

W. S. C.

**AGENDA COVER MEMO**

**DATE:** June 1, 2005 (first reading)  
June 20, 2005 (second reading/public hearing)  
**TO:** LANE COUNTY BOARD OF COMMISSIONERS  
**DEPT.:** Public Works Department/ Land Management Division  
**PRESENTED BY:** Stephanie Schulz, Planner  
Suzanna Julber and Greg Mott, Springfield Development Services

**AGENDA ITEM TITLES: ORDINANCE NO. PA 1223 – IN THE MATTER OF AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN (METRO PLAN) DIAGRAM FOR PROPERTY IN THE GLENWOOD AREA, WITH CONCURRENT GLENWOOD REFINEMENT PLAN DIAGRAM AND TEXT AMENDMENTS, AND ADOPTING SAVINGS AND SEVERABILITY CLAUSES.**

**ORDINANCE NO. 2-05 – IN THE MATTER OF AMENDING CHAPTER 10 OF LANE CODE TO ADOPT AMENDMENTS TO THE SPRINGFIELD DEVELOPMENT REGULATIONS FOR APPLICATION TO URBANIZABLE LANDS WITHIN THE SPRINGFIELD URBAN GROWTH AREA (LC 10.600-15) AND ADOPTING SAVINGS AND SEVERABILITY CLAUSES.**

**I. MOTION**

I Move Approval of Ordinance No. PA 1223 to Adopt Amendments to the Eugene-Springfield Metropolitan Area General Plan for Subarea 8 of the Glenwood Refinement Plan Text and Diagram; and Ordinance No. 2-05 Adopting Article 44 of the Springfield Development Code (SDC) for Application Within the Springfield Urban Growth Area and Adopting Savings and Severability Clauses.

**II. ISSUE OR PROBLEM**

Should the Board of Commissioners adopt the proposed Metro Plan amendments for the Glenwood River Opportunity Area, Subarea 8 and the implementation measures described in Article 44 of the Springfield Development Code for application within the Springfield Urban Growth area?

Adoption of amendments to the Eugene-Springfield Metro Plan affecting the area between the city limits of the Home City (Springfield) and the UGB require approval by the Home City and Lane County. Co-adoption of the Glenwood Riverfront

Implementation Plan and SDC Article 44 by Lane County will make it effective within the Springfield Urban Growth area.

### III. DISCUSSION

#### **Background**

The City of Springfield assumed jurisdiction of the Glenwood area in 1998. In 2000, the Springfield City Council identified "Glenwood Direction" as a top priority goal for the City, and recognized the River Opportunity Area as one of the few developable locations along the Willamette riverfront in the entire metro area. City Planning staff applied for and were awarded a TGM grant to conduct a public process and establish a redevelopment plan for the area that would consider the potential for creating a Nodal Development site in *TransPlan*.

The 48 acre project area (Subarea 8: River Opportunity Area) is suitable for redevelopment into a vibrant, mixed use center that would become an asset to the community and compliment adjacent downtown Springfield. The entire Glenwood area is now an Urban Renewal District, which, combined with the recently improved availability of public services and future roadway improvements, has increased the development opportunity for this area. The City recently completed the installation of sanitary sewer within Franklin Blvd through Glenwood.

The process envisioned in the Riverfront Development Plan for Subarea 8 will allow the development of the area into a land use pattern which includes a mix of residential, office, and commercial uses along the Glenwood Riverfront, as well as allow the flexibility to respond to a changing market through a Master Plan Modification procedure. The Mixed Use/Nodal Development designations will allow redevelopment to proceed in a manner that encourages a pedestrian-friendly, mixed use land use pattern, which combines accesses onto Franklin Blvd. with respect for the adjacent Willamette River, and that becomes an amenity within the community.

Project development included approximately 11 public open houses and workshops offered to receive citizen input, in addition to participation by the Citizen Advisory Committee and work sessions held before the City Council and the City and County Planning Commissions. The Springfield and Lane County Planning Commissions conducted a joint public hearing on April 19, 2005. No public testimony was presented at the meeting. The written record was left open until April 29, 2005, in order to provide additional opportunity for written testimony. Statements were received from several citizens, which were addressed in subsequent documents and the final report. New language was added to the original staff report demonstrating compliance with Statewide Planning Goal 15, Willamette Greenway. The Planning Commissions deliberated separately, and minutes from the deliberations meetings will be provided to the Board prior to the Hearing Date.

## Analysis

Criteria to be met for adoption of these amendments are found in Lane Code Chapter 12 and the *Metro Plan*. LC Chapter 12 provisions guide amendments to the *Metro Plan* that effect lands outside the city limits and within the UGB. This amendment is a Type II amendment that affects land outside Springfield and within the Springfield UGB, therefore requiring approval by Lane County along with the home city of Springfield. A Type II amendment changes the Plan diagram or is a site-specific Plan text amendment. Adoption of the plan amendments and the SDC Code updates by Lane County will be consistent with the Type II amendment process described in the *Metro Plan*.

Lane Code 12.225(2)(a) states the amendment must be consistent with the relevant statewide planning goals and must not make the *Metro Plan* internally inconsistent. The Glenwood Refinement Plan (GRP) is the long range policy document that guides future development and community priorities in Glenwood, it is the refinement plan to the *Metro Plan* that applies in this area.

Ordinance No. PA 1223 will adopt an identical Plan Diagram Amendment to the Metro Plan Diagram and the Glenwood Refinement Plan Diagram. The existing Plan Diagram Designation is Commercial/Industrial/Multi-Family Residential Mixed Use, which is proposed for revision to Mixed Use/Nodal Development in this specific Subarea. The Glenwood Refinement Plan has Subareas because each pocket of Glenwood has a unique identity and characteristics. In addition to the proposed diagram amendment, text amendments to the "Subarea8: Riverfront Opportunity Area" portion of the Refinement Plan are needed to outline the flexible Master Plan review process for development proposals within the project area. The City has already adopted design standards in the existing Mixed Use Zoning Districts (SDC Article 40) and the Multi-Family Design Guidelines (SDC Article 16). In order to provide a flexible review process, developers are given the option to use these existing standards, or, the new standards described in Article 44. By using this two-track approach to building design, flexibility is incorporated and the standards may help facilitate development of infill and hard-to-develop sites with frontage, access, and topographical issues.

Ordinance 02-05 will adopt a new Article 44 of the Springfield Development Code that implements the development review process and provides guidance for design of the buildings in the project Area. One of the big changes by adopting Article 44 is the prohibition on auto-oriented uses within the Project Area, because of its designation for Mixed Use/ Nodal Development. This is consistent with policies in *TransPlan*, the *Metro Plan*, and the State's Transportation Planning Goal 12.

#### **IV. RECOMMENDATION**

Staff recommends co-adoption of both the Amendments to the Glenwood Riverfront Implementation Plan and Article 44 of the Springfield Development Code by the Board of County Commissioners.

#### **V. ATTACHMENTS**

1. Ordinance No. PA 1223

Exhibit A – List of Tax Lots within the Project Area

Exhibit B – Glenwood Refinement Plan Diagram Amendment

Exhibit C – Glenwood Refinement Plan Text Amendment

Exhibit D – Applicants Statement & Findings in Support

2. Ordinance No. 2-05

Exhibit A – Article 44 Glenwood Riverfront (GR) Plan District

Exhibit B – Applicants Statement and Findings in Support

3. Minutes from February 15, 2005 Lane County Planning Commission work session

4. Minutes from April 19, 2005 Joint Planning Commission Public Hearing (supplemental)

5. Minutes from Springfield Planning Commission deliberations (supplemental)

6. Minutes from Lane County Planning Commission deliberations (supplemental)

**BEFORE THE BOARD OF COUNTY COMMISSIONERS OF LANE COUNTY, OREGON**

**ORDINANCE No. PA 1223 ( IN THE MATTER OF AMENDING THE EUGENE-  
( SPRINGFIELD METROPOLITAN AREA GENERAL  
( PLAN (METRO PLAN) DIAGRAM FOR PROPERTY IN  
( THE GLENWOOD AREA, WITH CONCURRENT  
( GLENWOOD REFINEMENT PLAN DIAGRAM AND  
( TEXT AMENDMENTS, AND ADOPTING SAVINGS  
( AND SEVERABILITY CLAUSES.**

**WHEREAS**, the Springfield City Council is committed to establishing policies and procedures to guide development in Glenwood in the area known as "Subarea 8: The River Opportunity Area", in the Glenwood Refinement Plan, excepting the parcels south of the railroad tracks, and as such, initiated the following Eugene-Springfield Metropolitan Area General Plan (Metro Plan) diagram and concurrent Glenwood Refinement Plan diagram amendment, Glenwood Refinement Plan Text Amendment and Springfield Development Code amendment on September 20, 2004:

Redesignate approximately 47.5 acres of land from "Commercial/ Industrial/ Multi-Family Residential Mixed Use" to "Mixed Use/ Nodal Development", amend the Glenwood Refinement Plan to add policies and procedures to guide development, and amend the Springfield Development Code to add "Article 44: Glenwood Riverfront (GR) Plan District", Jo. No. LRP 2004-00031, City of Springfield, applicant.

**WHEREAS**, the combined application conforms to the provisions of Section 3.050 of the Springfield Development Code for providing timely and sufficient notice of the public hearing, pursuant to Section 14.030 of the Springfield Development Code, as well as applicable provisions of Lane Code (LC) chapter 12; and

**WHEREAS**, on April 19, 2005, public hearings on the Metro Plan diagram and concurrent Glenwood Refinement Plan diagram amendment, Glenwood Refinement Plan text amendments, and Springfield Development Code amendments were held. No persons testified in favor or against the proposed amendments. The Planning Commissions of Lane County and the City of Springfield held the written record open until April 29, 2005, in order to solicit more written testimony from interested parties. The Development Services staff notes, including criteria of approval, findings, and recommendations, together with the testimony and submittals of those persons testifying at the hearing or in writing, have been considered and are part of the record. In accordance with Chapter IV Plan Amendments and Refinements of the Metro Plan, Policy 6, the Springfield Planning Commission forwarded a recommendation to the Springfield City Council to adopt the package of amendments on May 18, 2005. The Lane County Planning Commission forwarded a recommendation to the Board of Commissioners to adopt the amendments on June 7, 2005; and

**WHEREAS**, Chapter IV Plan Amendments and Refinements of the Metro Plan, Policy 13 requires Metro Plan and refinement plan amendments to be referred to the other two jurisdictions for review and determination of Metro Plan consistency; and

**WHEREAS**, The City of Eugene was provided a referral notice on March 17, 2005. No response from the City of Eugene was received that indicated the proposed amendments have a Regional Impact; and

**WHEREAS**, the City of Springfield has an acknowledged Citizen Involvement Program with a process for securing citizen input on all long range planning projects, which has been followed since the project's beginning in fall of 2000, and opportunities for citizen influence have been available at all stages during the development of the Glenwood Riverfront Plan and the proposed amendments. A group of property owners, business owners, and residents of Glenwood formed the Citizen Advisory Committee (CAC), which provided oversight to the project, and additionally, approximately 11 public open houses and workshops were offered throughout the project history to receive citizen input, in addition to a number of City Council and Planning Commission work sessions; and

**WHEREAS**, Metro Plan Amendments and Refinements policy 3(b) supports the proposed amendments as a Type II amendment; and

**WHEREAS**, the requested Metro Plan diagram amendment, concurrent refinement plan diagram amendment, Glenwood Refinement Plan text amendments, and Springfield Development Code amendments, are consistent with the criteria of approval of Section 7.070 and the provisions of Section 7.110(4) of the Springfield Development Code. This general finding is supported by the specific findings of fact and conclusions in the staff report (Exhibit "D") attached hereto; and

**WHEREAS**, the Board of Commissioners conducted a joint public hearing on this proposal on June 20, 2005, 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**, the Metro Plan, LC chapter 12 and 10.600-15 requires Lane County participation in all refinement plan adoptions or amendments which affect land outside the city limits of Springfield; and

**WHEREAS**, substantial evidence exists within the record demonstrating that the proposal meets the requirements of the Metro Plan, of LC chapters 10 and 12, and of applicable state and local law as described in Exhibit "D", attached, and which is adopted in support of this Ordinance.

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

**Section 1.** The Metro Plan diagram is amended to change the current designation of approximately 47.5 acres of land from "Commercial/ Industrial/ Multi-Family Residential Mixed Use" to "Mixed Use/ Nodal Development," as identified and described on Exhibits "A" and "B" attached and incorporated here by this reference.

**Section 2.** Concurrently and consistent with the provisions of Lane Code chapter 12, the Glenwood Refinement Plan diagram for the area known as Subarea 8: The River Opportunity Area in the Glenwood Refinement Plan, excepting the area south of the railroad tracks, is automatically amended to change the current designation from "Commercial/ Industrial/ Multi-Family Residential Mixed Use" to "Mixed Use/ Nodal Development," as identified and described on Exhibits "A" and "B" attached and incorporated here by this reference.

Section 3. The Glenwood Refinement Plan, Subarea 8: River Opportunity Area text is hereby amended by replacing the current pages with revised text as described in Exhibit "C" attached and incorporated here by this reference.

**FURTHER**, although not a part of this Ordinance, the Board of County Commissioners adopts findings as set forth in Exhibit "D" attached, in support of this action.

The prior underlying Metro Plan designations replaced by this Ordinance remain in full force and effect to authorize prosecution of persons in violation thereof prior to the effective date of this Ordinance.

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 to the remaining portions hereof.

**ENACTED** this \_\_\_\_ day of \_\_\_\_\_ 2005.

\_\_\_\_\_  
Chair, Lane County Board of County Commissioners

\_\_\_\_\_  
Recording Secretary for this Meeting of the Board

APPROVED AS TO FORM

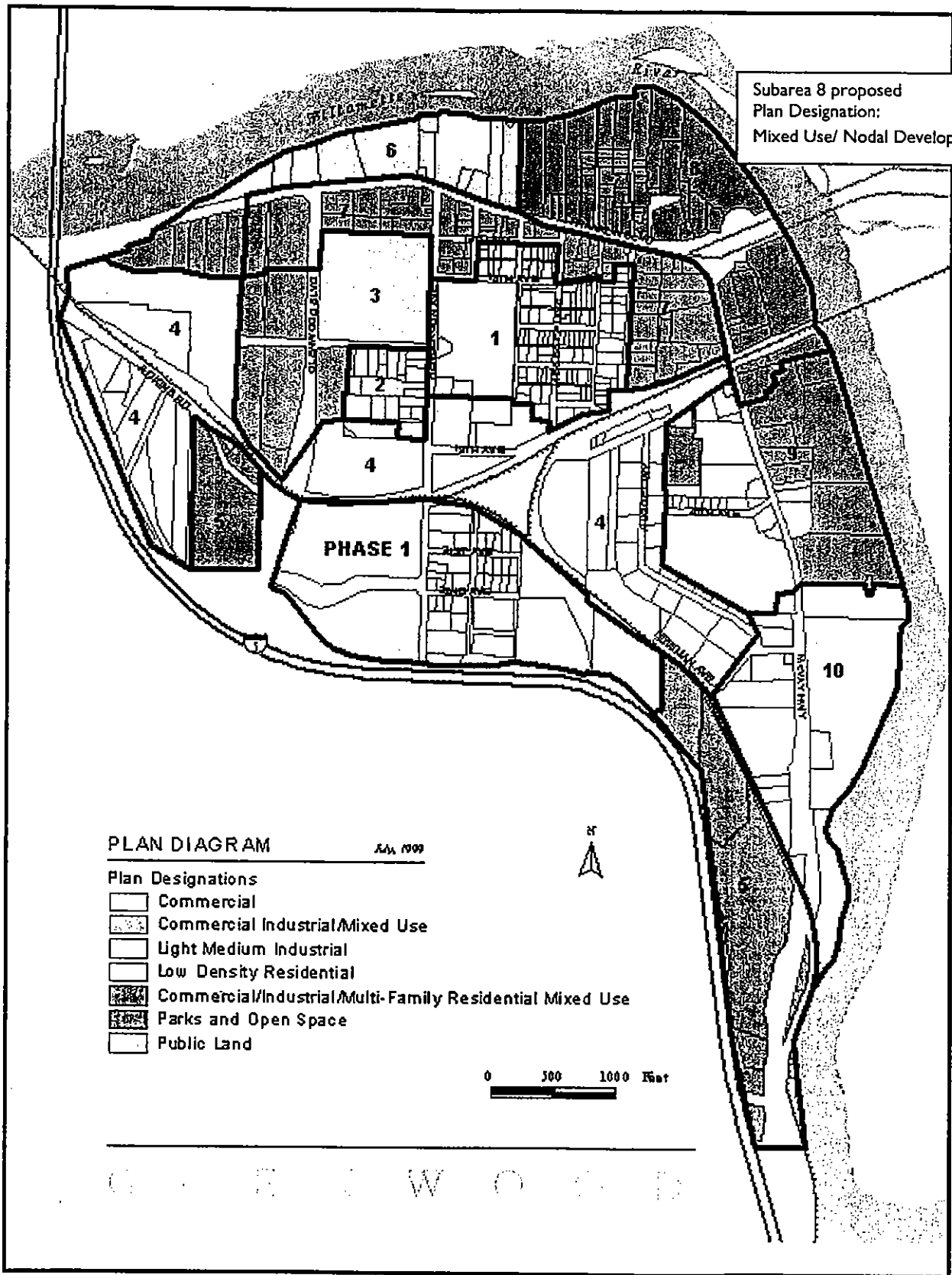
Date 5-26-2005 Lane County

  
OFFICE OF LEGAL COUNSEL

## List of Properties within the Project Area

MAP	TAX LOT	ACRES	MAP	TAX LOT	ACRES
17033441	2100	0.0683	17033442	500	0.2314
17033442	200	0.1792	17033442	504	0.2667
17033441	800	1.6526	17033442	1000	0.2876
17033444	500	2.3316	17033442	900	0.3448
17033441	1800	0.0773	17033442	800	0.3553
17033441	1700	0.0736	17033442	700	0.3671
17033441	1900	0.1348	17033442	502	0.0100
17033441	1100	0.1456	17033442	1800	0.0653
17033441	2000	0.2973	17033442	1700	0.2491
17033441	1400	0.5544	17033442	2000	0.3693
17033442	2300	0.2597	17033442	2100	0.6758
17033442	2200	0.2683	17033442	1600	3.4707
17033442	2400	2.5653	17033442	1500	1.1710
17033442	2500	3.2418	17033442	100	1.3954
17033442	400	0.1894	17033442	1900	0.1422
17033442	300	0.1907	17033444	100	6.0924
17033441	1300	0.1175	17033442	1400	0.1806
17033441	400	0.8292	17033442	501	0.1382
17033441	500	1.5838	17033442	600	0.3632
17033441	1500	1.5873	17033441	300	0.9479
17033441	700	3.2684	17033441	100	7.1477
17033441	200	0.6038	17033442	1300	0.1844
17033442	503	0.0936	17033442	1200	0.4051
17033441	1000	0.1413	17033444	101	0.9209
17033441	900	0.1658	17033444	400	0.1723
17033444	600	0.1389	Total Acreage		47.6711
17033444	700	0.9572			





## **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 to 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. ~~The residential uses include approximately 12 houses scattered throughout the area, a small apartment building, and two manufactured dwelling parks with 77 manufactured dwellings on 14 acres.~~

This subarea contains approximately 47 acres, a significant portion of which is vacant or underutilized property, especially along the riverfront. ~~There are six landowners owning most of the land within the River Opportunity Area. 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 because by of 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 location of the area at the entrance to Springfield and Eugene, 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 ~~new 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, industrial parks, industrial headquarters and operations, 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. ~~The subarea may also be appropriate for new residential development.~~

In recognition of the mixed development pattern of the area, the River Opportunity Area is designated Mixed Use (MU) for industrial, commercial, and residential uses 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), Campus Industrial (CI) 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 (DLCD). 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, DLCD, the Technical Advisory Committee, and the Citizen Advisory Committee. The Riverfront Plan envisions that the planning area is developed in a manner that maximizes it's 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](http://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.**
  - 2.1 ~~Retain existing Light Medium Industrial zoning, but~~ Consider zone changes that would allow for park development, office, high tech, 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.
  - 2.2 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), Campus Industrial (CI) 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.
  - 2.3 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 1.2. 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, average residential density 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 a 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 consolidates 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.
  - ~~8.1.1 Consider zone changes to Community Commercial for smaller commercially developed parcels with highway frontage.~~
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 on page..... of 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 1 percent of the project cost towards an art feature, as approved by the Springfield Economic Development Agency.**

**APPLICANT'S STATEMENT  
FOR PLAN AND DEVELOPMENT CODE AMENDMENT  
SUBAREA 8: THE RIVER OPPORTUNITY AREA IN GLENWOOD**

**I. PROPOSAL DESCRIPTION**

**Applicant: CITY OF SPRINGFIELD**

**Nature of Request:**

The City of Springfield (City) is requesting that the Planning Commissions of Springfield and Lane County forward a recommendation of approval to the Springfield City Council and the Lane County Board of Commissioners regarding a package of Amendments to the *Metro Plan* Diagram and *Glenwood Refinement Plan* (GRP) Diagram and Text, and amendments to the Springfield Development Code (collectively, the “Amendments”).

The Project Area is shown in Attachment 1. The Amendments will allow the development of the Project Area into a land use pattern which includes a mix of residential, office, and commercial uses along the Glenwood Riverfront, as well as allow the flexibility to respond to a changing market through a Master Plan Modification procedure. The flexible Modification process allows larger employers, such as but not limited to, campus industrial, institutional, civic or medical-related uses to be developed within the Project Area, provided specific criteria is satisfied.

The Mixed Use/Nodal Development Metro Plan and Refinement Plan diagram designations are effective upon adoption of this amendment. The remainder of the Amendments, including Article 44 of the Springfield Development Code, and zoning districts consistent with the policies of the Refinement Plan, are applied as the properties within the Project Area are annexed into the City.

This request is a combination of the following:

- *Metro Plan* Diagram Amendment, in order to change the current *Metro Plan* Designation (Plan Designation) from Commercial/Industrial/Multi Family Mixed Use, to Mixed Use/Nodal Development;
- *Glenwood Refinement Plan* Diagram Amendment , in order to change the current Refinement Plan Designation (Plan Designation) from Commercial/Industrial/Multi Family Mixed Use, to Mixed Use/Nodal Development;
- Text Amendments to the *Glenwood Refinement Plan* that will add policies and text to Subarea 8: The River Opportunity Area; and
- Adoption of a new article into the Springfield Development Code (SDC), Article 44: Glenwood Riverfront (GR) Plan District.

The City is undertaking adoption of the Amendments and the SDC articles for several reasons:

1. In 1998, the City of Springfield assumed jurisdiction of the area known as Glenwood from the City of Eugene. Shortly following, the Springfield City Council identified “Glenwood Direction” as a top priority, and later identified the Glenwood Riverfront as an area suited to redevelopment into a vibrant, mixed use center that would become an asset to the community and compliment adjacent downtown Springfield. In response to the Council direction, staff applied for, and was awarded multi-year planning grants from the Department of Land Conservation and Development’s Transportation Growth Management (TGM) division in order to establish a redevelopment plan that capitalizes upon the location of the Project Area, and it’s designation in the *Metro Plan* and *Glenwood Refinement Plan* as an area suited to mixed use.

The TGM planning project resulted in the development of the “Glenwood Riverfront Plan”, which is essentially a Master Plan that guides development within the Project Area. The proposed Amendments implement the principles of the Glenwood Riverfront Plan in the SDC and the Glenwood Refinement Plan.

2. The City has installed sanitary sewer within Franklin Blvd. The City anticipates the availability of sanitary sewer to the Project Area will increase development pressure on the Glenwood area, and advance planning in order to guide development in the Project Area is timely.

3. The advent of an urban renewal district for all of Glenwood, combined with the availability of services, and future roadway improvements, has increased the development pressure on the area. The Amendments and SDC articles will provide guidance as this development occurs within Subarea 8 in a manner that encourages the area to redevelop in a pedestrian-friendly, mixed use land use pattern, which combines accesses onto Franklin Blvd., is respectful of the adjacent Willamette River, and that becomes an amenity to the community.

No specific development is approved pursuant to the City Council’s approval of the Amendments.

**Plan Diagram Map Changes:**

The specific map changes requested are:

**1. Metropolitan Area General Plan Diagram**

Metro Area General Plan map amendment from” Commercial/ Industrial/ Multi Family Residential Mixed Use” to “Mixed Use/ Nodal Development”, for the area known as “Subarea 8: The River Opportunity Area” in the *Glenwood Refinement Plan*, excepting the area south of the railroad bridge, in Glenwood.

**2. Glenwood Refinement Plan Diagram Map**

*Glenwood Refinement Plan* Diagram map amendment from “Commercial/ Industrial/ Multi Family Residential Mixed Use” to “Mixed Use/ Nodal Development”, for the same area described above.



**3. Glenwood Refinement Plan Text**

*Glenwood Refinement Plan* Text amendments for “Subarea 8: The River Opportunity Area” to add policies that will guide redevelopment within Subarea 8, consistent with its Mixed Use/ Nodal Development plan designation.

**4. Springfield Development Code (SDC) Text**

Add a new SDC Article, “Article 44: Glenwood Riverfront (GR) Plan District”, which will contain the specific development standards and outline the development review process for proposals within Subarea 8.

**Services:**

Subarea 8, also known as the Project Area, and the GR Plan District, is within the City’s urban growth boundary and outside the city limits of Springfield. Prior to development of any of the properties within Subarea 8, property owners will be required to annex into the City. Services and facilities available to the site area are as follows:

Fire:	Springfield Fire Department, through the Glenwood Water District
Police:	Lane County
Schools:	Eugene School District 19
Power:	SUB
Water:	SUB
Sewer:	At site, however unavailable until annexations and hook ups are to occur.
SWDF:	Glenwood Receiving Station
Access:	From Franklin Blvd.

**II. APPLICABLE STANDARDS AND CRITERIA**

Article 8 of the SDC establishes criteria for “Adoption or Amendment of Refinement Plan Text, Refinement Plan Diagrams, and Development Code Text”. Section 8.030 of the SDC requires that, in reaching a decision on proposed amendments, the Planning Commission and City Council “shall adopt findings which demonstrate conformance with the following:

- “(1) *The Metro Plan;*
- “(2) Applicable State Statutes.
- “(3) Applicable State-wide Planning Goals and Administrative Rules.”

**(1) Conformance with the Metro Plan**

This section of the application addresses compliance with the policies of the *Metro Plan*. Each of the *Metro Plan* policies that apply to the Amendments are listed in the following section, with a staff response addressing the applicability of each policy provided.

The *Metro Plan Introduction*, Section D provides the following definitions:

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

In recognition of the fact that the fulfillment of the adopted *Metro Plan* Policies will lead the community towards the achievement of the *Metro Plan* Goals and Objectives, the analysis provided in this section deals exclusively with the *Metro Plan* policies.

The following staff analysis of the *Metro Plan* and GRP application's compliance with the *Metro Plan* focus on the two following Criteria of Approval:

1. For the *Metro Plan* Map amendment, the amendment must not make the *Metro Plan* internally inconsistent (SDC 7.070(3) (b)).
2. For the *Glenwood Refinement Plan*, the proposed amendments must demonstrate consistency with the *Metro Plan* (SDC 8.030(1)).

## **THE PLAN DIAGRAM**

In the *Metro Plan*, the Plan Diagram is discussed beginning on page II-E-1. Under "Land Use Designations", beginning on page II-E-2, the various land use designations within the urban area are defined.

The proposed Plan Designation Mixed Use/ Nodal Development is consistent with the definition of Nodal Development and Mixed Use provided in the *Metro Plan*, as follows:

"Nodal Development Area (Node): Areas identified as nodal development areas in *TransPlan* are considered to have potential for this type of land use pattern. Nodal development is a mixed-use pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment in well-defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be pedestrian and transit oriented.

Fundamental characteristics of nodal development require:

- Design elements that support pedestrian environments and encourage transit use, walking, and bicycling;
- A transit stop which is within walking distance (generally ¼ mile) of anywhere in the node;
- Mixed uses so that services are within walking distance;
- Public spaces, such as parks, public and private open space, and public facilities, that can be reached without driving; and
- A mix of housing types and residential densities that achieve an overall net density of at least 12 units per acre.” (p. II-E-9)

“Mixed Uses: This category represents areas where more than one use might be appropriate, usually determined by refinement plans on a local level.” (p. II-E-13)

The Amendments facilitate the development of the Project Area consistent with the definition for a Mixed Use Nodal Development area provided in the *Metro Plan*. The Project Area is known as “Subarea 8: The River Opportunity Area” in the *Glenwood Refinement Plan*, and is currently designated for “Commercial/ Industrial/ Multi Family Residential Mixed Use” on the *Glenwood Refinement Plan* Diagram (page 20, *Glenwood Refinement Plan*).

## METRO PLAN ELEMENTS

### Growth Management

#### **Policies (*Metro Plan*, beginning on page II-B-3)**

***“1. The urban growth boundary and sequential development shall continue to be implemented as an essential means to achieve compact urban growth. The provision of all urban services shall be concentrated inside the urban growth boundary.”***

**Response:** All of the property affected by the proposed Amendments is within the Springfield urban growth boundary. The Project Area is centrally located between the downtowns of Springfield and Eugene, on a major Bus Rapid Transit route. The City and utility providers are improving the urban services to the Project Area by providing sanitary sewer, storm water, a water line, and transit service. Additionally, ODOT is improving the Franklin Blvd. transportation system adjacent to the Project Area with a roadway overlay and adjacent sidewalks in some areas. Adoption of the Amendments is consistent with Growth Management Policy 1, as the focused improvements and development guidance will help achieve compact urban growth.

***“8. Land within the urban growth boundary may be converted from urbanizable to urban only through annexation to a city when it is found that:***

- a. A minimum level of key urban facilities and services can be provided to the area in an orderly and efficient manner.***

*b. There will be a logical area and time within which to deliver urban services and facilities. Conversion of urbanizable land to urban shall also be consistent with the Metropolitan Plan.”*

**Response:** The properties within the Project Area are outside the Springfield City Limits. Prior to more intensive development occurring in the Project Area, the properties will be required to be annexed to the City of Springfield and key urban services provided, in accordance with SDC Article 6 and with Growth Management policy 8 in the GRP. Language in both the proposed Article 44: GR Plan District, and the proposed *Glenwood Refinement Plan* policies, requires annexation in accordance with the requirements of SDC Article 6.

*“12. When the following criteria are met, either Springfield or Eugene may annex land which is not contiguous to its boundaries.*

*a. The area to be annexed will be provided an urban service(s) which is (are) desired immediately by residents/property owners.*

*b. The area to be annexed can be serviced (with minimum level of services as directed in the Metropolitan Plan) in a timely and cost-efficient manner and is a logical extension of the city’s service delivery program.*

*c. The annexation proposal is accompanied by support within the area proposed for annexation from the owners of at least half the land area in the affected territory.”*

**Response:** Staff anticipates, with the advent of sanitary sewer and other essential City services to the Project Area, property owners may request annexation and apply for subsequent development applications as soon as fall 2005. Currently, the Project Area is not adjacent to the city limits; however, the City will support annexation requests, with annexation agreements, that meet the criteria outlined in Growth Management Policy 12, above, and the requirements of SDC Article 6.

*“24. To accomplish the fundamental principle of compact urban growth addressed in the text and on the diagram, overall metropolitan-wide density of new residential construction, but not necessarily each project, shall average approximately six dwelling units per gross acre over the planning period.”*

**Response:** Adoption of the Amendments implements Growth Management Policy 24, as the properties within the Project Area are proposed to be designated “Mixed Use/ Nodal Development Overlay”, and thereby will be required to accommodate an average residential density of 12 units per acre for the residential portion.

### **Residential Land Use and Housing Element**

Policies (Beginning on page III-A-6)

#### **Residential Land Supply and Demand**

***“A.4 Use annexation, provision of adequate public facilities and services, rezoning, redevelopment, and infill to meet the 20-year projected housing demand.”***

**Response:** The proposed Amendments support Residential Land Supply and Demand Policy A.4, as the Amendments will allow greater opportunities for increased housing density, redevelopment and infill development. Collectively, the Amendments support the potential for 850 new housing units within the Project Area. The properties are currently developed with low density residential, commercial, and industrial uses. The Amendments facilitate redevelopment and infill development through a flexible design review process, providing opportunities for higher density housing development to meet the projected demand.

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

**Response:** While the Amendments do not directly relate to the provision of key urban services to the Project Area, the City and other service providers have focused efforts on upgrading existing facilities, in anticipation of development in Glenwood. The Amendments support advance planning prior to allowing property owners to annex and request development approval, and work in conjunction with the upgraded facilities, such as sanitary sewer and a new water line. The Amendments work in conjunction with the new facilities to maintain a supply of serviced, buildable land with opportunities for higher density housing.

### **Residential Density**

***“A.10 Promote higher residential density inside the urban growth boundary that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserves rural resource lands outside the urban growth boundary.”***

***“A.11 Generally locate higher density residential development near employment or commercial services, in proximity to major transportation systems or within transportation-efficient nodes.”***

***“A.12 Coordinate higher density residential development with the provision of adequate infrastructure and services, open space, and other urban amenities.”***

***“A.13 Increase overall residential density in the metropolitan area by creating more opportunities for effectively designed infill, redevelopment, and mixed use while considering the impacts of increased residential density on historic, existing, and future neighborhoods.”***

**Response:** The Amendments are supportive of Residential Density Policies A.10, A.11, A.12, and A.13, as they promote higher density, mixed use development in a centrally-located area, that will be well-served by nearby transit.

### **Housing Type and Tenure**

*“A.18 Encourage a mix of structure types and densities within residential designations by reviewing, and, if necessary, amending local zoning and development regulations.”*

*“A.19 Encourage residential developments in or near downtown core areas in both cities.”*

**Response:** The proposed Amendments implement Housing Type and Tenure Policy A.18, as the proposed Article 44: GR Plan District language strives to achieve a mix of structure types, such as apartments, rowhouses, and mixed use residential of varying densities within the Mixed Use/Nodal Development Plan Designation. The Project Area is adjacent to downtown Springfield, and the Amendments facilitate the potential for 850 housing units, supporting Policy A.19.

### **Mixed Use**

*“A.22 Expand opportunities for a mix of uses in newly developing areas and existing neighborhoods through local zoning and development regulations.”*

*“A.23 Reduce impacts of higher density residential and mixed use development on surrounding uses by considering site, landscape, and architectural design standards or guidelines in local zoning and development regulations.”*

*“A.24 Consider adopting or modifying local zoning and development regulations to provide a discretionary design review process or clear and objective design standards, in order to address issues of compatibility, aesthetics, open space, and other community concerns.”*

**Response:** The Amendments directly implement Mixed Use Policies A.22, A.23, and A.24. The proposed Article 44: GR Plan District promotes the use of mixed use development, and provides a two-track design system for reviewing development applications. A developer can use the standards in the City’s existing Mixed Use Zoning Districts (SDC Article 40) or Multi Unit Design Standards (SDC Article 16), or propose a varying design that meets the intent of the standard, and complies with a list of criteria. The Refinement Plan text recognizes the benefits of flexible guidelines based on market dynamics and in response, establishes a process for plan modification that involves staff, the planning commission and the city council, depending upon the magnitude of the proposed amendment.

### **Economic Element**

Policies (Beginning on page III-B-1)

*“14. Continue efforts to keep the Eugene and Springfield central business districts as vital centers of the metropolitan area.”*

**Response:** The Amendments focus on improving economic conditions and spurring redevelopment in a centrally-located area adjacent to downtown Springfield, supporting Economic Element Policy 14 by improving downtown Springfield’s role as a central business district.

***“16. Utilize processes and local controls which encourage retention of large parcels or consolidation of small parcels of industrially or commercially zoned land to facilitate their use or reuse in a comprehensive manner rather than piecemeal fashion.”***

**Response:** The Amendments establish a review process that uses a Master Plan concept as the basis for reviewing development proposals. The proposed review process allows a developer to use either the Glenwood Riverfront Plan as a Master Plan, or propose a Master Plan Modification with a minimum development area of 5 acres. The proposed review process supports Economic Element Policy 16 by facilitating comprehensive development proposals as opposed to piecemeal development.

***“23. Provide for limited mixing of office, commercial, and industrial uses under procedures which clearly define the conditions under which such uses shall be permitted and which (a) preserve the suitability of the affected areas for their primary uses; (b) assure compatibility; and (c) consider the potential for increased traffic congestion.”***

**Response:** By proposing a Mixed Use/ Nodal Development Plan Designation for the Project Area, the City is implementing Economic Element Policy 23. The Amendments collectively help ensure that the design will promote compatibility, and achieves a reduction in auto-oriented uses, consistent with the Nodal Development Plan Designation.

### **Environmental Resources Element**

Policies (Beginning on page III-C-7)

***“1. Springfield, Lane County, and Eugene shall consider downstream impacts when planning for urbanization, flood control, urban storm runoff, recreation, and water quality along the Willamette and McKenzie Rivers.”***

***“18. Local governments shall develop plans and programs which carefully manage development on hillsides and in water bodies, and restrict development in wetlands in order to protect the scenic quality, surface water and groundwater quality, forest values, vegetation, and wildlife values of those areas.”***

**Response:** Two of the objectives of the Glenwood Riverfront Plan and the accompanying Amendments are to:

- Facilitate a storm drainage system for the master plan area that cleanses and treats the runoff prior to discharging into the Willamette River, and provides adequate drainage solutions as determined through Master Plan review; and
- Protect and enhance the Willamette River’s water quality and habitat for endangered species through environmentally sensitive development.

Currently, the Project Area is not well-served by drainage facilities. A primary component of the Glenwood Riverfront Plan is the drainage system which promotes the use of swales,

environmentally sensitive building design, and riparian restoration along the river's edge, in order to improve water quality and provide passive recreational opportunities for residents and visitors to Glenwood. The Amendments require the use of the Glenwood Riverfront Plan drainage system plan, until such as time that the City adopts a Storm Drainage Master Plan which will provide more detailed guidance for development within Glenwood. By using innovative techniques for treating storm and surface water runoff, the Amendments support Environmental Resources Policies 1 and 18.

### **Willamette River Greenway, River Corridors, and Waterway Element**

Policies (Beginning on page III-D-4)

***“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.”***

***“5. New development that locates along river corridors and waterways shall be limited to uses that are compatible with the natural, scenic, and environmental qualities of those water features.”***

***“6. New industrial development that locates along the Willamette and McKenzie Rivers shall enhance natural, scenic, and environmental qualities.”***

***“10. Local and state governments shall continue to provide adequate public access to the Willamette River Greenway.”***

**Response:** The Amendments support the Willamette River Greenway, River Corridors, and Waterway Element Policies 3, 5, 6, and 10, by providing design guidelines for development along the Willamette River, and, additionally, requiring the provision of a multi-use riverfront path to facilitate public access to the river. Under current zoning regulations and policies that govern the Project Area, there is little guidance for design and incorporation of environmental features in development. While the *Glenwood Refinement Plan* contains standards for environmental design, these are not implemented in the SDC. Further, since the adoption of the *Glenwood Refinement Plan*, the City's Water Quality Limited Watercourse Setback ordinance has been adopted, and the setback prescribed for the Willamette River is 75 feet. The Amendments implement the existing policy guidance in both the *Metro Plan* and the *Glenwood Refinement Plan* for providing development that incorporates the riverfront as an amenity, encourages riparian restoration, and provides opportunities for public access.

### **Environmental Design Element**

Policies (Beginning on page III-E-3)



***“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.”***

**Response:** The Amendments comply with Environmental Design Element 1, as the proposed Mixed Use/ Nodal Development Plan Designation provides opportunities for a diverse mix of land uses and supports existing policy direction encouraging Nodal Development.

***“2. Natural vegetation, natural water features, and drainageways shall be protected and retained to the maximum extent practical. Landscaping shall be utilized to enhance those natural features. This policy does not preclude increasing their conveyance capacity in an environmentally responsible manner.”***

**Response:** Through the specific requirements of Article 44: GR Plan District, Environmental Design Policy 2 is supported. In the landscaping standards in Article 44, retention of existing natural vegetation and physical features is required in site design, where feasible.

***“8. Site planning standards developed by local jurisdictions shall allow for flexibility in design that will achieve site planning objectives while allowing for creative solutions to design problems.”***

**Response:** The Amendments provide a flexible, two track design system for designing the buildings within the Project Area. Developers can either use the strict standards from the Mixed Use zoning districts in SDC Article 40, the Multi Family Design Standards in SDC Article 16, or a more flexible process in which design satisfies specific criteria in order to meet the intent of the standard. Examples of these standards include Building Form, Building Orientation, and Pedestrian Orientation. This flexible review process supports Policy 8 of the Environmental Design Element.

### **Transportation Element**

The Transportation Element of the *Metro Plan* has been amended to incorporate the findings and policies of *TransPlan*, the Eugene-Springfield Transportation System Plan, in its latest version from June 2002. The proposed Amendments are consistent with the following policies from *TransPlan*.

#### **Land Use**

Policies (Beginning on page III-F-4)

***“F-1. Apply the nodal development strategy in areas selected by each jurisdiction that have identified potential for this type of transportation-efficient land use pattern.”***

***“F-3. Provide for transit-supportive land use patterns and development, including higher intensity, transit-oriented development along major transit corridors and near transit stations; medium- and high-density residential development within ¼ mile of transit stations, major transit corridors, employment centers, and downtown areas; and development and***

*redevelopment in designated areas that are or could be well served by existing or planned transit.”*

***“F-4. Require improvements that encourage transit, bicycles, and pedestrians in new commercial, public, mixed-use, and multi-unit residential development.”***

**Response:** The Project Area is identified as a potential “Node” in *TransPlan*, and was recommended as a priority area for nodal development implementation by the Springfield City Council in 2002. The Amendments implement existing policy direction to support the nodal development land use strategy, consistent with Land Use Policies F-1, F-3, and F-4.

Development within the Project Area will be guided by the standards in Article 44: GR Plan District, and will require design elements that encourage a pedestrian-oriented environment, such as weather protection, architectural enhancements, street furniture, and public spaces. Articles in the SDC require that new developments encourage bicycle access, provide bicycle amenities, and make bicycling more accessible for employees, customers, and residents. These standards are applied through site plan review for new development and redevelopment. The proposed designation for Mixed Use/ Nodal Development acknowledges that the Project Area will be developed as a Node, consistent with its definition provided in the *Metro Plan*.

***“F-5. Within three years of TransPlan adoption, apply the ND, Nodal Development, designation to areas selected by each jurisdiction, adopt and apply measures to protect designated nodes from incompatible development and adopt a schedule for completion of nodal plans and implementing ordinances.”***

**Response:** The Springfield City Council chose the Project Area as one of the six priority node areas identified for implementation of the nodal development land use strategy, along with Riverbend, Downtown Springfield, the Mohawk district, and the two nodes identified in Jasper-Natron.

The Amendments directly implement Land Use Policy F-5, and fulfill the City’s responsibility from *TransPlan*, as the implementing ordinances will ensure that the Project Area is developed consistent with nodal development characteristics.

#### **Transportation System Improvements: System-Wide**

***“F-10. Protect and manage existing and future transportation infrastructure.”***

**Response:** The Amendments comply with *TransPlan* Transportation System Improvements policy F-10. Part of the impetus to develop and adopt a redevelopment plan for the Project Area is because of programmed and plan system improvements to the existing infrastructure in Glenwood, including Franklin Blvd. As part of the improvements to the Glenwood area, ODOT will be completing a preservation project for Franklin Blvd., along with adjacent sidewalks in some areas, and bike lanes. In this manner, the existing transportation system is improved and preserved, consistent with Policy F-10.

***“F-13. Support transportation strategies that enhance neighborhood livability.”***

**Response:** The Amendments collectively support the nodal development land use strategy, which by definition promotes higher density, mixed use development with accompanying design guidelines that enhance livability in the community.

#### **Transportation System Improvements: Transit**

***“F-18. Improve transit service and facilities to increase the system’s accessibility, attractiveness, and convenience for all users, including the transportation disadvantaged population.”***

**Response:** While the proposed Amendments do not directly affect transit service, the Project Area is centered on a Bus Rapid Transit station that will be located at the intersection of McVay Highway and Franklin Blvd. The layout of the Project Area as depicted in the Glenwood Riverfront Plan, or a development scenario developed through the Master Plan Modification process, will provide access to transit for multiple users, an objective of the Glenwood Riverfront Plan.

#### **Transportation System Improvements: Bicycle**

***“F-22. Construct and improve the region’s bikeway system and provide bicycle system support facilities for both new development and redevelopment/expansion.”***

***“F-23. Require bikeways along new and reconstructed arterial and major collector streets.”***

***“F-24. Require bikeways to connect new development with nearby neighborhood activity centers and major destinations.”***

**Response:** Currently, there are few bicycle facilities in Glenwood as a whole. The Glenwood Riverfront Plan and the supporting Amendments require the provision of bicycle lanes on the collector streets that provide east-west connectivity through the Project Area. The bicycle lanes will effectively link the Project Area to nearby neighborhoods, and provide facilities to encourage commuting where they do not presently exist, supporting Policies F-22, F-23, and F-24.

#### **Transportation System Improvements: Pedestrian**

***“F-26. Provide for a pedestrian environment that is well integrated with adjacent land uses and is designed to enhance the safety, comfort, and convenience of walking.”***

***“F-27. Provide for a continuous pedestrian network with reasonably direct travel routes between destination points.”***

***“F-28. Construct sidewalks along urban area arterial and collector roadways, except freeways.”***

**Response:** Through the proposed Mixed Use/ Nodal Development Plan Designation, Pedestrian Policies F-26, F-27, and F-28 are supported. A primary purpose of the Amendments is to ensure that redevelopment provides pedestrian access, connectivity, and facilitates pedestrian orientation throughout the Project Area, provided through the Master Plan review process, as well as site plan design review.

**(2) Conformance with Applicable State Statutes**

State statutes which apply to this request include those statutes requiring compliance to Statewide Planning Goals. The statute requiring compliance is ORS 197.250. This application can be deemed in compliance by adoption of findings relating how the application conforms to each of the Statewide Goals, as outlined in the following section.

**(3) Conformance with Applicable State-wide Planning Goals and Administrative Rules.**

**STATEWIDE GOAL CONSISTENCY:**

The proposed amendments are consistent with applicable Statewide Planning Goals and Administrative Rules as follows:

**GOAL 1 - CITIZEN INVOLVEMENT.**

Springfield has an acknowledged Citizen Involvement Program with a process for securing citizen input on all long range planning projects. The Citizen Involvement Program has been followed since the project’s beginning in fall of 2000.

Opportunities for citizen influence have been available at all stages during the development of the Glenwood Riverfront Plan and the proposed Amendments. A group of property owners, business owners, and residents of Glenwood formed the Citizen Advisory Committee (CAC), which provided oversight to the project.

The CAC core group includes the following property owners/ citizens:

Steve Moe	Steve Roth	George Karotko
Randy Hledik	Steve Pardo	Taylor Ramsey
Pam Seaver	Phil Marvin	John Brombaugh
Bill Seaver	Joan Marvin	

In addition, approximately 11 public open houses and workshops were offered throughout the project history to receive citizen input, in addition to a number of City Council and Planning Commission work sessions. Table 1 illustrates the history of the public workshops and opportunities for public input on the Glenwood Riverfront Plan.

**Table I. Public Involvement History, Glenwood Riverfront Plan**

<b>Date</b>	<b>Subject</b>	<b>Comments</b>
8/22/2000	Original Contract signed for TGM Glenwood Riverfront Plan	
9/28/2000	CAC Meeting	Introduction
11/2/2000	CAC Meeting	Establish Project Goals, Discuss Existing Conditions
12/11/2000	CAC Meeting	Discuss Economic Analysis
1/30 and 1/31/01	Public Workshops- Also TAC and CAC meetings	
3/7/01	Open House	
3/12/01	City Council Work session	
3/15/01	Open House/ Redevelopment Forum/ CAC Meeting	
3/20/01	Planning Commission work session	Get a sense of PC's preferred land use scenario.
4/2/01	City Council work session	Refine, choose a land use alternative.
7/16/01	Planning Commission work session	Present Economic Study
7/17/01	City Council Work session	Present Economic Study
7/17/01	CAC Meeting	Present Economic Study.
11/18/2002	CC work session	Update on progress
1/27/03	City Council Work session	Bring cross sections of Franklin to CC.
4/17/03	CAC Meeting	Update of projects affecting Franklin Blvd., etc.
5/20/03	CAC Meeting	
6/3/03 and 6/4/03	Public Workshop/ Open House	
6/23/03	City Council Work session to present financial piece	Council suffers from "sticker shock", and we take a breather and decide a course of action.
April, May	Outreach meetings w/ property owners	John Tamulonis, Susanna Julber
5/10/04	City Council work session	Proceed with "Plan B"; follow through with development code, refinement plan amendments to get development process, design guidelines adopted.
6/29/04	Glenwood public meeting	Per Task 8.
7/1/04	Glenwood public meeting	Per Task 8.
7/19/04	Ponderosa Mobile Home Meeting at Roaring Rapids	Additional meeting.
7/26/04	City Council Work session	Update on Public Involvement
9/20/04	City Council initiates package of plan amendments, etc. necessary for plan implementation.	
January 4, 2005	Planning Commission Work session	
February 15, 2005	Lane County Planning Commission Work Session	Presentation of Riverfront Plan to PC.
February 23, 2005	Public Open House at LTD	Opportunity to solicit comments.
February 24, 2005	Public Open House at LTD	Opportunity to solicit comments.
March 15, 2005	Springfield Planning Commission Work Session	Presentation of Riverfront Plan to PC.
April 19, 2005	Joint Lane County and City of Springfield Planning Commission Work Session and Public Hearing	Presentation of implementing GR Plan District, Refinement Plan amendments. Public Hearing.

Staff finds that the citizen involvement process used to develop the Glenwood Riverfront Plan and implementing Amendments satisfies the requirements of Goal 1, Citizen Involvement, as the City's acknowledged Citizen Involvement Program was used to develop the Citizen Involvement process for the Glenwood Riverfront Plan.

## GOAL 2 - LAND USE PLANNING.

Goal 2 requires that local comprehensive plans be consistent with statewide goals, that local comprehensive plans are internally consistent, and that implementing ordinances be consistent with acknowledged comprehensive plans. Goal 2 also requires that land use decisions be coordinated with affected jurisdictions and that they be supported by an adequate factual base.

### 1. Coordination with Affected Jurisdictions

ORS 197.610 requires the City to forward notice of proposed *Metro Plan* and GRP amendments to DLCD a minimum of 45 days prior to the first evidentiary hearing on adoption. Notice was provided to DLCD on March 4, 2005; the first evidentiary hearing is being held on April 19, 2005.

*Metro Plan* policy 1(3) (b) characterizes the plan amendments as Type II, "A Type II amendment shall include any change to the Plan diagram or Plan text that is site specific and not otherwise a Type I category amendment."

The proposed amendments are considered a Type II amendment, as the changes include a change to the Plan diagram that is site specific. A Type II amendment can be initiated by any of the three governing bodies.

*Metro Plan* Amendments and Refinements Policy 5(b) provides guidance with respect to process:

*"...a Type II Metropolitan Plan amendment between the city limits and Plan Boundary, must be approved by the home city and Lane County. The non-home city will be sent a referral of the proposed amendment and, based upon a determination that the proposal will have Regional Impact, may participate in the decision. Unless the non-home city makes affirmative findings of Regional Impact, the non-home city will not participate in the decision."*

The City of Eugene was first provided a referral notice of the proposed amendments on October 6, 2004, when the first evidentiary hearing was scheduled for January 4, 2005. Because of implementation and scheduling issues, the first evidentiary hearing was rescheduled for April 19, 2005. The City of Eugene was provided an additional referral notice on March 17, 2005. No response from the City of Eugene was received that indicated the City of Springfield's package of Amendments have a Regional Impact.

*Metro Plan* Amendments and Refinements Policy 6 provides:

*"Public hearings by the governing bodies for Metropolitan Plan amendments requiring participation from one or two jurisdictions shall be held within 120 days of the initiation date."*

This policy applies when a citizen initiates a plan amendment process. The Springfield City Council initiated this request on September 20, 2004. Although the first public hearing is

beyond the 120-day window as provided in Policy 6 of the *Metro Plan* Amendments and Refinements, it does not apply to city-initiated requests. The first hearing dates took longer than expected, in order to offer additional public involvement opportunities and to resolve some implementation issues.

The *Metro Plan* Amendment is a “Type II” amendment as defined in the Springfield Development Code at SDC 7.030, because it

- a) involves a specific piece of property;
- b) does not change the *Metro Plan* Urban Growth Boundary;
- c) does not change the *Metro Plan* jurisdictional boundary;
- d) does not require a goal exception;
- e) does not include a non-site-specific amendment of the *Metro Plan* text.

Springfield is the “Home City” for the proposed amendment, as provided in SDC 7.030 because the subject site is east of I-5.

The proposed *Metro Plan* Amendment does not have a regional impact, as defined in SDC 7.030 because the amendment

- a) does not require the amendment of a functional plan, such as the Public Facilities Plan, a Natural Resources Function Plan, or *TransPlan*.
- b) does not have a demonstrable impact on the water, storm drainage, sanitary sewer, or transportation facilities of the City of Eugene.

The subject amendments are site specific Type II map amendments with no regional impact as those terms are defined at Section 7.030 of the Springfield Development Code.

A Type I *Metro Plan* Amendment is

“Any change to the *Metro Plan* which (1) changes the urban growth boundary or the jurisdictional boundary of the Plan; (2) requires a goal exception not related to a UGB expansion to be taken under statewide planning goal 2; or (3) is a non-site specific amendment of the plan text.”

A Type II *Metro Plan* Amendment is

“An amendment to the *Metro Plan* which is not otherwise a Type I plan amendment and which (1) changes the Plan diagram; or (2) is a site-specific Plan text amendment.”

The proposed Metro plan amendments do not change the Metro urban growth boundary or plan boundary. They do not require an exception. They are site specific changes to the plan diagram.

Accordingly, the Amendments and the City's adoption thereof are consistent with the requirements of Goal 2.

## 2. Consistency with Adopted Plans

The application is consistent with adopted plans such as the existing *Glenwood Refinement Plan*, the *Metro Plan*, and *TransPlan*. The proposed changes implement the intent of these guiding documents for the Project Area to develop into a mixed use node, and help accomplish the City's responsibility of Nodal Development implementation as prescribed in *TransPlan*.

### **GOAL 3 - AGRICULTURAL LANDS.**

This goal is inapplicable because it applies only to "rural" agricultural lands and the subject property is within an acknowledged urban growth boundary. OAR 660-15-000(3).

### **GOAL 4 - FOREST LANDS.**

Goal 4 does not apply within urban growth boundaries. OAR 660-06-0020. The subject property is inside an acknowledged urban growth boundary. Goal 4 is therefore inapplicable.

### **GOAL 5 - OPEN SPACE, SCENIC AND HISTORIC AREAS, NATURAL RESOURCES**

Goal 5 requires local governments to protect a variety of open space, scenic, historic, and natural resource values. Goal 5 and its implementing rule, OAR Ch. 660, Division 16, require planning jurisdictions, at acknowledgment and as a part of periodic review, to

- (1) identify such resources:
- (2) determine their quality, quantity, and location:
- (3) identify conflicting uses:
- (4) examine the economic, social, environmental, and energy (ESEE) consequences that could result from allowing, limiting, or prohibiting the conflicting uses, and
- (5) develop programs to resolve the conflicts.

No part of the subject site is on any acknowledged *Metro Plan* Goal 5 inventory, but is adjacent to the Willamette River, an inventoried Natural Resource Special Study Site (NRSSS), Site WA/WB. The City has adopted the inventory, and is currently completing an ESEE analysis on the inventoried sites.

Currently, the land adjacent to the Willamette River is developed with a mix of residential, commercial, and industrial uses, many of which have no formal drainage system for treatment of storm water. Several uses are developed up to the top of bank, with little apparent setback.



Two of the primary objectives of the Glenwood Riverfront Plan and the proposed Amendments that require a Master Plan Modification for development that varies from the mixed use land use scenario shown in the Glenwood Riverfront Plan are to:

- 1) Facilitate a storm drainage system for the master plan area that cleanses and treats the runoff prior to discharging into the Willamette River, and provides adequate drainage solutions as determined through Master Plan review;
- 2) Protect and enhance the Willamette River's water quality and habitat for endangered species and other indigenous wildlife through environmentally sensitive development.

Development in accordance with the Glenwood Riverfront Plan, or a Master Plan Modification will be required to use the Storm Water Master Plan and Riparian Protection and Enhancement guidelines developed for the Glenwood Riverfront Plan, until such time that the City adopts a Storm Drainage Master Plan to provide guidance specifically for development in Glenwood. This requirement is outlined at Section 44.130 in the proposed SDC amendments and within the proposed amendments to the *Glenwood Refinement Plan*, under Policy 14. Further, the Riverfront Plan Storm Water Master Plan recommends using swales and open ditches for treating storm water prior to entering the Willamette River along streets, within parking areas, and through design standards for buildings.

To further the protection of the Willamette River and its natural resource qualities, development within the Project Area will be required to adhere to the City's existing setback requirements for Water Quality Limited Watercourses in SDC Article 32 and as mapped on the Water Quality Limited Watercourses Map, unless a Willamette Greenway delineation in accordance with SDC Article 25 identifies areas that warrant additional setback protection. The Water Quality Limited Watercourse Map requires a minimum 75 foot setback from the top of bank for development along the Willamette River. The combination of the riparian setback and the drainage system requirements within the proposed Amendments will help to improve the quality of the Willamette River.

## **GOAL 6 - AIR, WATER, AND LAND RESOURCES QUALITY**

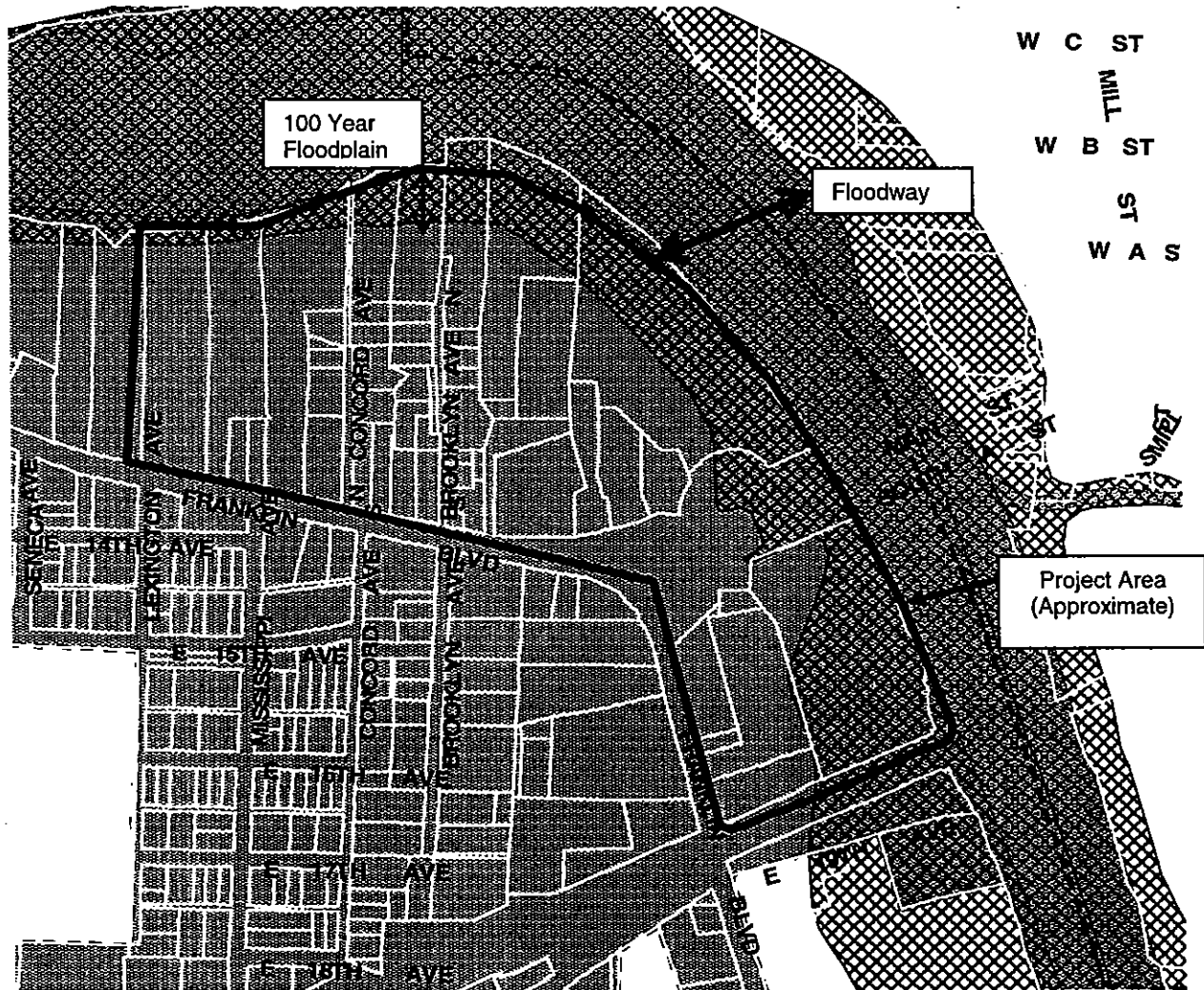
Statewide Planning Goal 6 requires that cities maintain and improve the quality of the air, water and land resources of the state. The subject property is located within the Springfield urban growth boundary. Any development must comply with applicable state and federal air and water quality standards. Future development and redevelopment of the site will be reviewed under Springfield's standards for development to ensure that the integrity of the air, water, and land resources are preserved.

## **GOAL 7 - AREAS SUBJECT TO NATURAL HAZARDS**

Goal 7 requires that development subject to damage or that could result in loss of life not be planned or located in known areas of natural hazards and disasters without appropriate

safeguards. The goal also requires that plans be based on an inventory of known areas of natural disaster and hazards.

A portion of the Project Area is within the 100 year floodplain. Most recent FEMA maps available (Map Numbers 41039C1141F, Panel 1141, and 41039C1142F, Panel 1142, both June 2, 1999) characterize the floodplain boundary as illustrated in Figure 1.



Additionally, a slight portion of the properties are within the floodway. The Metro Plan and local regulations do not permit building within the floodway, however with the required 75 foot water quality limited watercourse setback, this should not be an issue where the floodway encroaches on these properties.

Development applications within the 100 year floodplain in Springfield are governed by the requirements of SDC Article 27, Floodplain Overlay (FP) District. Among the requirements of the FP Overlay District, construction must have the lowest floor, including basement, elevated to one foot above the base flood elevation.

The existing SDC requirements in Article 27 provide proper safeguards to guide development along the Willamette Riverfront in a manner that will provide protection from the potential hazards.

## **GOAL 8 - RECREATIONAL NEEDS.**

Goal 8 requires local governments to plan and provide for the siting of necessary recreational facilities to “satisfy the recreational needs of the citizens of the state and visitors.” Responsible governmental agencies must plan to meet these needs (1) in coordination with private enterprise; (2) in appropriate proportions; and (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements.” OAR 660-015-000(8).

Advisory guidelines for meeting Goal 8 encourage planners to give priority in meeting such needs “to areas, facilities and uses that

- “(a) meet recreational needs requirements for high density population centers,
- “(b) meet recreational needs of persons of limited mobility and finances,
- “(c) meet recreational needs requirements while providing the maximum conservation of energy both in the transportation of persons to the facility or area and in the recreational use itself,
- “(d) minimize environmental degradation,
- “(e) are available to the public at nominal cost, and
- “(f) meet needs of visitors to the state.”

Whether a developer chooses to use the Glenwood Riverfront Plan, or the Master Plan Modification process to propose a varying land use scenario, the Amendments provide the opportunity to add passive and active recreation opportunities along the Willamette River, through the passive viewing opportunities in the regional drainage/ wetland park, and through the open space requirements contained in Article 44: GR Plan District for residential developments.

The Amendments comply with (a) and (b), above, as the Project Area is directly adjacent to downtown Springfield and its population base, and will provide opportunities for recreation for those with mobility limitations and limited finances. Currently, there is no formal public access to the Willamette Riverfront area within the Project Area. The Amendments will support the establishment of a multi-use riverfront path, providing river access and opportunities for Glenwood residents and visitors. The Amendments comply with (c), above, as they facilitate the development of the Project Area a “node”, which implies that opportunities for work, living, and recreation are within walking distance. Additionally, the Amendments collectively require the design of the Project Area to promote walking and multi-modal transportation choices, reducing the need to drive to the site. Further, the requirement for a multi-use path will create a link between downtown Springfield and the riverfront, and provide bicyclists and pedestrians with a means to travel east-west through the Project Area. The Amendments comply with (d), above, as they will facilitate the protection and enhancement of the Willamette River riparian edge. The Amendments will implement the City’s existing 75-foot riparian setback requirement, and the drainage system proposed for the Project Area incorporates Best Management Practices such as

using swales to treat storm water and improving the environmental conditions within the Project Area. The Amendments comply with (e) and (f), as the proposed riverfront multi-use path is to be free of charge, and will serve as an attractor for visitors to the area.

## **GOAL 9 - ECONOMY OF THE STATE**

Statewide Planning Goal 9: Economic Development requires cities to maintain adequate supplies of buildable lands for projected commercial and industrial use as follows:

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

The proposed Amendments provide opportunities for higher density housing, commercial, and office uses, which assists in furthering economic opportunities for the businesses and residents of Springfield. Furthermore, because the Amendments create a flexible review process, the City is enabled to respond to development requests from larger users that may add to the employment base of the region, and that may not be anticipated at this time.

More generally, Goal 9 requires that “Comprehensive plans for urban areas shall: . . .

“3. Provide for at least an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses consistent with plan policies; . . .”

“4. Limit uses on or near sites zoned for specific industrial and commercial uses to those which are compatible with proposed uses.”

While currently undergoing review, LCDC is preparing amendments to the Goal 9 Administrative Rules that recognize the importance of providing mixed use opportunities for living, working, and providing commercial services in close proximity, to meet multiple community needs. The proposed Amendments implement this objective.

Further, the proposed Amendments do not adversely affect Springfield’s commercial and industrial land inventories. The City’s acknowledged Commercial Lands Study (CLS), adopted by the Council in February 2000, identified a need for an additional 255 acres to meet the demand for commercial land to the year 2015. Commercial land in Glenwood was not included in the inventory, because the City had recently assumed jurisdiction of Glenwood from the City of Eugene. Because sanitary sewer was unavailable to serve the Project Area, none of these properties would have been included on the short-term CLS inventory, and possibly not the long-term, as construction of the sanitary sewer was not anticipated at the time the CLS was written.

The Plan Designation for the Project Area properties is currently “Commercial/ Industrial/ Multi-Family Residential Mixed Use”, and the properties within Subarea 8 are currently zoned a mix of Community Commercial, Light Medium Industrial, and Low Density Residential. The

Amendments propose to change the Plan Designation to “Mixed Use/ Nodal Development”. Under this new Plan Designation, up to 30 percent of the 48-acre area is allowed to be developed as Community Commercial or Mixed Use Commercial Development. The purpose of the Mixed Use/ Nodal Development Plan Designation is to promote a mix of uses, so people can shop, work, and live in close proximity, and have less reliance on their automobiles. The intent of the Amendments is to facilitate a mix of successful commercial, residential, and employment opportunities. The Amendments effectively add potential commercial land to the City’s Commercial Land Inventory.

Additionally, the proposed Amendments do not adversely affect the Industrial Lands Inventory. The adopted inventory was published in July, 1993 as the Metropolitan Industrial Lands Inventory Report (industrial lands inventory). The 1993 industrial lands inventory identifies 3,604 acres of buildable industrial land in the Eugene-Springfield UGB, out of a total of 4,039 vacant industrial acres. In the industrial lands inventory, the Metro Area is broken down into subregions, and Glenwood is “Subregion 6”. Within the Project Area, industrial sites #5 and #6 are listed on the inventory, as identified in Figure 2, below. At the time the Industrial Lands Inventory was completed, these sites were zoned I2 (Eugene’s zoning district, roughly equivalent to Springfield’s Light Medium Industrial zoning) and their Plan Designation was Commercial/ Industrial/ Multi-Family Mixed Use.

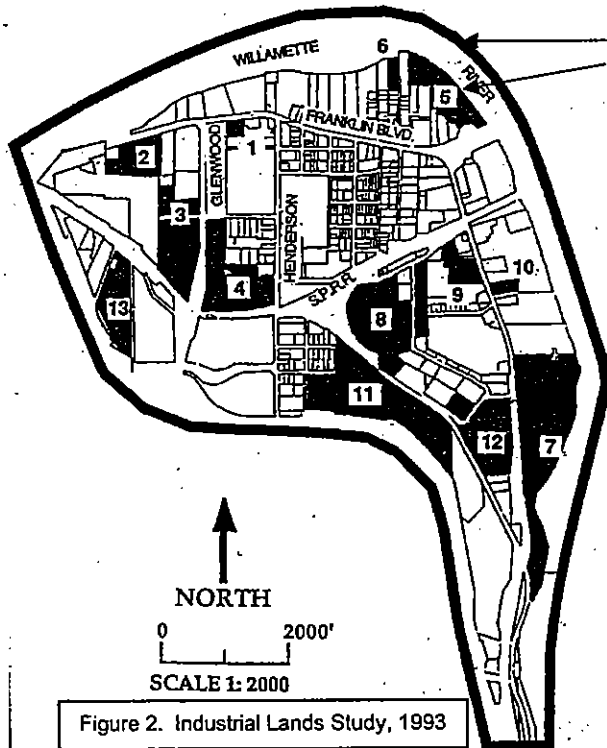


Figure 2. Industrial Lands Study, 1993

Sites 5 and 6

During the transfer of jurisdiction of Glenwood from Eugene to Springfield, property owners were given the opportunity to change their zoning if the Plan Designation allowed for a different zoning than what was currently in effect, if the property owner desired. Because of the Mixed Use Plan Designation, property owners were given an opportunity to change to Community Commercial, Medium Density Residential, or Light Medium Industrial as the City transferred Eugene’s Zoning Districts into Springfield’s. The owners of sites #5 and #6 changed their zoning to Community Commercial, effectively taking the sites off of the Industrial Lands Inventory. Therefore, the Amendments do not adversely reduce the Industrial Lands Inventory, as these sites were rezoned to Commercial in 1998.

The proposed Amendments provide the opportunity for a mix of commercial, residential, and industrial uses consistent with the uses in the Mixed Use Employment (MUE) Zoning District, effectively adding to the industrial lands inventory by allowing industrial development of these properties.

By providing the allowance for a mix of uses, the Amendments provide an opportunity for a key economic activity vital to the health, welfare, and prosperity of the region, consistent with the requirements of Statewide Planning Goal 9.

## **GOAL 10 - HOUSING**

Statewide Planning Goal 10 requires cities to maintain adequate supplies of buildable lands for needed housing as follows:

"Goal: To provide for the housing needs of citizens of the state.

"Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for the flexibility of housing location, type, and density."

The Eugene-Springfield Residential Lands Study (RLS), conducted in 1999, found that there was an excess of buildable residential land within the existing urban growth boundary to meet the future housing needs of the projected population. The RLS shows an excess of 239 acres of Medium Density Residential and an excess of 60 acres of High Density Residential land Metro-wide that is available to meet the demand for such housing to the year 2015.

The *Metro Plan* states in the Supply and Demand Analysis (*Metro Plan* page III-A-3), "Housing is not allocated to commercial and mixed use designated land due to State Administrative Rules although it is known that some housing will be built on commercial and mixed use land." Although the actual amount of housing developed in mixed use areas is not specified in the RLS, the potential for housing to be created in these areas is acknowledged. Because the Amendments change the Plan Designation to Mixed Use/ Nodal Development, an average residential density of 12 units per acre must be achieved for the residential component of the Project Area, due to the requirements for Nodal Development areas as defined in *TransPlan* and the *Metro Plan*. Therefore, the Amendments actually add to the RLS Inventory, in the sense that the mixed use area was not factored into the RLS Inventory, and these Amendments will help facilitate the development of medium, higher density, and mixed use residential development.

The proposed Amendments provide target land use allocations that must be achieved in a development proposal. The Glenwood Riverfront Plan Market Analyses were heavily weighted towards a residential component that provides a mix of housing types, sizes, and ranges of prices, consistent with the requirements of Statewide Planning Goal 10. The Market Analysis completed in 2001 by Zimmerman Volk Associates found that the Project Area could support 850 housing units of medium and higher density, if the Project Area was improved with the design standards and guidelines that the proposed Amendments provide. The Market Analysis recommended the following land use allocation for the Project Area, illustrated in Table 2 which is an allocation of approximately 60 percent residential, 8-10 percent commercial and office:

**Table 2. Suggested Land Use Allocations, GR Plan District**

<b>Potential Residential Buildout</b>					
<b>Number</b>	<b>Net Density/ Lot Size</b>	<b>Housing Type</b>	<b>Approx. Unit Size Range</b>	<b>Average square footage</b>	<b>Total square footage (sf)</b>
<b>Multi Family for Rent</b>					
482	N/A	Apts. Over retail	450-900 sf	675 sf	162,675
	35-50 du per building	apartments (3-5 stories)	500-1200 sf	850 sf	204,850
<b>Multi Family for Sale</b>					
184	25 du per building	2-story units over one-story units	1,000-1,350 sf	1,175	216,200
<b>Single Family Attached for Sale</b>					
100		Rowhouses	1400-1550 sf	1,475	147,500
84		Rowhouses (Master down)	1650-1800 sf	1,725	144,900
<b>Total Units: 850</b>					<b>876,125 sf</b>
<b>Potential Commercial Buildout</b>					
			<b>2001-2008</b>	<b>2008-10</b>	<b>Total</b>
Riverview Office			30,000 (a)	50,000 (b)	80,000
Retail					
	Riverview Restaurant		15,000	10,000	25,000
	Franklin Blvd. Commercial		15,000	15,000	30,000
<b>Total</b>			<b>60,000</b>	<b>75,000</b>	<b>135,000 sf</b>

(a) Single-user building  
(b) Multi-user building

Generally, approximately 25-35 percent of the acreage within the Project Area will be utilized by streets, right of way, and drainage system requirements. Further, the Market Analysis recommended that the housing provided be priced at a mix of higher and lower ranges, in order to accommodate a wide range of incomes, as illustrated in Table 3, illustrated in 2001 dollars.

**Table 3. Suggested Pricing of Housing and Distribution of Types**

**OPTIMUM MARKET POSITION  
GLENWOOD REDEVELOPMENT AREA  
City of Springfield, Lane County, Oregon**

<b>Number</b>	<b>Net Density/ Lot Size</b>	<b>Housing Type</b>	<b>Approx. Base Rent/ Price Range</b>	<b>Approx. Unit Size Range</b>	<b>Approx. Rent/Price Per Sq. Ft.</b>
<b>MULTI-FAMILY FOR-RENT—56.8%</b>					
482	n/a	Apts. Over Retail	\$475 to \$800/mo.	450 to 900	\$0.89 to \$1.06
	35-50 du	Apartments {3-5 stories}	\$550 to \$1,100/mo.	500 to 1,200	\$0.92 to \$1.10
<b>MULTI-FAMILY FOR-SALE—21.6%</b>					
184	25 du	Two-Story Units Over One-Story Units	\$110,000 to \$145,000	1,000 to 1,350	\$107 to \$110
<b>SINGLE-FAMILY ATTACHED FOR-SALE—21.6%</b>					
100	1,440 sf 2	Rowhouses	\$160,000 to \$170,000	1,400 to 1,550	\$110 to \$114
84	1,800 sf 30 x 60	Rowhouses {master down}	\$190,000 to \$200,000	1,650 to 1,800	\$111 to \$115

SOURCE: Zimmerman/Volk Associates, Inc.

Although through the Amendments, a developer can vary from the Glenwood Riverfront Plan in terms of the land use patterns shown (street locations, access, building locations, and location of land uses) through a Type IV Master Plan Modification, a change in the range of land use allocations outlined in the *Glenwood Refinement Plan*, Subarea 8, would require a Glenwood Refinement Plan Text Amendment. Recommended Policy 4 in Subarea 8 is as follows:

**“4. The following range of land use allocations shall be allowed within the GR Plan District:**

- Residential: 30-60 percent, average residential density 12 units/ acre, based on the definition of a node contained in the Metro Plan;
- Commercial/ Office/ Employment: 10-30 percent
- It is expected that open space, storm water facilities, riparian setback areas, and right of way will occupy 25-35 percent of the Project 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 site, 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.”

The Amendments promote opportunities for medium and high density housing that is located in close proximity to transit and other community services and facilities, and therefore comply with the requirements of Goal 10 Housing.

**GOAL 11 - PUBLIC FACILITIES AND SERVICES.**

This goal requires the planning and timely, orderly and efficient arrangement of public facilities and services. The Project Area is located within the City of Springfield urban growth boundary, outside the City Limits. Prior to development of any portion of the Project Area, property owners will be required to annex and execute an annexation agreement, which will stipulate responsibilities for provision of services.

Upon annexation, the following public facilities and services can be provided to properties within the Project Area.

Storm Sewer:	City of Springfield*
Sanitary Sewer:	City of Springfield/ Metro Wastewater
Water:	Springfield Utility Board
Electricity:	Springfield Utility Board
Natural Gas:	Northwest Natural Gas
Schools:	Eugene School District 4J
Parks and Recreation:	Willamalane Parks and Recreation District
Fire and Police Protection:	City of Springfield
Transit:	Lane Transit District

\*Storm sewer and storm drainage is not currently available to serve properties within the Project Area, but guidance for a drainage system plan is provided within the Glenwood Riverfront Plan.



The City will be adopting a drainage system plan for the area of Glenwood in fall 2005. The Glenwood Riverfront Plan will provide interim guidance until the City's plan is adopted.

## GOAL 12 - TRANSPORTATION

Statewide Planning Goal 12 requires the City to plan and provide for "a safe, convenient, and economic transportation system." Goal 12 also sets out numerous requirements for the content of local transportation plans. As applied to site-specific plan and zoning map amendments, Goal 12 is satisfied by establishing that development under the proposed plan and zoning designations will either (1) be served by a safe and adequate transportation system currently in place or planned to be in place in time to handle expected impacts, or (2) will not create substantially greater or different transportation demands and impacts than development under the existing acknowledged designations.

The Amendments, collectively, comply with the purpose of Goal 12, as (1) the Amendments accomplish the City's responsibility to implement the nodal development land use strategy, (2) the proposed Glenwood Riverfront Plan land use scenario does not create more trips than allowed under the current zoning and plan designation, and (3) the Amendments allow for a flexible development review process that still requires that transportation impacts are addressed. Furthermore, the Amendments facilitate improved safety and functioning of the State facility, because they reduce the number of access points along Franklin Blvd. and encourage a comprehensive view of development, rather than encouraging continued piecemeal development along the transportation corridor. The City was awarded multi-year Transportation Growth Management (TGM) Grants from DLCDC in order to establish a redevelopment plan consistent with the objectives advocated within the TPR.

The Project Area has access to a principal state and local urban arterial, Franklin Blvd./Highway 126, which is under ODOT's jurisdiction. Its location is also on the first phase of Lane Transit District's Bus Rapid Transit (BRT) route and the Project Area will be served by 3 transit stations along Franklin Blvd.- one west of Glenwood Blvd., a second near the intersection of Lexington Avenue, and a third at the McVay Highway intersection.

The proposed Amendments seek to change the Plan Diagram of both the *Metro Plan* and the *Glenwood Refinement Plan* to "Mixed Use/ Nodal Development", as follows:

Guiding Document	Plan Designation/ Other	Proposed
<i>Metro Plan</i> Diagram	Commercial/ Industrial/ Multi-Family Residential Mixed Use	Mixed Use/ Nodal Development
<i>Glenwood Refinement Plan</i> Diagram	Commercial/ Industrial/ Multi-Family Residential Mixed Use	Mixed Use/ Nodal Development
<i>TransPlan</i>	Identified for Nodal Development	Mixed Use/ Nodal Development

By changing the plan designations as shown above, the City is implementing its responsibility from *TransPlan*, to implement the Nodal Development land use strategy in order to reduce Vehicle Miles Traveled (VMT). In recognition that the Nodal Development land use strategy does reduce trips, the state has credited Nodes with a 10% reduction measure in VMT, as acknowledged in OAR 660-012-0060(5)(a).

### **Prohibition on Auto-Oriented Uses and Building Footprint Maximum**

In recognition that the Project Area is identified for nodal development, the following auto-oriented uses are allowed presently under the current zoning, but will not be allowed under the proposed Amendments:

1. Car washes.
2. Auto parts, tires, batteries, and accessories.
3. Recreational vehicle and heavy truck, sales/rental/service.
4. Motor vehicle sales/rental/service.
5. Service stations and gas stations, including quick servicing.
6. Tires, sales/service.
7. Transit park and ride, major or minor, except under a shared parking arrangement with another permitted use.
8. Agricultural machinery rental/sales/service.
9. Motorized Boats and watercraft sales and service.
10. Equipment, heavy, rental/sales/service.
11. Manufactured dwelling sales/service/repair.
12. Heavy industrial uses.
13. Mini-warehouse storage facilities.
14. Drive-through facilities.
15. Moving and storage facilities.
16. Truck and auto repair and painting facilities.
17. Truck and car washes.
18. Exterior Display and Storage.

In addition to the prohibition on auto-oriented uses, the proposed GR Plan District language contains a building footprint maximum of 50,000 square feet. This implies that users larger than 50,000 square feet may build up; however, this is often prohibitive for a larger user. This footprint limitation may eliminate some of the larger traffic generators.

### **Traffic Impact Analysis Findings**

A Traffic Impact Analysis completed for the Glenwood Riverfront Plan and a City evaluation of the probable land uses that could be developed under the present plan designation showed that the present plan designation and land uses allowed under the current zoning and plan designation would generate substantially more traffic than that proposed by the Glenwood Riverfront Plan. Additionally:

1. There are presently 11 accesses used along the north side of Franklin Blvd. abutting the Project Area to the south. The Glenwood Riverfront Plan reduced these accesses to 2-3 by consolidating accesses and realigning streets consistent with the south side of Franklin Blvd.

2. By implementing the Nodal Development land use pattern in the Project Area, multi-modal transportation choices are provided, and standards ensure the Project Area is developed to encourage walkability.
3. Within the GR Plan District, auto oriented uses are prohibited. Without the Amendments, a much broader list of traffic-generating uses are allowed within the Project Area.
4. Without adopting the Amendments or a development review process that requires Master Plans in this area, the risk exists for a resulting haphazard land use pattern. The possibility of the interchange at nearby Interstate 5, provides further credence why the Mixed Use/ Nodal Development Land use strategy should be adopted for the Project Area, consistent with policy direction from *TransPlan*, the *Glenwood Refinement Plan* and *Metro Plan*, and DLCD, who supported the development of the Glenwood Riverfront Plan and supporting amendments with Transportation Growth Management Grants.
5. DLCD and ODOT recognize that the Nodal Development land use strategy does in fact reduce trips on a transportation system, by allowing a 10 percent trip reduction for nodal development areas, outlined in the Transportation Planning Rule.

In order to gauge the transportation impacts of the proposed Glenwood Riverfront Plan, a reasonable worst case land use scenario was evaluated in a Traffic Impact Analysis (TIA), completed in November 2002, by JRH Transportation Engineering. The TIA was based on the land use allocations recommended in the Market Analysis, detailed under "Goal 10: Housing" above. Table 4 illustrates the traffic generated by the development scenario proposed in the Glenwood Riverfront Plan.

**Table 4. Glenwood Riverfront Plan  
PM Peak Hour, Adjacent Street Traffic, ITE Trip Generation**

Land Use	ITE Code	Number Units/ Size	Rate	Trips
Mid-Rise Apartments	223	482	.39	188
Residential Townhouse/ Condominium- Single Family	230	184	.54	99
High-Rise Residential Condominium/ Townhouse- Multi Family	232	184	.38	70
General Office Building	710	80	1.49	119
Restaurant	931	25	7.49	187
Specialty Retail Center- Commercial	814	30	2.59	78
<b>Total Trips Generated</b>				<b>741</b>

Source: JRH Engineering, November 2002

In order to estimate a "reasonable worst case scenario" of the number of trips generated under the current zoning and plan designation, staff looked at the existing uses and assessed what would likely be developed at the site, given other strip developments within the Metro Area,

such as East Main Street in Springfield, and West 11<sup>th</sup> west of Chambers in Eugene. The following assumptions were made in estimating the type of land uses that are likely to be developed in the Project Area in the absence of the Amendments:

1. Sanitary sewer is available to serve the Project Area. Properties within the Project Area have not been served by sanitary sewer and are unable to redevelop to a greater intensity on present septic systems. With the construction of sanitary sewer in Franklin Blvd. and the fact that properties will be able to annex in fall 2005, development requests will likely increase substantially in the next few years. The lack of sanitary sewer has kept properties in the Project Area from developing to their full potential.
2. Under the current zoning and with no change in the Plan Designation, many of the existing uses will remain for a number of years. The traffic analysis assumes that the Ponderosa Mobile Village, Camp Putt, and a few of the other existing uses will remain in the Project Area without further land use designation changes.
3. Under the current zoning and Plan Designation, auto-oriented uses such as gas stations, auto parts stores, and auto sales could develop within the Project Area. Glenwood presently is home to many of these uses already.

The Traffic Analysis for the potential buildout under the present Plan Designation and allowable zoning of Community Commercial, Light Medium Industrial, and Medium and High Density Residential is illustrated in Table 5.

**Table 5. Traffic Analysis for Potential Buildout under Present Zoning/ Plan Designation  
PM Peak Hour, Adjacent Street Traffic, ITE Trip Generation**

Use	ITE Code	Average Rate	Unit for Average Rate	Square Footage	Number Units	Site Acreage	Trip Generation
Hotel	310	0.59	per room	60,000	150	2.5	89
Single- Family Detached Housing	210	1.01	per dwelling unit		10	1.75	10
Apartment	220	0.62	per dwelling unit		100	3	62
Mobile Home Park	240	0.59	per dwelling unit		52	6	31
Building Materials and Lumber Store	812	4.49	Per 1000 sf	80,000		3	359
New Car Sales	841	2.64	Per 1000 sf	3,000		0.5	8
Auto Parts Sales	843	5.98	Per 1000 sf	4,500		0.2	27
Video Rental Store	896	13.6	Per 1000 sf	2,800		0.2	38
Fast Food w/ Drive Through (1)	934	34.64	Per 1000 sf	3,200		0.2	111
Fast Food w/ Drive Through (2)	934	34.64	Per 1000 sf	2,800		0.2	97

Sit Down Restaurant	932	10.92	Per 1000 sf	5,000		0.25	55
Drinking Place	936	11.34	Per 1000 sf	2,500		0.17	28
Gas Station w/ Convenience Market	945	96.37	Per 1000 sf	800		0.17	771
General Light Industrial	110	0.42	per employee	100,000		5	32
Miniature Golf Course*	431	0.33				0.25	-
Industrial Manufacturing	140	0.36	per employee	100,000		4.5	23
Mini-Warehouse	151	0.03	Per Unit		85	1	3
Willamette Riparian Setback						6.5	-
Right of Way/ Open Space/ Roads						10.5	-
<b>Total Acreage</b>						<b>45.89</b>	
<b>Total Trips</b>							<b>1,743</b>

\*The ITE Manual only has one incidence of observation for a Miniature Golf Course. Because Camp Putt is a seasonal use, staff chose to not estimate trips generated, especially because many of the same users will be going to Roaring Rapids Pizza.

The comparison illustrates that the land use scenario proposed in the Glenwood Riverfront Plan generates 741 trips<sup>1</sup>, substantially less than the 1,743 trips generated under the current zoning and Plan Designation. Based on the current plan designation, allowable zoning districts, allowable uses in these zoning districts, and the lack of land use requirements that require a consolidated plan or Master Plan prior to development approval, the above land use scenario could reasonably develop within the planning period to 2023. Further, these land uses would most likely develop under current access permits, many of which do not comply with access spacing standards in the Oregon Highway Plan or the SDC.

Without the Amendments and the requirements for Master Planning that they impose, the unsafe, inefficient land use strategy that currently exists across the Metro Area along transportation corridors will most likely be perpetuated. Collectively, the Amendments implement the purpose of OAR 660-012-0000, which states, "The purpose of this Division is to implement Statewide Planning Goal 12 (Transportation) and promote the development of safe, convenient and economic transportation systems that are designed to reduce reliance on the automobile so that the air pollution, traffic and other livability problems faced by urban areas in other parts of the country might be avoided."

### Master Plan Modification Process

<sup>1</sup> With the 10% reduction for mixed use pedestrian centers allowed by the TPR, the trips generated by the Riverfront Plan land use scenario is reduced to 667.

With the Master Plan Modification process proposed in the Amendments, developers are permitted to propose a Master Plan idea that varies from the Glenwood Riverfront Plan. A concern is that allowing this flexibility does not provide assurance that traffic impacts will be addressed. The Amendments require that Master Plan Modifications to adhere to the submittal requirements found at SDC 37.030(10), which provides:

“The Director may require additional information necessary to evaluate the proposed development including but not limited to an ESEE analysis, geology, soils, stormwater, sanitary, tree preservation, historical, archaeological, and traffic impact.”

Through the Master Plan Modification process, a Traffic Impact Analysis can be required to assess the impacts of the proposed development. Additionally, the proposed GR Plan District requires that Master Plan Modifications be consistent with the objectives of the Glenwood Riverfront Plan. The language contained at 44.040 provides the criteria of approval as follows:

“In addition to the “Criteria” listed at 37.040 of this code, Master Plans and Master Plan Modifications within the GR Plan District shall meet the following specific objectives, established during the development of the Glenwood Riverfront Plan. Where a criterion does not apply the applicant shall address why that criterion does not apply. The Master Plan and Master Plan Modification proposal shall:

1. Establish a mixed use development pattern that will enhance and complement the adjacent riverfront and that is consistent with the nodal designation for the GR Plan District;
2. Provide transportation linkages between the Master Plan area and the surrounding neighborhoods;
3. Incorporate access to transit into the design of the Master Plan area.
4. Incorporate design and streetscape amenities into the Master Plan area which promote bicycle and pedestrian transportation opportunities. These amenities include sidewalks, bike lanes, and pedestrian amenities, with a focus on the edges of the Master Plan area, such as Franklin Boulevard and the Willamette River;
5. Establish a multi-use riverfront path;
6. Identify open space and appropriate connections to open space. Public open space shall be designed to provide active and passive recreation opportunities for residents, visitors, employees, and provide visual relief. Streets shall be designed as view corridors, in order to open the site to the Willamette river;
7. Implement the objectives of TransPlan to increase densities within the GR Plan District; Average residential density for residential components shall be a minimum of 12 units per acre;

8. Reduce reliance on State Highway 126 (Franklin Blvd.) for local east-west traffic through a strategy to resolve and reduce access issues within the GR Plan District boundaries;
9. Provide a connected street pattern that facilitates internal circulation, promotes walking, and that minimizes conflicts on Franklin Boulevard;
10. Facilitate a storm drainage system for the master plan that cleanses and treats the runoff prior to discharging into the Willamette River, and provides adequate drainage solutions as determined through Master Plan review;
11. Protect and enhance the Willamette River's water quality and habitat for endangered species and other indigenous wildlife through environmentally sensitive development."

Because of these requirements, Master Plans that vary from the land use scenario shown in the Glenwood Riverfront Plan still must meet the fundamental objectives of nodal development. Development proposals that are inconsistent with these objectives require a Plan Amendment to the text of the Glenwood Riverfront Plan, Subarea 8.

The proposed Amendments comply with the requirements of Statewide Planning Goal 12, as they (1) accomplish the City's responsibility to implement the nodal development land use strategy, (2) the proposed Glenwood Riverfront Plan land use scenario does not create more trips than allowed under the current zoning and plan designation; in fact, it generates substantially less, and (3) the Amendments allow for a flexible development review process that still requires that transportation impacts are addressed. Furthermore, the Amendments facilitate improved safety and functioning of the State facility, because they reduce the number of access points along Franklin Blvd. and encourage a comprehensive view of development, rather than encouraging continued piecemeal development along the transportation corridor.

#### **GOAL 13 - ENERGY CONSERVATION.**

The Energy Goal is a general planning goal and provides little guidance for site-specific map changes. However, the Amendments provide the opportunity for a mix of uses in a centrally-located area, provide guidelines that encourage the development of the area in a manner that reduces auto trips and provides access to recreation, and facilitates redevelopment of underutilized property. Any future development will be subject to applicable energy efficiency requirements established by building codes.

#### **GOAL 14 - URBANIZATION.**

The subject site is within the Metro Area UGB, outside the city limits of Springfield, however centrally located between the downtown areas of Eugene and Springfield. The proposed amendments are intended to facilitate efficient redevelopment of the site for urban uses, thereby facilitating the compact urban growth form which is the subject of Statewide Planning Goal 14.

## GOAL 15 - WILLAMETTE RIVER GREENWAY

The project area abuts the Willamette River for approximately 0.75 miles. SDC Article 25 contains regulations that help to enhance and protect the resource value of the Willamette River. Article 25 was acknowledged by LCDC in 1986 and has undergone several subsequent amendments to remain in compliance with the Goal. The requirements of SDC Article 25 are enforced through the requirement that all multi-family residential, commercial, and industrial development within the City is processed through Site Plan Review, and, for properties within 150 feet of the ordinary low water mark of the Willamette River, Discretionary Use Review (review by the Planning Commission). In the Site Plan and Discretionary Review process, specific development proposals are reviewed, and conditions of approval are applied in order to mitigate adverse impacts of the development. Adoption of the Amendments proposed here will not relieve a developer of the responsibility to submit a Site Plan Review and/or Discretionary Use Review application prior to development approval.

The following section discusses the regulations related to water quality and riparian protection that are adopted by the City of Springfield and that will guide redevelopment within the GR Plan District. These are as follows:

1. *Willamette Greenway Overlay District (also the Willamette Greenway Boundary, SDC Article 25),*
2. *Greenway Setback (SDC 25.060), and*
3. *Water Quality Limited Water Course Ordinance (SDC 32.110(6) and (7)).*

1. *Willamette Greenway Overlay District and Willamette Greenway Boundary (WG Overlay Article 25 of the SDC).* Article 25 of the SDC implements state law and prescribes a review process for all development requests within 150 feet of the ordinary low water mark of the Willamette River, and is called a “Willamette Greenway Overlay District” application, and is a Discretionary Use application heard before the Planning Commission at a public hearing. The Amendments we’re proposing for Subarea 8 do not relieve a developer of this requirement.

2. *A Greenway setback line is established within the Willamette Greenway Boundary.* The Greenway Setback line is established when an application for development is reviewed through the Willamette Greenway Overlay District application. Oregon Administrative Rule for Statewide Planning Goal 15 and the requirements of SDC 25.060 prescribes that only water-dependent and water-related uses are permitted within the Greenway Setback Area. The definitions for water-dependent and water-related uses are found in Statewide Planning Goal 15, and are as follows:

*“Water-Dependent. A use of activity which can be carried out only on, in, or adjacent to water areas because the use requires access to the water body for water-borne transportation, recreation, energy production, or source of water.”*

*Water-Related. Uses which are not directly dependent upon access to a water body, but which provide goods or services that are directly associated with water-*



*dependent land or waterway use, and which, if not located adjacent to water, would result in a public loss of quality in the goods or services offered. Except as necessary for water-dependent or water-related uses or facilities, residences, parking lots, spoil and dump sites, roads and highways, restaurants, businesses, factories, and trailer parks are not generally considered dependent on or related to water location needs."*

SDC 25.060 states, "A Greenway Setback Line shall be established to protect, maintain, preserve and enhance the natural, scenic, historic and recreational qualities of the Willamette Greenway. Only water-dependent or water-related uses shall be permitted between the Willamette River and the Greenway Setback Line. The Greenway Overlay District shall substitute temporarily as the Greenway Setback Line for all properties within the Overlay District that do not have an established Setback Line. Establishment of this Setback Line may occur with or without a request for development approval, but any request for development approval on land without an established Setback Line must be accompanied by an application for establishment of the Greenway Setback Line. The location of the Greenway Setback Line shall be determined consistent with the following standards derived from Section C.3 of the Willamette River Greenway Goal 15:

- (1) Local, regional and state recreational needs shall be provided for consistent with the carrying capacity of the land. The possibility that public recreation use might disturb adjacent property shall be considered and minimized to the greatest extent possible.*
- (2) Adequate public access to the river shall be provided.*
- (3) Significant fish and wildlife habitats shall be protected.*
- (4) Identified scenic qualities and view-points shall be preserved.*
- (5) The maintenance of public safety and protection of public and private property, especially from vandalism and trespass shall be provided for to the maximum extent practicable.*
- (6) The natural vegetative fringe along the river shall be enhanced and protected to the maximum extent practicable.*
- (7) The location of known aggregate deposits shall be considered. Aggregate extraction may be permitted outside the Greenway Setback Area subject to compliance with State law, the underlying district and conditions of approval designed to minimize adverse effects on water quality, fish and wildlife, vegetation, bank stabilization, stream flow, visual quality, quiet and safety and to guarantee reclamation.*
- (8) Developments shall be directed away from the river to the greatest possible degree; provided, however, lands committed to urban uses shall be permitted to continue as urban uses, including port, public, industrial, commercial and residential uses, uses pertaining to navigational requirements, water and land access needs and related facilities."*

According to SDC 25.050, except for uses within the Greenway Setback Area, uses allowed in the Willamette Greenway Overlay District are the same as those in the underlying districts. Any change or intensification of use, or construction that has a significant visual impact requires

Discretionary Use Approval. The proposed Amendments do not relieve an applicant of the responsibilities associated with the Greenway Setback Line or the Greenway Overlay District requirements. Further, the proposed language at SDC 44.120 provides additional requirements for proposals adjacent to the Willamette River, and establishes a minimum setback area of 75 feet, unless existing natural resources warrant an additional setback.

The Discretionary Use procedure allows the Planning Commission to review the application in a public hearing. The Planning Commission can execute conditions of approval, for example:

1. A construction management plan that may include, at a minimum, ingress and egress to the site; hours of operation; noise, dust, and lighting concerns; run-off and hydrology; and bicycle and pedestrian safety in the construction area.
2. A restoration and enhancement plan for the adjacent riverbank which may include elimination of invasive plants, plant salvage, and a monitoring schedule to assess on-going success.

The conditions that may be applied through the review process will be intended to mitigate adverse effects, protect as much of the resource as possible during construction, and restore as much of the resource as possible in conjunction with a development proposal.

3. *Water Quality Limited Water Course (WQLW) Ordinance (SDC 32.110(6) and (7)).* In July 2002, the City adopted regulations in the SDC for development along all water quality limited watercourses and their direct tributaries in the City's urbanizable area, including the Willamette River. The WQLW section (SDC 32.110(6)) refers a developer to a WQLW map in the Development Services Department that prescribes a setback for a given watercourse. The prescribed setback for the Willamette River is 75 feet from the top of bank, unless a greater setback is warranted. Staff used the WQLW regulation for guidance in establishing the minimum setback for development in the GR Plan District found at SDC 44.120.

The combination of the existing regulations in the SDC that guide development adjacent to the Willamette River, as well as the proposed Article 44 language, will help ensure that development along the river is respectful of the natural resource.

## **GOALS 16-19 – COASTAL GOALS**

These goals are inapplicable.

## **REFINEMENT PLAN CONSISTENCY**

The proposed Amendments will be consistent with the Glenwood Refinement Plan maps as a result of SDC 7.110, set forth in full above. The proposed text amendments to the Glenwood Refinement Plan will, if adopted, be consistent with that plan's text. The proposed amendments will not create any internal inconsistency in the Glenwood Refinement Plan, which urges

development of Subarea 8 with a mix of uses, as well as other sections of the Glenwood Refinement Plan that encourage the redevelopment of Glenwood into an area that takes advantage of its location along the Willamette River, improves conditions for the residents, and becomes a community asset.

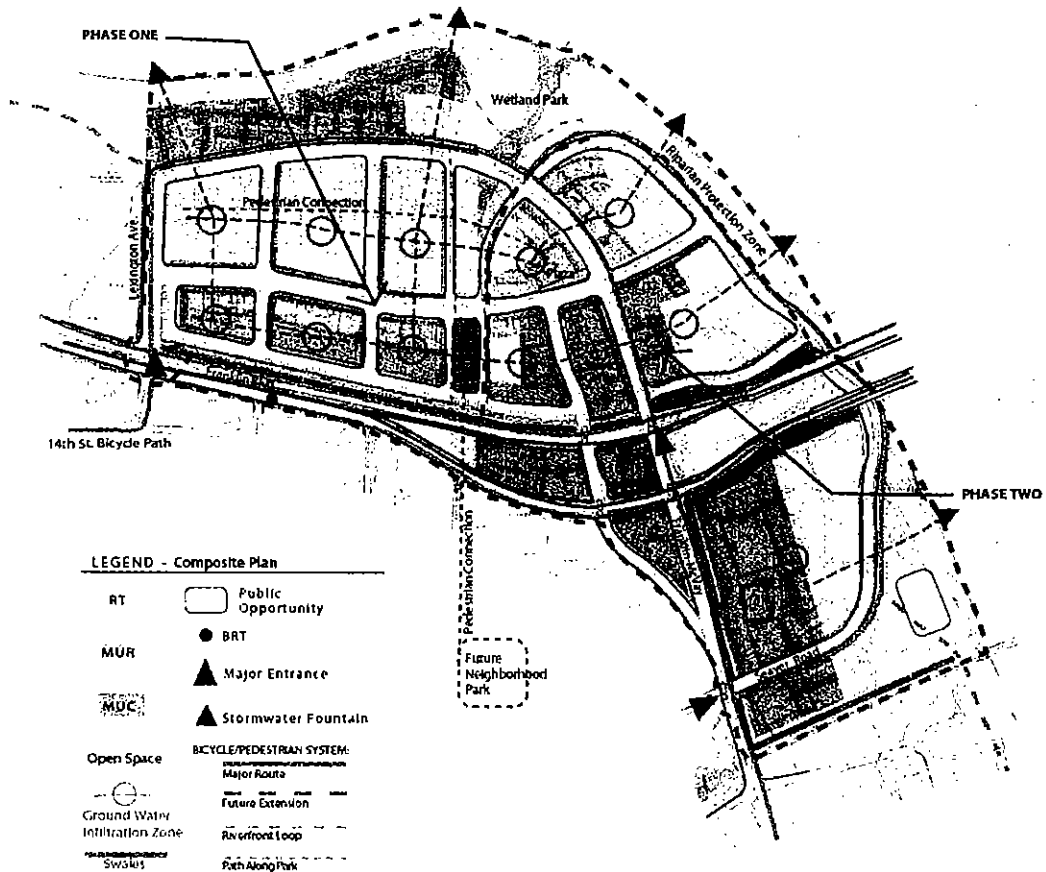
## V. CONCLUSION

This consolidated application for Type II Amendments to the Eugene-Springfield Metropolitan Area General Plan Diagram, the Glenwood Refinement Plan Diagram, and the Glenwood Refinement Plan Text, and the SDC will assist in facilitating quality redevelopment within the Project Area. The Amendments are consistent with the *Metro Plan* Text and Diagram and with applicable Refinement Plans, special area studies and functional plans. The addition of Article 44 to implement these policies is further evidence of the consistency of this proposal.

# 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.

IN THE BOARD OF COUNTY COMMISSIONERS OF LANE COUNTY, OREGON

ORDINANCE NO. 2-05

IN THE MATTER OF AMENDING CHAPTER 10 OF LANE CODE TO ADOPT AMENDMENTS TO THE SPRINGFIELD DEVELOPMENT REGULATIONS FOR APPLICATION TO URBANIZABLE LANDS WITHIN THE SPRINGFIELD URBAN GROWTH AREA (LC 10.600-15) AND ADOPTING SAVINGS AND SEVERABILITY CLAUSES

**WHEREAS**, Lane County Ordinance No. PA 1223 co-adopts the amendments to the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) and Glenwood Refinement Plan for application within the Springfield Urban Growth Area; and

**WHEREAS**, the Springfield Development Code, Article 44, Glenwood Riverfront (GR) Plan District was developed through a citizen involvement process to implement the Metro Plan and Glenwood Refinement Plan amendments; and

**WHEREAS**, on April 19, 2005, the Springfield Planning Commission and Lane County Planning Commission held a public hearing and after further deliberation, both recommended approval of Springfield Development Code, Article 44; and

**WHEREAS**, on June 20, 2005, the Springfield City Council and the Board of County Commissioners held a joint hearing on Springfield Development Code, Article 17 and the proposed changes for the urbanizable lands within the Springfield Urban Growth Area; and

**WHEREAS**, the Board of County Commissioners has conducted a public hearing, reviewed the record, and is ready to take action.

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

Section 1. The provisions of the Springfield Development Code, as adopted by Lane County Ordinance No. 16-86 and amended by Lane County Ordinance Nos. 5-89, 18-90, 9-91, 13-91, 14-92, 5-93, 13-94, 3-97, 7-99, 10-00, and 13-04 are hereby further amended to add Article 44, Glenwood Riverfront (GR) Plan District as specified in the attached Exhibit "A," incorporated here by this reference. These amendments are adopted and incorporated herein by this reference for application on the urbanizable lands within the Springfield Urban Growth Area and shall not be codified into Lane Code.

Section 2. Chapter 10 of Lane Code is hereby amended by removing and inserting the following sections:

**REMOVE THIS SECTION**

10.600-15  
i.e. 10-814  
(a total of 1 page)

**INSERT THIS SECTION**

10.600-15  
i.e. 10-814  
(a total of 1 page)

Said section is attached hereto and incorporated herein by this reference. The purpose of this substitution and addition is to amend Lane Code Chapter 10 to include specific reference to this Board of County Commissioners action adopting amendments to the City of Springfield land use regulations to be applied by the City of Springfield on urbanizable lands within the Springfield Urban Growth Area.

Section 3. Ordinances and regulations amended by this Ordinance shall remain in force to authorize a punishment, penalty or forfeiture incurred, or a suit, prosecution or proceeding pending when the amendment takes effect, for an offense or violation committed under the amended Ordinance or regulation prior to the effective date of this Ordinance.

Section 4. If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision, and such holding shall not affect the validity of the remaining portions hereof.

While not part of this Ordinance, the findings attached as Exhibit "B" and incorporated herein by this reference are adopted in support of this decision.

**ENACTED** this \_\_\_\_\_ day of \_\_\_\_\_, 2005.

\_\_\_\_\_  
Chair, Lane County Board of Commissioners

\_\_\_\_\_  
Recording Secretary for this Meeting of the Board

APPROVED AS TO FORM

Date 5-26-2005 Lane County

  
\_\_\_\_\_  
OFFICE OF LEGAL COUNSEL

ARTICLE 44

GLENWOOD RIVERFRONT (GR) PLAN DISTRICT

44.010 ESTABLISHMENT OF THE GR PLAN DISTRICT.

44.020 GR PLAN DISTRICT APPLICABILITY.

44.030 GR PLAN DISTRICT REVIEW PROCEDURES

44.040 NEW MASTER PLAN AND MASTER PLAN MODIFICATIONS CRITERIA OF APPROVAL.

44.050 NEW MASTER PLAN OR MASTER PLAN MODIFICATIONS CONDITIONS OF APPROVAL.

44.060 GR PLAN DISTRICT SCHEDULE OF USE CATEGORIES

44.070 GR PLAN DISTRICT PROHIBITED USES.

40.080 LOT SIZE AND DIMMENSIONS, LOT COVERAGE, SETBACK, OFF-STREET PARKING, AND FENCE STANDARDS.

44.090 SPECIFIC DEVELOPMENT STANDARDS.

44.100 MINIMUM DENSITY AND GENERAL DEVELOPMENT STANDARDS.

44.110 STANDARDS SPECIFIC TO RESIDENTIAL DEVELOPMENT.

44.120 GR PLAN DISTRICT SPECIAL STANDARDS FOR DEVELOPMENT FRONTING THE WILLAMETTE RIVER.

44.130 GR PLAN DISTRICT STREET, SIDEWALK, AND ALLEY STANDARDS.

44.140 GR PLAN DISTRICT DRAINAGE SYSTEM STANDARDS.

## ARTICLE 44

### GLENWOOD RIVERFRONT (GR) PLAN DISTRICT

#### 44.010 ESTABLISHMENT OF THE GR PLAN DISTRICT.

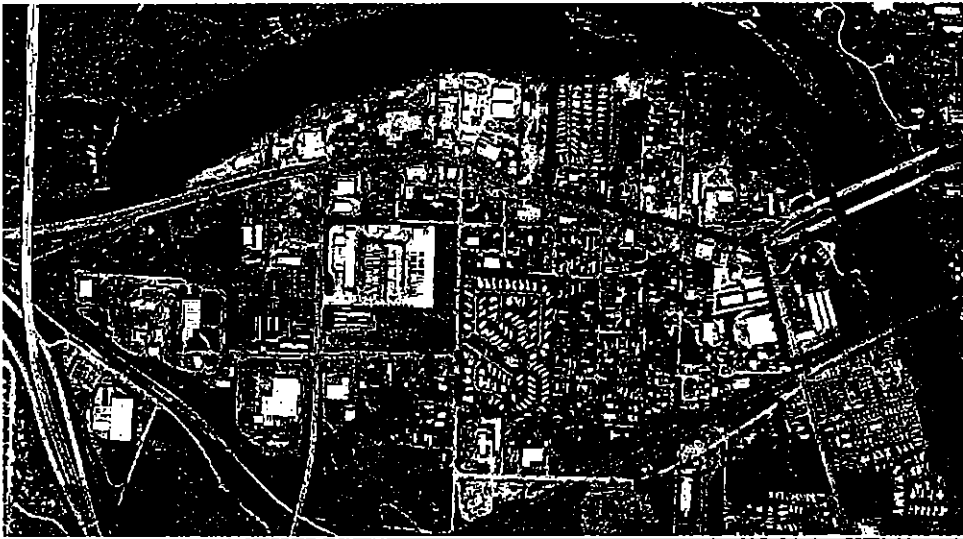
- (1) Purpose. The GR Plan District provides opportunities for an urban level of mixed-use development including commercial, employment, office, higher density housing, institutional, and recreation uses. The specific objectives of the GR Plan District regulations guide both new development and redevelopment in order to strengthen Glenwood's role as a residential, commercial, and civic center within the Eugene-Springfield Metro Area. The regulations in this Article are intended to: stimulate business and economic vitality; promote housing choices and mixed-use development; ensure functionally coordinated, aesthetically pleasing and cohesive site planning and design; enhance the pedestrian environment; promote innovative building design through design guidelines; and protect the Willamette Greenway and opportunities to integrate the Willamette River as a unique element of the urban environment.
- (2) Relationship to the Glenwood Refinement Plan and the Glenwood Riverfront Plan. The GR Plan District regulations encourage the development of a mix of commercial, residential, and office, and employment uses in a pedestrian-oriented environment. The regulations protect the significant environmental features of the area, while accommodating development. The regulations in the GR Plan District have evolved from the policies contained in Subarea 8: The River Opportunity Area in the Glenwood Refinement Plan, adopted by the Springfield City Council in 1998. The GR Plan District regulations also implement the guiding principles of the Glenwood Riverfront Plan, adopted by Resolution .....
- (3) GR Plan Designation. In recognition of the policies within the Glenwood Refinement Plan that reflect the desire for mixed use development within Subarea 8, the Metro Plan and Glenwood Refinement Plan designation for the GR Plan District is Mixed Use.
- (4) Permitted zoning and overlay districts. The following zoning and overlay districts shall be permitted within the GR Plan District: Medium and High Density Residential (MDR and HDR), Community Commercial (CC), Mixed Use Residential (MUR), Mixed Use Commercial (MUC), Campus Industrial (CI), Mixed Use Employment (MUE), Public Land and Open Space (PLO), and the Willamette Greenway (WG), Flood Plain (FP), and the Nodal Development (/ND) Overlay Districts. These zoning and overlay 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.



- (5) Scale and character of development. The scale and character within the GR Plan District is intended to be similar to a traditional “main street” retail and residential district, with two- to four-story buildings placed close to sidewalks, and parking lots located behind or to the side of buildings. However, allowances are made for buildings that are taller than four-stories, in order to create an interesting skyline and allow for some higher density residential or office uses with extensive views. Parking structures are encouraged within the GR Plan District, and in some instances, may be required, in order to reduce the impacts of impervious surfaces on water quality in the Willamette River. The GR Plan District can also accommodate development proposals of all or most of the site by incorporation of these identified objectives and design principles into these proposals.

#### **44.020 GR PLAN DISTRICT APPLICABILITY.**

- (1) GR Plan District boundaries. The GR Plan District applies to all property within the boundaries of “Subarea 8: The River Opportunity Area” in the Glenwood Refinement Plan. The GR Plan District is located in northeastern Glenwood, and extends north from Franklin Blvd. to the Willamette River, east from Lexington Ave. to the Glenwood-Springfield bridges, and south to the Southern Pacific Railroad overpass, as illustrated in *Figure 1*, below:



*Figure 1. Glenwood Plan  
District Boundary*

- (2) Relationship to permitted zoning and overlay districts. The GR Plan District provisions and standards supplement those of the applicable underlying zoning district and other applicable overlay zones. Where the GR Plan District and base zone provisions conflict, the GR Plan District regulations shall control.
- (3) Development requiring review. The GR Plan District requirements described in

this Article apply to the following:

- (a) New development on vacant land.
- (b) New structures on already developed sites, such as conversion of a parking area to a structure or demolition of a structure and construction of a new structure.
- (c) EXCEPTIONS:
  - 1. The GR Plan District standards in this Article shall not apply to an interior building alteration.
  - 2. Single family dwellings in the GR Plan District for which building permits were filed prior to the designation of the area as Mixed Use/ Nodal Development Overlay shall be allowed to remain specified in Sections 5.030 and 5.040 of this Code.

#### **44.030 GR PLAN DISTRICT REVIEW PROCEDURES**

- (1) Proposals that are substantially consistent with the Glenwood Riverfront Plan. Developers who use the adopted Glenwood Riverfront Plan as guidance shall not be required to submit an additional application for a new Master Plan or Master Plan Modification approval. However, the following standards shall be addressed concurrent with other necessary land use applications, including, but not limited to: an annexation application and annexation agreement, where applicable; Site Plan Review; and/ or a Zone Change:
  - (a) Streets, alleys, pedestrian accessways, bike lanes, drainage facilities, open spaces, and riparian corridors shall be located in conformance with those shown in the Glenwood Riverfront Plan; and
  - (b) The location of land uses may vary from those shown in the Glenwood Riverfront Plan depending on developer preference and market conditions; however, the proposed land use allocations shall be as follows, based on the findings of "Market Position Analysis for the Glenwood Riverfront", Zimmerman-Volk/ ZHA, June 2001:
    - 1. Residential: 30-60 percent of the Glenwood Riverfront Plan area with an average residential density 12 units/ acre, based on the definition of a node contained in TransPlan.
    - 2. Commercial/ Office/ Employment: 10-30 percent of the Glenwood Riverfront Plan area.

3. 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.
- (2) Proposals that require modifications to the Glenwood Riverfront Plan. In order to allow flexibility in development options, the Glenwood Riverfront Plan shall be considered the equivalent of a Master Plan, without the seven year expiration restriction. A developer may choose to use the Glenwood Riverfront Plan as adopted, or use a new Master Plan or Master Plan Modification process, to be reviewed as follows:
- (a) Type I review. Those modifications that do not affect the basic underlying assumptions of the Glenwood Riverfront Plan and which are not determined by the Director to be similar to Subsections (b) or (c), below shall be processed under Type I Master Plan Modification, as a decision by the Director.
  - (b) Type II review. Those modifications that are significant but do not affect the basic underlying assumptions of the Glenwood Riverfront Plan as determined by the Director shall be processed under a Type II Modification procedure as a decision of the Director, Examples of a Type II Master Plan Modification are as follows:
    1. A change in the street layout that requires a local street, alley, easement, pedestrian/bicycle accessway or utility to be shifted more than 50 feet in any direction, as long as the change maintains the connectivity established by the Glenwood Riverfront Plan;
    2. A request by the City or applicant for a change to the size or location of public facilities;
    3. A request to integrate improvements to nearby transportation facilities;
    4. A request initiated by the City to implement newly adopted state or federal regulations, or adopted or amended City plans;
    5. A request by the applicant for a one time extension of the approved time limit for up to 3 years. An extension shall be granted provided the applicant has made reasonable progress in the implementation of the Master Plan and public services and facilities remain available; and