies:

Strategy A12: Work with Lane County and other recreation providers to improve boating and fishing access.

Strategy A45: Orient riverfront parks to the rivers and their natural resource values; support water-related recreation activities where appropriate.

Strategy A46: Develop and manage parks and facilities to protect and enhance wetlands, waterways, and water quality, and to take advantage of their natural amenities and recreation values.

Strategy A50: Continue to participate in the TEAM Springfield-sponsored Mill Race Ecosystem Restoration Project, representing public recreation and education interests.

There are also a number of proposed projects along the Willamette River and the Springfield Mill Race described in the Refinement Plan action tables:

Action 3.3	Georgia Pacific Natural Area Park
Action 3.5	Booth Kelly/Millpond Natural-Area Park
Actions 4.15-4.16	South Bank Trail A and B [Glenwood]
Actions 4.17-4.19	Mill Race Path
Action 4.20	Middle Fork Willamette Path
Action 5.3	Glenwood Riverfront Park

The Refinement Plan is consistent with the Willamette River Greenway, River Corridors, and Waterway Element of the *Metro Plan*.

E. Environmental Design Element

The Goals of the Environmental Design Element are to:

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

Relevant *Metro Plan* policies include:

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

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

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

Refinement Plan strategies that relate to the Environmental Design Element include:

Strategy A3: Work with the City to encourage the private provision of quality parks, urban plazas, trails, linear parks, rooftop open space, and other amenities in private developments, where consistent with the goals and standards of this Plan, the provisions of the Springfield Development Code, and other applicable codes and standards.

Strategy F15: Ensure safe and convenient access to parks, open space, and recreation facilities, including access for persons with disabilities, bicycles, pedestrians, and users of public transportation.

Strategy F23: Minimize the impacts of parks and community facilities on adjacent development, including impacts of noise, traffic, and lights.

Strategy F24: Coordinate location and site design of parks and recreation facilities with schools, fire stations, libraries, and other public facilities where possible to effectively and efficiently provide service.

The Refinement Plan is consistent with the Environmental Design Element of the *Metro Plan*.

F. Transportation Element

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

Provide an integrated transportation and land-use system that supports choices in modes of travel and development patterns that will reduce reliance on the

automobile and enhance livability, economic opportunity, and the quality of life. (III-F-2)

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

Policy F26: Provide for a pedestrian environment that is well integrated with adjacent land uses and is designed to enhance the safety, comfort, and convenience of walking. (III-F-11)

Significant effort was made in the Refinement Plan to be consistent with the bicycle and pedestrian projects in *TransPlan*. In Map 3 of the Refinement Plan (Existing, Planned, and Proposed Multiuse Paths and Bikeways), *planned* projects are those that appear in *TransPlan*. On-street existing and planned projects are depicted on Map 3 to show connectivity; there are no actions in the Refinement Plan related to on-street projects. All *TransPlan* off-street bicycle and pedestrian projects within the Willamalane planning area appear as actions in the Refinement Plan in Table 4 (page 48).

Three relevant strategies in the Refinement Plan include:

Strategy 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*.

Strategy 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.

Strategy A55: Connect schools, parks, and other community destinations with linear parks, bikeways, and trails where feasible.

Below are a few actions from Table 4 (page 48) of the Refinement Plan that are relevant to the Transportation Element (numbers in brackets refer to the *TransPlan* project number):

Action 4.3a	EWEB Bike Path Extension [731]
Action 4.5	McKenzie Gateway Path [759]
Action 4.17	Lower Millrace Path [840]
Action 4.20	Middle Fork Willamette Path [21]

The Refinement Plan is consistent with the Transportation Element of the *Metro Plan*.

G. Public Facilities and Services Element

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

Finding 29: Combining educational facilities with local park and recreation facilities provides financial benefits to the schools while enhancing benefits to the community. (III-G-10)

Policy G.21 d: The use of school facilities for non-school activities and appropriate reimbursement for this use. (III-G-11)

School District/Willamalane coordination is a key element in the Refinement Plan. See Chapter Three, Highlights of Improvements, School District/Willamalane Collaboration. Example strategies include:

Strategy A1: Work with School District 19 to create school/park complexes where parks abut schools and to optimize the use of other school sites for public recreation, especially in areas that are underserved by neighborhood parks.

Strategy A2: Work with School District 19 when siting and developing future parks and schools to create school/park facilities best suited to meet the community's needs, where consistent with the goals and standards of this Plan.

An example action includes:

Action 1.3 -- Yolanda/Briggs/ Pierce School/Park: Work with SD 19 to develop and implement a school/park master plan for the Pierce property and adjacent Briggs and Yolanda School grounds that provides for coordinated development and optimizes outdoor recreation opportunities.

The Refinement Plan is consistent with the Public Facilities and Services Element of the Metro Plan.

H. Parks and Recreation Facilities Element

The Goal of the Parks and Recreation Facilities Element is to *provide a variety of parks and recreation facilities to serve the diverse needs of the community's citizens. (III-H-4)*

Relevant Metro Plan policies include:_____

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

Policy 4: Encourage the development of private recreational facilities. (III-H-5)

Policy 6: All metropolitan area parks and recreation programs and districts shall cooperate to the greatest possible extent in the acquisition of public and private funds to support their operations. (III-H-5)

The mission of Willamalane Park and Recreation District is "To provide exceptional park and recreation services that enhance the livability of our community and the lives of the people we serve" (p. 8). Agency representatives from throughout the metropolitan area were represented on the Refinement Plan Technical Advisory Committee, and staff updated elected and appointed officials from Springfield and Lane County throughout the process.

Relevant strategies from the Refinement Plan include:

Strategy A3: Work with the City to encourage the private provision of quality parks, urban plazas, trails, linear parks, rooftop open space, and other amenities in private developments, where consistent with the goals and standards of this Plan, the provisions of the Springfield Development Code, and other applicable codes and standards.

Strategy F6: Pursue and maintain partnerships with the City and other public, private, and non-profit organizations to acquire, develop, and maintain parks, open space, and recreation facilities.

Strategy F10: Coordinate efforts with other appropriate agencies related to "Rivers to Ridges," the Metropolitan Regional Parks and Open Space Study.

Strategy F11: Emphasize coordination with TEAM Springfield and other agency partners when developing new public resources, such as parks, schools, and public spaces.

Strategy F30: Assess community needs and update the District's Comprehensive Plan every five years to respond to changing trends.

The Refinement Plan is consistent with the Parks and Recreation Facilities Element of the Metro Plan.

I. Historic Preservation Element

The goal of the Historic Preservation Element of the Metro Plan is to preserve and restore reminders of our origin and historic development as links between past, present, and future generations (III-I-2).

Relevant *Metro Plan* policies include:

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

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

Strategy A60: Provide special-use parks that support specific recreation activities, and/or that have unique features, such as viewpoints, boating and fishing facilities

Strategy A61: Work with partner agencies, such as the City of Springfield and Lane County, to protect and enhance important scenic and historic sites.

Strategy A63: Develop and manage Dorris Ranch as a unique, historic natural area and recreational resource.

The Refinement Plan is consistent with the Historic Preservation Element of the Metro Plan.

J. Energy Element

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

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

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

Action 9.3 (Energy Efficiency Program): Develop energy-efficiency programs at District facilities to minimize consumption and utility costs.

The Refinement Plan is consistent with the Energy Element of the Metro Plan.

K. Citizen Involvement Element

The goal of the Citizen Involvement Element of the Metro Plan is to *continue to develop, maintain, and refine programs and procedures that maximize the opportunity for*

meaningful, ongoing citizen involvement in the community's planning and planning implementation processes consistent with mandatory statewide planning standards. (III-K-2,3)

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

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

The Refinement plan has one strategy that is most relevant to the Citizen Involvement Element:

Strategy F32. Continue to emphasize community involvement and volunteerism to involve individuals, groups, and businesses in the planning, design, operation, and programming of parks and recreation facilities.

In addition, Willamalane coordinated a thorough Citizen Involvement program for development of the Refinement Plan, as described below:

The Springfield Planning Commission/Committee for Citizen Involvement approved the Willamalane Park and Recreation Comprehensive Plan Public Involvement Program (PIP) on April 3, 2001. The 1995 IGA between the City and Willamalane provides that, in the process of updating the Park and Recreation Comprehensive Plan, Willamalane shall be responsible for satisfying the requirements of Statewide Land Use Planning Goal 1 – Citizen Involvement, as provided by Springfield's Citizen Involvement Program (CIP).

Willamalane's PIP was designed to ensure ample community and citizen involvement throughout the planning process in order to build a solid community-wide foundation of support for the plan. Over 750 people participated in the planning process. A summarized list of citizen involvement activities included:

- Six Citizen Advisory Committee (CAC) meetings, approximately every four months, all publicized and open to the general public, per the requirements of the CIP. The CAC was made up of seven citizen members representing the project's six planning areas, and the urbanizable area, and four elected or appointed officials;
- Four Technical Advisory Committee (TAC) meetings made up of 13 representatives from local and state agencies, districts, and governments;
- Five meetings with the Willamalane Board of Directors, including a public hearing, all publicized and open to the general public;

- A statistically valid community survey of 529 District households;
- Focus groups with non-users, teens, and Willamalane staff to identify needs and preferences;
- Thirty-nine stakeholder interviews with residents and Board members;
- A Park and Recreation Fair held at Gateway Mall, with 214 participants filling out a Park and Recreation Questionnaire;
- A Public workshop held at the Memorial Building Community Center with 16 attendees; and
- Regular project updates on the Willamalane web site, including a downloadable version of the DRAFT Park and Recreation Comprehensive Plan.
- Public hearings were conducted by the City and County Planning Commissions and Elected Officials prior to adoption of the Refinement Plan.

The Refinement Plan is consistent with the Citizen Involvement Element of the *Metro Plan*.

2. APPLICABLE STATE STATUTES

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

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

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

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

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

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

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

3. APPLICABLE STATE-WIDE PLANNING GOALS AND ADMINISTRATIVE RULES

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

Goal 1 – Citizen Involvement

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

The proposed Refinement Plan's Public Involvement Program (PIP) met and exceeded the requirements of Springfield's Citizen Involvement Program, the *Metro Plan*, and Goal 1. Requirements under Goal 1 are met by adherence to the citizen involvement processes required by the *Metro Plan* and implemented by the Springfield Development Code, Articles 7 and 14, and the Springfield Citizen Involvement Program and by noticed public hearings prior to final adoption by the Lane County Board of County Commissioners and Springfield City Council. The finding under the *Metro Plan* Citizen Involvement Element provides additional details on the Citizen Involvement efforts for the Refinement Plan that ensures compliance with Statewide Planning Goal 1.

Goal 2 – Land Use Planning

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

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

The first element of the Refinement Plan was the Community Needs Assessment (CNA). The CNA process included a wide-range of community involvement

opportunities as well as technical analysis of facilities, programs, and finances. Part of the technical analysis included a detailed inventory of parks and facilities, a demographic analysis, community profile, and summary of related planning efforts.

The findings of the CNA were the foundation of the strategies and action plan (Chapter 4). The Capital Improvement Plan (CIP) in Chapter 5 details a three-phase implementation strategy, with cost estimates and funding projections developed for phases one and two of the Comprehensive Plan. The projects included in the CIP are derived from the Action Tables in Chapter 4. The Refinement Plan includes a strategy (F30) for assessing community needs and updating the Plan every five years.

In addition to the above means, Willamalane ensured compliance with local, regional and state land use planning through the ongoing coordination with other government partners. A Technical Advisory Committee (TAC) met four times, reviewing project work and advising staff and consultants. The TAC consisted of representatives from City of Springfield, Lane County, City of Eugene, Springfield School District, Springfield Utility Board, Lane Council of Governments, Department of Land Conservation and Development, Oregon Park and Recreation Department, and others. In addition, staff updated the following elected and appointed officials on the Refinement Plan throughout the planning process: Springfield Planning Commission (three times); Springfield City Council (three times); Lane County Board of Commissioners (twice); Lane County Planning Commission (once); Springfield School District (once).

The Draft Park and Recreation Comprehensive Plan was completed in early December 2003. Over the next two months, staff and consultants met with the project committees, the Willamalane Board of Directors, and local elected and appointed officials, for their input. In addition, there was a public open house, as well as meetings with City of Springfield planning staff, Lane County planning staff, and other interested groups. The general public was able to review copies of the Draft Plan at the Willamalane Administration Center and the Springfield Library, as well as on the Willamalane Web Site (www.willamalane.org).

Changes were made to the Draft Plan in February 2004. The Willamalane Web Site was updated with the final draft of the plan and information about the public hearing, and the public was notified. On March 17, 2004 the Willamalane Board of Directors held a public hearing on the Park and Recreation Comprehensive Plan and three persons testified, all in favor. That evening the Board unanimously adopted the Refinement Plan.

Notice of the intent to adopt the Refinement Plan was sent to Department of Land Conservation and Development in July 2004. A joint public hearing with the Springfield and Lane County Planning Commissions was held on September 15, 2004, and a unanimous recommendation to adopt the Refinement Plan was forwarded to the City Council and Board of Commissioners. The elected officials conducted a joint public hearing on October 28, 2004 to adopt the Refinement Plan.

Therefore, the Refinement Plan meets and exceeds the requirements of Statewide Planning Goal 2.

Goal 3 – Agricultural Lands

To preserve and maintain agricultural lands.

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

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

Action 2.4	Lively Park Master Plan and Development
Action 2.5	Lively Park Expansion
Action 2.6	Lively/Thurston School/Park
Action 3.3	Georgia-Pacific Natural Area Park
Action 3.4	Georgia-Pacific Access Improvements
Action 5.1, 5.2	Wallace M. Ruff Jr. Memorial Park
Action 7.31	Harvest Landing Master Plan and Improvements

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

Goal 4 – Forest Lands

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

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

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

To conserve open space and protect natural and scenic resources.

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

The IGA between Willamalane and City of Springfield states, the “District shall be responsible for preparing, maintaining and updating a comprehensive parks, recreation and open space refinement plan for the area within its boundaries, including the City of Springfield and adjacent urbanizable area, for the purposes of meeting statewide Planning Goal 8 requirements and ensuring long-range public parks, recreation, and open space facilities/services.”

As the IGA directs, Willamalane’s responsibility is in meeting Goal 8 requirements. The City of Springfield is responsible for meeting Goal 5 requirements. However, *recreation-related* open spaces are addressed in the Park and Recreation Comprehensive Plan, per the direction of the *Metro Plan*.

As the *Metro Plan* notes in the Environmental Resources Element (III-C-1), “open space can also be a park ... examples of regional Parks (sic) that provide significant public open space areas for metropolitan residents include ... Willamalane Park and Recreation District’s Clearwater Park, Eastgate Woodlands, and Dorris Ranch.” The *Metro Plan* goes on to acknowledge later in the Environmental Resources Element (III-C-5) “open space provides many benefits in an urban area, including ...provision of recreation opportunities.”

During the preparation of the Natural Resources Special Study in the late 1980’s, a draft inventory was prepared of metropolitan area resource sites based on wildlife habitat values. A number of Willamalane’s existing park sites are included on that inventory, including Dorris Ranch, Willamette Heights, and Eastgate Woodlands, which received the highest score in the metro area.

Two of Willamalane’s core values are Environment and Stewardship, described in Chapter Two of the Refinement Plan. Willamalane elaborated on a number of the core values by developing value statements, including the following:

We Value the Environment: Our community looks to us to be the stewards of our present and future natural resources. We are committed to providing leadership in

conserving those resources, and looking for new and better ways to be environmentally responsible. (p. 9)

Two relevant strategies not already discussed include:

Strategy A35: Consider unique and significant natural areas for acquisition and development, as appropriate.

Strategy A48: Use environmentally-sustainable park development and management practices.

Willamalane also values scenic and historic areas, as demonstrated in the following strategies:

Strategy A60: Provide special-use parks that support specific recreation activities, and/or that have unique features, such as viewpoints, boating and fishing facilities, scenic areas, and historic sites.

Strategy A61: Work with partner agencies, such as the City of Springfield and Lane County, to protect and enhance important scenic and historic sites.

Clearly, the connection between the purpose of Goal 5 and the purpose of the Refinement Plan are mutually supportive and in many instances overlap. The section on the *Metro Plan* Environmental Resources Element describes in detail how the Refinement plan meets and exceeds the requirements for that element and Statewide Planning Goal 5.

Goal 6 – Air, Water and Land Resources Quality

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

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

The Refinement Plan has one action that is most relevant to Goal 6:

Strategy D16: Coordinate with the City to successfully implement stormwater Best Management Practices to assist in meeting State and Federal water-quality standards and Endangered Species Act requirements.

The Refinement Plan meets the requirements for Statewide Planning Goal 6.

Goal 7 – Areas Subject to Natural Disasters and Hazards

To protect life and property from natural disasters and hazards.

The focus of this goal is on natural hazard comprehensive planning, implementation, and coordination. This goal does not apply to the Refinement Plan.

Goal 8 – Recreational Needs

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

The purpose of the Refinement Plan is to “meet statewide Planning Goal 8 requirements and ensure long-range public parks, recreation, and open space facilities/services (1995 Intergovernmental Agreement Regarding Coordinated Planning and Urban Services).” Willamalane began the comprehensive planning process in December 2001 to identify future needs for parks, open space, recreation facilities, programs and services. The Refinement Plan responds to identified community needs and provides an action plan to ensure the most effective use of community resources. The planning process was split into three phases:

Phase I Determining Needs:

This phase involved significant outreach to community members to identify key issues, priorities, and perceived needs. A Community Needs Assessment incorporated community involvement activities, a community profile, a demographic analysis, a program analysis, a park and facility analysis, and a management and operations analysis. A Citizen Advisory Committee and a Technical Advisory Committee were formed to identify their vision for parks and recreation in the District. They provided direction and approval at key milestones throughout the project. A Project Management Team was coordinated to oversee the planning process.

Phase II Developing the Plan:

Based on the results of the Community Needs Assessment, strategies and actions were developed. Potential sources and levels for funding for parks and recreation were incorporated into a Capital Improvement and Operations Plan. A Draft Comprehensive Plan was created for committee, staff, and community review. Next, recommendations were finalized, and the final Plan was produced.

Phase III Adopting the Plan:

In the final phase, the Park and Recreation Comprehensive Plan was adopted by the Willamalane Board of Directors. The City of Springfield City Council and the Lane County Board of Commissioners adopted the Plan as a Refinement Plan to the Eugene-Springfield Metropolitan Area General Plan on October 28, 2004.

A thorough and deliberate process was used to develop and adopt the Refinement Plan, which meets and exceeds the requirements of Statewide Planning Goal 8. (For further substantiation please see the section on the *Metro Plan* Parks and Recreation Facilities Element).

Goal 9 – Economic Development

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

This goal is intended to address the land use needs (inventory) for employment opportunities in commercial and industrial sites, and correlates with one of the goals in the Refinement Plan, which is to "Support community economic development" (p. 8).

The Refinement Plan does not affect commercial or industrial lands inventories, nor does it limit access or other services to such sites. Therefore, the Refinement Plan is consistent with Statewide Planning Goal 9.

Goal 10 – Housing

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

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

The Refinement Plan is consistent with the purpose of Statewide Planning Goal 10.

Goal 11 – Public Facilities and Services

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

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

Goal 12 - Transportation

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

The focus of this goal is on the development of a transportation plan. *TransPlan* is the adopted metropolitan-area transportation plan. Please see the section on the *Metro Plan* Transportation Element for the detailed explanation of why the Refinement Plan is consistent with *TransPlan*, and therefore consistent with Statewide Planning Goal 12.

Goal 13 – Energy Conservation

To conserve energy.

This goal is intended to require local jurisdictions to include energy consequences during decision-making. The Refinement Plan calls for “Develop[ing] energy-efficiency programs at District facilities to minimize consumption and utilities costs (p. 61, Action 9.3). The *Metro Plan* Energy Element provides a detailed explanation of why the Refinement Plan is consistent with that Element, and therefore consistent with Statewide Planning Goal 13.

Goal 14 – Urbanization

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

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

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

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

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

Goal 15 – Willamette River Greenway

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

Willamalane Park and Recreation District has a number of current and proposed parks and properties within the Willamette River Greenway. Please see the section on the *Metro Plan* Willamette River Greenway, River Corridors and Waterways (p. 6-7) for the detailed explanation of why the Refinement Plan is consistent with that element, and therefore consistent with Statewide Planning Goal 15.

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

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

Compliance with Applicable Administrative Rules of Chapter 660, Division 034, 033, and 023

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

OAR 660-034-0040(1) refers to requirements for implementing "local park master plans" as part of the local comprehensive plan. There is no definition for "local park master plans" in Division 34. On January 28, 2004 staff spoke with Bob Rindy at DLCD for clarification. According to Mr. Rindy, language referring to "local park master plans" and "local park plans" pertain to site-specific park master plans (i.e., a master plan for a new or existing park), not for community-wide park and recreation comprehensive plans, such as the Refinement Plan. Sections (1)(a) and (1)(b) of 660-034-0040 only apply if one is adopting a site-specific park master plan. Since the Refinement Plan is a comprehensive, system-wide plan for parks and recreation, and not a site-specific park master plan, the rule does not apply.

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

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

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

A plan map designation is not necessary for proposed parks, as they are not site-specific and are not necessarily metropolitan-scale. As discussed in the section on the *Metro Plan* Diagram/Land Use Designations (p. 2-3), it is consistent that the Refinement Plan's proposed parks, facilities, and trails that are not already in public ownership do not appear on the *Metro Plan* Diagram, because those proposed parks, facilities and trails are not site-specific. If, in the future, Willamalane develops metropolitan-scale parks or facilities on property with land use designations not consistent with park use, plan amendment applications will be submitted for land use designation changes at that time, as we have done in the past (most recently with the 32nd Street Sports Park). Existing land use designations are consistent with the *Metro Plan*. Division 34 continues:

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

Existing City of Springfield zoning categories and *Metro Plan* map designations are sufficient, as they relate to existing parks and facilities, not proposed projects. Table C-1 "Park and Facility Classifications and Definitions" in the Refinement Plan provides information that may be used as objective siting review criteria when developing proposed parks and facilities in the future.

The rule also provides that "a local government is not required to adopt an exception to Statewide Planning Goals 3 or 4 for [these uses] on agricultural or forest land within a local park provided such uses, alone or in combination, meet all other statewide goals and are each use must be described and authorized in a local park master plan" that has been adopted as part of the local comprehensive plan (OAR 660-034-0040(4)(a)).

The Refinement Plan is consistent with this rule. Please see the discussion in the section on Statewide Planning Goal 3 – Agricultural Lands.

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

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

A list of proposed natural area parks are included in the Refinement Plan. Some of those sites are not yet in public ownership. However, their location is generalized in

nature, and there are no land use regulations being proposed to protect such sites prior to acquisition. Therefore, the Refinement Plan is consistent with this rule.

CONCLUSION

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

Willamalane began a comprehensive planning process in January 2002 to identify future needs for parks, open space, recreation facilities, programs, and services in the Springfield area within the Metro Plan boundary. The Refinement Plan responds to identified community needs and provides an action plan to ensure the most effective use of community resources. Strategies and actions were developed with input from a broad spectrum of community members, through such means as a statistically valid community survey, focus groups, stakeholder interviews, public meetings, and Citizen and Technical Advisory Committees. Input was also received throughout the planning process from elected and appointed officials, including members of the Springfield School District, Springfield City Council and Planning Commission, Lane County Board of Commissioners and Planning Commission, and the Willamalane Board of Directors.

Staff and consultants took great care to ensure that the Refinement Plan meets or exceeds the applicable criteria in the *Metro Plan*, applicable state statutes, and applicable Statewide Planning goals and administrative rules. Therefore, the Willamalane Park and Recreation District April 2004 Park and Recreation Comprehensive Plan, a refinement plan to the *Eugene-Springfield Metro Area General Plan (Metro Plan)*, is found to be fully consistent with the applicable criteria as described in these findings.

NAME OF MEETING: Joint Planning Commissions – Springfield and Lane County

MINUTES

Joint Planning Commissions
Springfield and Lane County
Work Session
Springfield Library Meeting Room
225 5th Street, Springfield, OR 97477

September 21, 2004
6 p.m.

PRESENT: Steve Moe, Chair; William Carpenter, Vice Chair; Lee Beyer, Gayle Decker, David Cole, Frank Cross, Springfield Planning Commission members; Juanita Kirkham, Chair; Steve Dignam, Vice Chair; James Carmichael, Marion Esty, Mark Herbert, Lane County Planning Commission members; Greg Mott, Bill Grile, Gary McKenney, City of Springfield staff; Joe Leahy, City of Springfield Attorney; Kent Howe, Stephanie Schulz, Lane County staff; Rebecca Gershow, Greg Hyde, Bob Keefer, Willamalane Park & Recreation District staff.

ABSENT: Greg Shaver, Springfield Planning Commission member; Ed Becker, Jacque Betz, Lane County Planning Commission members.

Commissioner Moe called the work session of the Springfield Planning Commission to order.

Commissioner Kirkham called the work session of the Lane County Planning Commission to order.

1. Joint Work Session – Willamalane Park and Recreation Comprehensive Plan

Greg. Mott, City of Springfield Planning Manager, explained the relationship between the Willamalane Comprehensive Plan and the Metro Plan and why both the City of Springfield and Lane County were participating. He distributed a letter from Roy Burling, Willamalane Budget Committee member, in support of the Willamalane Park and Recreation Comprehensive Plan (Willamalane Plan) and noted that was the extent of the correspondence received relative to the plan.

Mr. Mott commented that Statewide Planning Goal #8 appeared to address State Parks rather than provide direction to cities and counties. He said that chapter III, section H of the Metro Plan identified park planning as a land use activity that must be coordinated with the Metro Plan. He said a review of the Willamalane Plan indicated that its policies, objectives, and implementation strategies were consistent with the Metro Plan and an amendment to the Metro Plan was not required in order to adopt the Willamalane Plan.

Continuing, Mr. Mott said an important aspect of the coordination between Willamalane and the City of Springfield was the intergovernmental agreement that specifies how Willamalane and Springfield would coordinate park and recreation planning activities within the City's jurisdiction. He stated that Lane County was involved because Willamalane's district extended outside of the City limits and the plan affected land use that occurred outside of City limits, consistent with the Metro Plan, and there was joint jurisdictional responsibility for legislative matters between the City limits and the urban growth boundary (UGB). He said the commissions were not obligated to leave the record open and could take action immediately if satisfied with the information provided during the work session and subsequent public hearing.

Commissioner Dignam noted that the agenda materials referred to Lane Code 10.600-15 as being the applicable County statute but no information was provided to allow the commissioners to determine compliance. Mr. Mott said that section of the Lane Code adopted the Springfield Development Code (SDC) and the SDC provisions related to adoption or amendment of refinement plans were used to process the Willamalane Plan.

Commissioner Dignam asked if there were specific criteria for adoption of the Willamalane Plan. Mr. Mott replied that the commissions only needed to determine that the plan was in compliance with the Springfield Development Code.

Willamalane Planner Rebecca Gershow used a slide presentation to review the content and key components of the Willamalane Plan. She said development of the plan had taken over two and a half years, included extensive public comment, and invited questions and comments following her presentation.

Commissioner Decker arrived at 6:20 p.m.

Ms. Gershow summarized the planning framework, including citizen involvement activities, public outreach, and the community needs assessment. She said park, facility, program, and management and operations analyses were conducted as part of a community needs assessment. These findings were used to develop a majority of the strategies and actions contained in the plan.

Commissioner Beyer arrived at 6:30 p.m.

Ms. Gershow stated that approximately 25,000 additional residents were projected to live in the planning area in the next 20 years, with growth concentrated in Willamalane's east and north planning sub-areas. She listed the most needed major projects according to community survey findings:

- Develop a sports park
- Upgrade and renovate existing parks
- Develop smaller, closer to home neighborhood parks
- Provide a senior center on east side of Springfield
- Develop a multi-use community center

Ms. Gershow used a map to illustrate the location of land and facilities owned by Willamalane and indicated that almost 500 acres of additional parkland would be needed over the next 20 years to meet the needs of the projected population. She said that a Capital Improvement Plan (CIP) and Operations Plan

were developed to help determine how to phase and fund the action list. She reviewed the planned improvements and added that Willamalane had worked closely with the city of Springfield on the multi-use path component of the Plan, making sure projects from TransPlan and the City's Bicycle Plan were included.

Commissioner Beyer asked about the respective roles of Springfield and Willamalane relating to bike paths. Ms. Gershow replied that trails developed by the City were maintained by the City, although there were joint projects such as Island Park where the City developed the bicycle path and Willamalane maintained the paths. She said there was usually no written agreement covering those arrangements; they were based on mutual cooperation and support. Mr. Mott commented that the requirements for multi-modal opportunities in TransPlan under the State Transportation Planning Rule (TPR) addressed themselves to people using bicycles and their feet as alternative transportation and the City examined the trail and path system for gaps that would prevent their use for mobility and commuting purposes, not recreation.

Commissioner Carpenter referred to the "Rails-to-Trails" program and asked if any abandoned railroad rights-of-way were available. Ms. Gershow said that the Moe Mountain Linear Park was a parcel of land recently donated to Willamalane and could present such as opportunity if the Union Pacific frontage along Marcola Road could be acquired. She said that portion of the Union Pacific right-of-way had not been technically abandoned yet and Willamalane was discussing acquisition with the railroad. She concluded her presentation with a review of the CIP and potential funding sources.

Commissioner Dignam asked if adoption of the Willamalane Plan would create any obligation for the County with respect to the CIP. Willamalane Planning and Development Director Greg Hyde said that adoption of the plan resulted in no obligation, financial or otherwise, to implement the plan; that was the responsibility of Willamalane. He said that Willamalane regarded the CIP portion of the plan as a planning and analysis tool.

Commissioner Beyer asked for clarification of the relationship between the capital projects list in the plan and a project list that could become the basis for projecting Willamalane system development charges (SDCs). Mr. Hyde said the SDC methodology will be updated soon and the CIP cost estimates will be used to help establish the need.

Commissioner Herbert observed that Willamalane was asking for approval of a conceptual framework that identified the planning process and established a 20-year vision based on planning and projections. Ms. Gershow agreed with that description and said that Willamalane intended to update the plan every five years.. She briefly reviewed a list of funding options to help meet additional operational costs, and the Plan's proposed performance measure categories, which are intended to evaluate implementation and guide future planning activities.

Commissioner Esty asked if identification of bikeways as alternative transportation would have an impact on funding priorities in the future. Mr. Mott replied that prioritization had occurred for the bike paths the City was obligated to provide and when funding was available for bike path construction it was targeted to the highest priority projects. He said the priorities were established by the City Council and confirmed in TransPlan. Ms. Gershow noted that Willamalane had collaborated at a recent City Council work session in the setting of priorities for bike paths and off-street bike trails funding.

Commissioner Carpenter commented, based on his experience with the Springfield Bicycle Commission, that bike paths in the road right-of-way could use gas tax fund money and until bike trails were identified as part of the transportation system they would not be eligible for these funds, and other funding sources would be required.

Commissioner Moe adjourned the Springfield Planning Commission work session at 6:55 p.m.

Commissioner Kirkham adjourned the Lane County Planning Commission work session at 6:55 p.m.

(Recorded by Lynn Taylor)

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