

glenwood



refinement plan

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Development and Public Works Department

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Ordinance History

Ordinance Number 6279; Adopted June 18, 2012

- An Ordinance Amending the Eugene-Springfield Metropolitan Area General Plan Diagram, the Glenwood Refinement Plan Diagram and Text, the Springfield Development Code, and the Springfield Zoning Map, and Adopting a Severability Clause.

Ordinance Number 6316; Adopted April 7, 2014

- An Ordinance Complying with Land Use Board of Appeals (LUBA) Remand (2012-077/078/079) by Incorporating Supplemental Findings into the Record of Springfield File Numbers TYP411-00005, TYP411-00007, and TYP311-00001 and Lane County File Number PA 11-5489, and Amending the Glenwood Refinement Plan Diagram and Text, the Springfield Zoning Map, and the Springfield Development Code, and Incorporating Additional Findings in Order to Change the Land Use Designation and Zoning of 14.29 Acres of Land From Employment Mixed-Use to Commercial Mixed-Use, and Adopting a Severability Clause.

Ordinance Number 6330; Adopted November 3, 2014

- An Ordinance Amending the Glenwood Refinement Plan (Phase 1) Transportation Chapter Text and Figures to Adjust the Franklin Boulevard Project Concept Currently in the Plan to Match the Proposed Project Draft Design so that it is Generally Centered Along the Existing Franklin Boulevard Centerline; the Project Envelope to Extend Five Feet to the North and Five Feet to the South of the Proposed Draft Design; and the Springfield Development Code, Appendix 3, Glenwood Refinement Plan Policies and Implementation Strategies—Phase 1, and Adopting a Severability Clause.

Ordinance Number 6463; Adopted November 20, 2023

- An Ordinance Amending the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) and Springfield Comprehensive Plan to Adopt the Springfield Comprehensive Plan Map and Land Use Element; Amending the Downtown Refinement Plan, Gateway Refinement Plan, Glenwood Refinement Plan, East Kelly Butte Refinement Plan, East Main Refinement Plan, Mid-Springfield Refinement Plan, and Q Street Refinement Plan; Amending the Springfield Development Code; Adopting a Savings Clause and Severability Clause; and Providing an Effective Date.

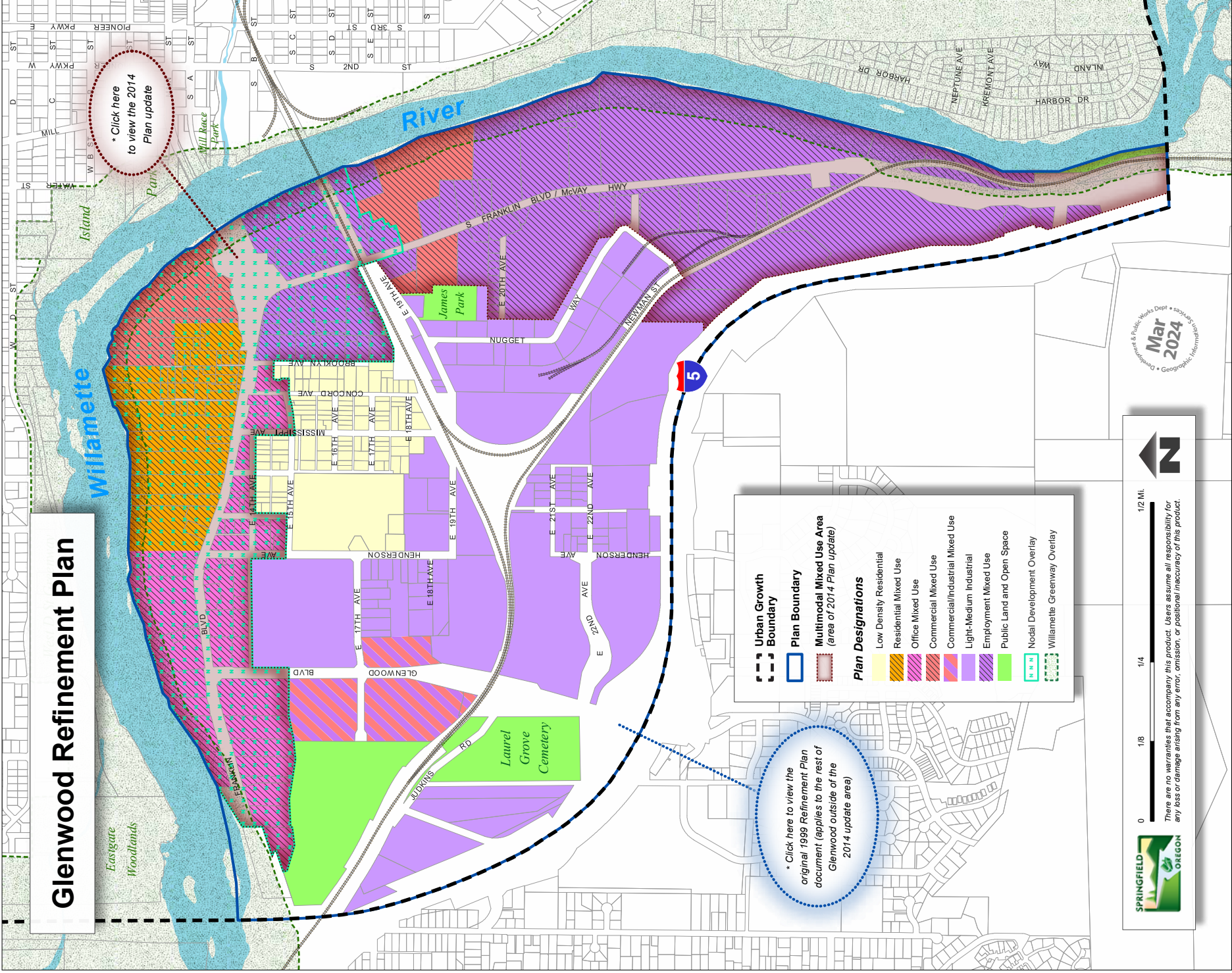
NOTES

Note: The following Plan Diagram that appears before the Table of Contents reflects amendments to the Diagram since its initial adoption. The remaining diagrams and maps in this document have not been updated to reflect changes in current condition/status.

Note: Various plans referenced in this document, such as the Springfield Transportation System Plan, have either received a series of updates since adoption of this Refinement Plan or have been replaced. In the case of conflicting information between versions, the most recently adopted version of each plan takes precedence. The Springfield 2030 Refinement Plan referenced in this document is the Springfield Comprehensive Plan.

Note: Some provisions (e.g., allowable uses and approval processes) as of adoption of this Plan may differ from current provisions. Additionally, this Refinement Plan has not been updated to incorporate changes in state statutes that may impact or limit Refinement Plan policies or uses allowed within the plan area. Development Code requirements demanded by statute or administrative rule override any refinement plan text that appears to be in conflict.

Glenwood Refinement Plan



Click here to view the 2014 Plan update

Click here to view the original 1999 Refinement Plan document (applies to the rest of Glenwood outside of the 2014 update area)

	Urban Growth Boundary
	Plan Boundary
	Multimodal Mixed Use Area (area of 2014 Plan update)
Plan Designations	
	Low Density Residential
	Residential Mixed Use
	Office Mixed Use
	Commercial Mixed Use
	Commercial/Industrial Mixed Use
	Light-Medium Industrial
	Employment Mixed Use
	Public Land and Open Space
	Nodal Development Overlay
	Willamette Greenway Overlay



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 Department of Public Works Dept. of Geographical Information

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Introduction



Planning is a process of choosing among many options. If we do not choose to plan, then we choose to have others plan for us.

- Richard I. Winwood

Introduction

Plan Purpose

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the overarching land use policy document that guides land use decision making in Springfield, Eugene, and unincorporated areas within the Metro Plan boundary. Following the passage of House Bill 3337 in 2007 directing Eugene and Springfield to establish separate Urban Growth Boundaries, each city developed community-focused refinement plans to provide more explicit application of Metro Plan policies and to provide site-specific determination of land use plan designations.

The Glenwood Refinement Plan (GRP) is one of several neighborhood-specific refinement plans that provides the opportunity to examine, in greater detail, a neighborhood-specific geographic area's future housing and economic development opportunities; open space, cultural resource protection, public facilities, and transportation needs; and to resolve potential conflicts between adjoining land uses. The GRP is thus intended to provide background information and policy direction for public and private decisions affecting the growth and development of the Glenwood area. The GRP guides the provision of public services; serves as a basis for evaluating private development proposals; and provides a common framework for those engaged in the conservation, development, and redevelopment of Glenwood. The GRP is intended to be a living document that is reviewed for continued applicability of policies and strategies approximately every five years.

Implementation of GRP policies is enabled through Springfield Development Code ordinances and other municipal rules and regulations, such as those detailed in Springfield's *Engineering Design Standards and Procedures Manual*, Springfield Standard Construction Specifications, and Springfield's Conceptual Local Street Map.

Plan Relationships

COMPREHENSIVE PLANS

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the regional long-range comprehensive plan that establishes the broad policy framework upon which Springfield, Eugene, and Lane County make coordinated land use decisions within the Eugene-Springfield Metropolitan planning area. In 2011, Springfield began to create its own Comprehensive Plan, which started with a Metro Plan amendment to establish a Springfield urban growth boundary and adopt a city-specific residential element (chapter). The City has since added more elements to the Springfield Comprehensive Plan. The Springfield Comprehensive Plan is the local long-range comprehensive plan that establishes

city-specific goals, policies, and implementations strategies to inform land use decisions within the Springfield urban growth boundary. Together, the Metro Plan and Springfield Comprehensive Plan serve as Springfield’s applicable comprehensive plans.

Metro Plan Chapter I explains the relationship between its broad policy framework, city-specific comprehensive plans, and refinement plans. Some Springfield Comprehensive Plan elements explicitly supplant the relevant portion of the Metro Plan while others supplement the Metro Plan. For information about how the different elements of the Metro Plan apply to Springfield, see the Preface of the Springfield Comprehensive Plan.

In 2024, the City and Lane County co-adopted a Springfield Comprehensive Plan Land Use Element and Springfield Comprehensive Plan Map, which replace the text in the Metro Plan Diagram Chapter II-G and remove the plan designations shown on the Metro Plan Diagram for areas within Springfield’s urban growth boundary. The Springfield Comprehensive Plan Map includes the plan designations from adopted Neighborhood Refinement Plan Diagrams. An updated Refinement Plan Diagram reflecting amendments since the Refinement Plan’s original adoption and some minor plan designation name changes is included prior to the Table of Contents in this document. The original Refinement Plan Diagram is retained in Figure 2 for historical reference.

NEIGHBORHOOD REFINEMENT PLANS

Neighborhood refinement plans often have more specific policies than those in the comprehensive plans due to more detailed analysis of neighborhood needs and aspirations. In these cases, the more specific or restrictive policies typically prevail. In the case of an actual conflict between plan policies, the Springfield City Council has the authority to interpret the provision that prevails, to give maximum effect to the overall policies and purposes of the Springfield Comprehensive Plan.

Some neighborhood refinement plans, created decades ago, have not been fully updated to incorporate changes made through adoption of more recent plans. For example, adoption of Springfield’s Transportation System Plan resulted in changes to the functional classification of some streets which were not incorporated into the Neighborhood Refinement Plans. In such cases, the more recently adopted plan generally prevails.

Area Location & Context

Glenwood is located in the southwest corner of Springfield, adjacent to Eugene. The Willamette River bounds Glenwood on the north and east, with Interstate-5 (I-5) on the south and west. Glenwood is approximately 684 acres (one square mile) in size and, as of the 2010 Census, was home to approximately 1,000 residents. Glenwood is developed with a mix of residential, industrial, and

commercial land uses, and there is a large amount of undeveloped or underdeveloped land. Franklin Boulevard, a state highway, is the primary east-west connection through Glenwood and provides the main transportation link to Eugene and the University of Oregon to the west and downtown Springfield to the east. The region's first bus rapid transit line, the EmX, also serves Glenwood along Franklin Boulevard, and two rail lines traverse Glenwood. McVay Highway, a state highway, and Glenwood Boulevard are the primary north-south connections between I-5 and Franklin Boulevard. McVay Highway also connects with Lane Community College, and Glenwood Boulevard connects with the Moon Mountain area of east Eugene, south of the I-5 interchange.

Glenwood Jurisdictional & Planning History

In 1982, the Metro Plan was adopted, and Eugene, Springfield, and Lane County jointly conducted a jurisdictional study to determine which city would have eventual jurisdictional responsibility for Glenwood. In 1984, the *Glenwood Jurisdictional Study*, adopted by all three jurisdictions, concluded that Eugene should eventually annex Glenwood and provide the area with urban services. In 1985, Eugene began a planning process for Glenwood. In 1986, the original Phase I GRP was adopted by the Eugene City Council and Lane County Board of Commissioners; the Phase II plan was adopted in 1990.

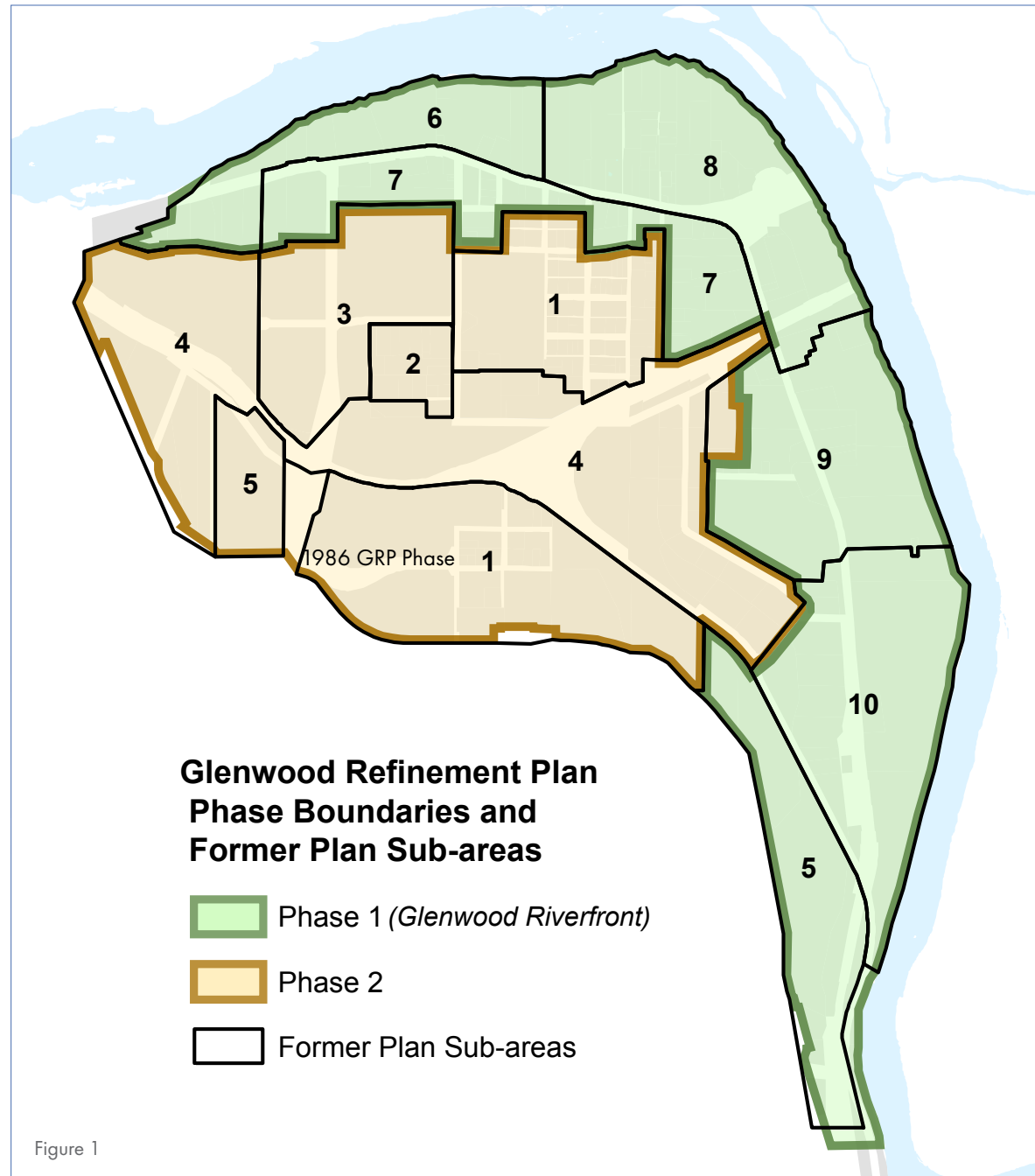
In 1994, Glenwood residents submitted a petition requesting jurisdictional transfer to the Springfield City Council. In 1998, a second *Glenwood Jurisdictional Study* was adopted by the three jurisdictions, giving Springfield comprehensive land use authority over Glenwood. In 1999, Springfield adopted the GRP as part of the jurisdictional transfer process. At that time, Springfield City Council directed staff to undertake a riverfront development plan that would showcase the Willamette River and establish a mixed-use node in an approximately 50-acre area in the northeast bend of the river in Glenwood.

In 2004, Springfield voters overwhelmingly affirmed their support for establishing Glenwood as an Urban Renewal District. A year later, Springfield adopted an Urban Renewal Plan, outlining priorities, development strategies, projects, and incentives for tax increment funds generated by the district. Also in 2005, Springfield adopted the Glenwood Specific Area Plan and Glenwood Riverfront Plan District, for the aforementioned 50-acre riverfront area in northeast Glenwood. In 2006, Springfield issued a Request for Qualifications for a private partner to work with the City and the Springfield Economic Development Agency to lead the redevelopment of the riverfront area. Springfield received several responses. However, developers articulated that two major barriers to development of the 50-acre area were Franklin Boulevard and uncertainty regarding surrounding land uses, and the proposed projects were never ultimately developed. Nevertheless, the ideas proposed by the private sector served as a basis to continue the dialogue regarding urban form in Glenwood.

In 2007, the Southwest Oregon Chapter of the American Institute of Architects hosted design workshops that brought together design professionals, university students, and community residents in an effort to re-envision the Franklin Corridor in Springfield and Eugene. The same year, Springfield initiated a project to study the improvements needed along Franklin Boulevard to support redevelopment and new investment in Glenwood. The resulting design models, endorsed by the Springfield City Council in 2008, called for a hybrid multi-way boulevard concept supported by a series of roundabouts at major intersections, as described in detail in the Transportation Chapter.

Momentum and consensus was building for ambitious, forward-thinking visionary projects to revitalize Glenwood’s riverfront district and major transportation corridors. However, existing conditions and outdated development and annexation policies outlined in the original GRP were constraining the likelihood that Glenwood would develop in a way that is consistent with a more modern vision for the area. In 2008, recognizing this reality, the Springfield City Council directed staff to comprehensively update the GRP as expeditiously as possible to:

- Implement a contemporary and forward-thinking community vision for Glenwood;
- Attract and facilitate appropriate land uses that will be supported by the community;
- Demonstrate the City’s commitment to high quality development and thus provide certainty and risk reduction to redevelopment interests and new market pioneers;



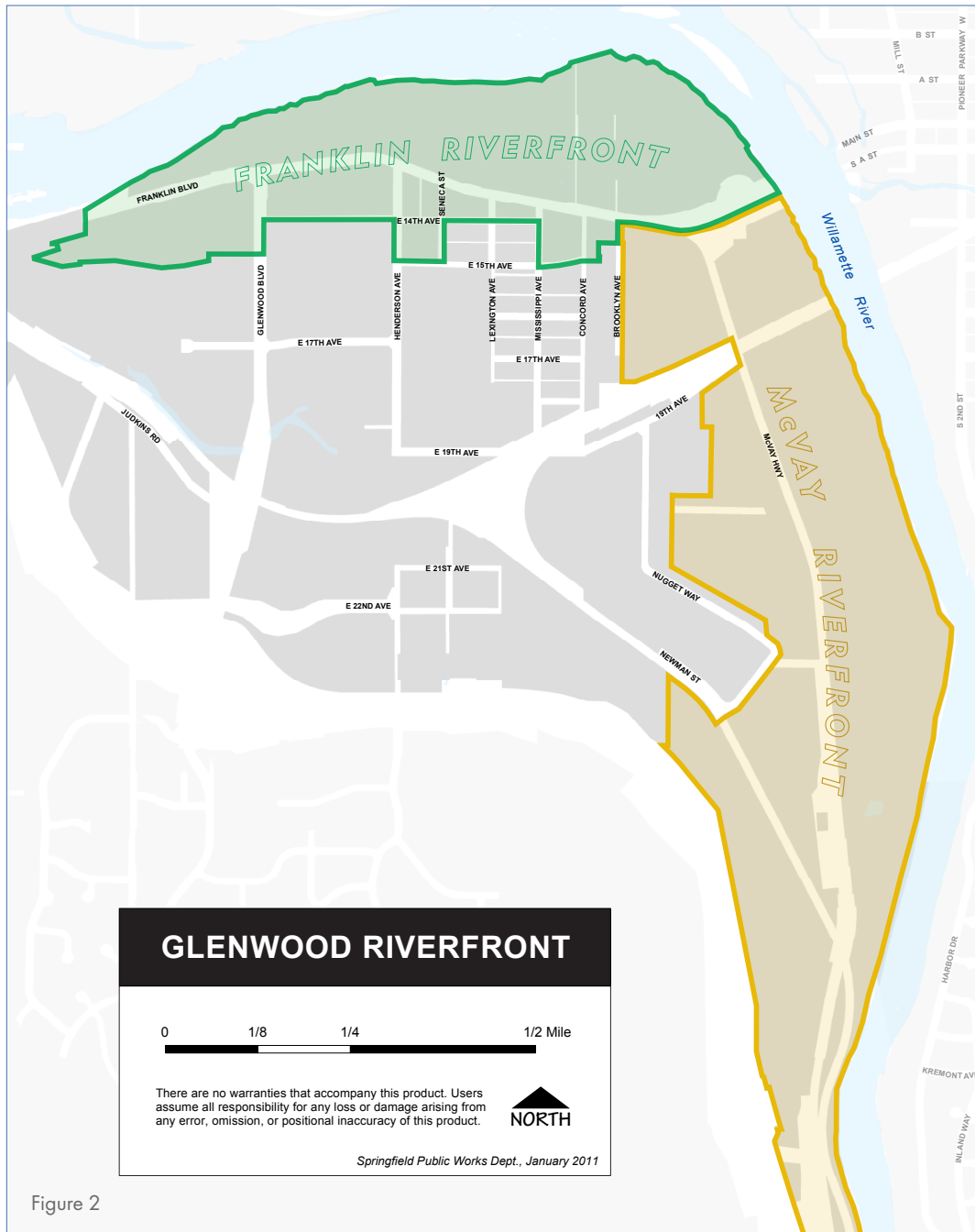


Figure 2

- Protect the City's investments in new infrastructure; and
- Provide responsible stewardship of the Willamette River corridor and Springfield's natural resources.

Glenwood Refinement Plan Update Project

Phasing

Similar to the development of the original GRP, because of limited resources and the existence of greater development pressure in certain areas of Glenwood than others, the process to update the GRP has been divided into two phases. Phase I incorporated project initiation tasks, an inventory and analysis of existing conditions for all of Glenwood, and visioning for all of Glenwood. In addition, Phase I included developing plan concepts for and preparing an updated GRP applicable to land within the Phase I boundary. As depicted in Figure 1, the Phase I adoption boundary contains all or portions of the original plan's subareas 5, 6, 7, 8, 9, and 10. Phase II will consist of developing plan concepts and preparing updated GRP policies for the Phase II boundary. The Phase II adoption boundary includes the rest of Glenwood, consisting of all or portions of the original plan's subareas 1, 2, 3, 4, 5, and 7. Upon adoption, the updated GRP will only apply to land within the Phase I boundary; policies in the original GRP will continue to apply to the Phase II boundary until the Phase II update is adopted.

For the purposes of this plan, the Phase I boundary is referred to as the Glenwood Riverfront, as depicted in Figure 2. This area is split into the Franklin Riverfront and McVay Riverfront which, due to their differences in location, natural features, existing ownership and development patterns, and proximity to key infrastructure and other amenities, present distinct development and redevelopment opportunities. The Franklin

Riverfront includes land on either side of Franklin Boulevard east of the I-5 Bridges to the Springfield Bridges. The McVay Riverfront includes land on either side of McVay Highway from the Franklin Boulevard/McVay Highway intersection at the north end to Springfield's urban growth boundary in Glenwood at the south end.

Milestones

Figure 3 depicts the project timeline and major project milestones. As noted in the figure, work on the update project began in earnest in October 2008 with the establishment of a multi-departmental staff team responsible for coordinating and executing the project. Referred to as the Project Core Team, this staff team

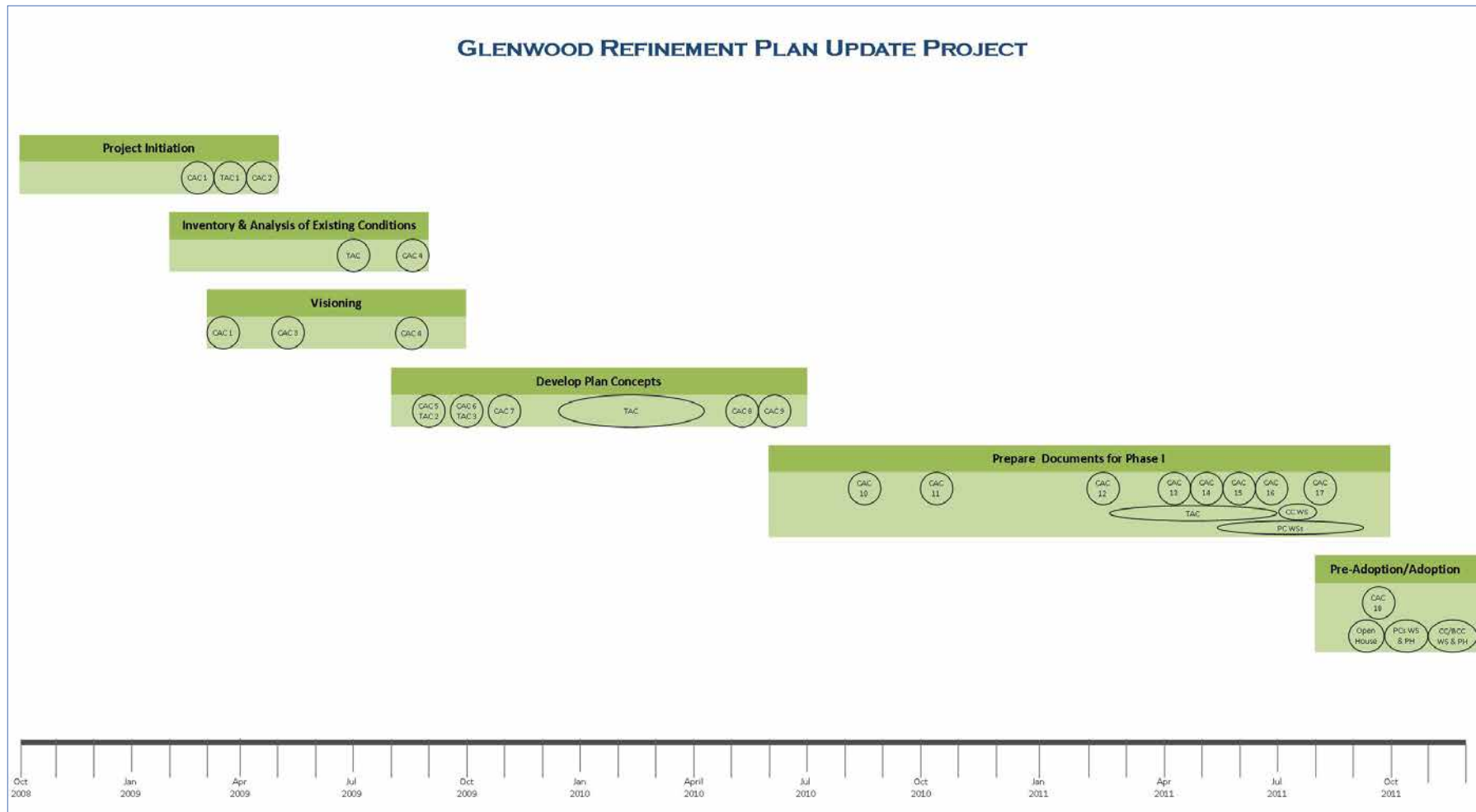


Figure 3

included representatives from the Development Services and Public Works Departments, and the City Manager's Office. The Project Core Team's work was directed by an Oversight Team, comprised of applicable Division Managers and Department Heads.

The first step in the planning process was to inventory and analyze existing conditions and policies for all of Glenwood. In 2009, staff published an Existing Conditions Report consisting of detailed assessments of existing conditions and analyses, and conclusions resulting from the analyses on the following topics: urban design; land use; housing; economic development; natural resources; hazards; historic and cultural resources; transportation system; public facilities and services; and urbanization and annexation. Springfield also hired a consultant to produce a wetlands and riparian corridor inventory of Glenwood, which ultimately resulted in an amendment to Springfield's Natural Resources study in February 2011. In addition, Springfield's Historic Commission hired a consultant to conduct an historic Reconnaissance Level Survey of potential historic resources in Glenwood, presented to staff in October 2010.

Step two of the planning process involved staff working with the project's Citizen Advisory Committee to articulate a vision for the physical, social, and environmental qualities that should guide redevelopment and development in all of Glenwood for the next 20 years. This process culminated with the development of 13 visioning goal statements, outlined under Public Involvement.

The third step of the planning process included an iterative process, facilitated by consultants and staff, to advance concepts for land use, circulation, and open space in the Glenwood Riverfront. Ideas for the Franklin Riverfront were developed and refined in coordination with planning efforts emerging for downtown Springfield at the same time.

The last year of the Phase I process was spent preparing the policy and regulatory documents for the Phase I GRP update, including drafting the chapters of the GRP and the Springfield Development Code and Springfield *Engineering Design Standards and Procedures Manual* amendments necessary to enable implementation of the plan. Items considered in developing the policy and regulatory documents included: visioning goals; existing conditions; Federal and State regulations; buildable land needs; research and contemporary best practices; prior City Council direction; prior planning efforts; coordination with downtown Springfield planning efforts; consultant recommendations; and input/feedback from agency partners and the public.

Public Involvement

In October 2008, the Springfield Planning Commission approved a Citizen Involvement Plan for the project. The goal of the Citizen Involvement Plan was to establish and maintain a transparent planning



process by promoting dialogue and building relationships with the community – individuals, interest groups, corporations, and government agencies – from the beginning of the project.

To provide an opportunity for citizens to routinely communicate with staff -- providing input, feedback, and guidance to staff and elected officials throughout the duration of the project -- Springfield recruited a project Citizen Advisory Committee (CAC). In November 2008 and January 2009, the Springfield Planning Commission, acting in its capacity as Springfield's Committee for Citizen Involvement, appointed 20 individuals with a diverse mix of perspectives and backgrounds to serve on the CAC. The CAC was comprised of Glenwood residents, Glenwood property owners/business owners, Glenwood employees, members of the general public, developers, designers, realtors/lenders, a Springfield Chamber of Commerce representative, and an affordable housing advocate. Conducted according to operating procedures approved by the CAC in March 2009, the CAC met 18 times over the course of Phase I.

In addition, a Technical Advisory Committee (TAC) was selected to provide a regular sounding board for staff regarding more technical aspects of the project and to ensure interagency and interdepartmental coordination. The TAC consisted of representatives of Springfield departments and other public agencies that provide public facilities or services in Glenwood, including Police, Fire and Life Safety, Public Works Maintenance, Springfield Utility Board, Glenwood Water District, Willamalane Park and Recreation District (Willamalane), Lane Transit District, Oregon Department of Transportation, Lane County, and School Districts 4J and 19.

Other citizen involvement strategies used to engage the public in the Phase I planning process included: mailing an introductory postcard to all property owners and residents in Glenwood; establishing and maintaining a project website and interested parties list to regularly update the public on project progress; discussing the plan concepts with specific interest groups, such as the Intergovernmental Housing Policy Board, Springfield Chamber of Commerce Economic Development Committee, and Willamalane Board; hosting a public open house; and holding public work sessions and hearings with the Springfield and Lane County Planning Commissions, Springfield City Council, and Lane County Board of Commissioners.

Plan Organization

The GRP is divided into the following chapters: Introduction; Community Vision; Land Use and Built Form; Transportation; Open Space; Housing and Economic Development; Public Facilities and Services; Financing Public Infrastructure; Urban Transition and Annexation; and Housing and Cultural Resources. The Community Vision Chapter describes the vision for the Glenwood Riverfront during the 20-year plan period and establishes GRP goals. Each subsequent chapter includes findings in a discussion format,

along with stated objectives, policies, and implementation strategies. Also accompanying each chapter are maps and diagrams to help describe and clarify the text.

- Goals are broad statements of philosophy that describe the hopes of the community and help to establish direction.
- Objectives are attainable targets that may be considered intermediate points in striving to fulfill goals.
- Findings are comprised of factual statements resulting from research, analysis, and/or community perceptions. Findings reflect existing conditions, or conclusions from other plans or studies regarding existing conditions that need to be addressed, and they relate to or substantiate policies.
- Policies provide the basis for consistent action to move the community towards its goals. Policies are used to evaluate future actions to ensure they are consistent with the adopted plan.
- Implementation Strategies are statements to provide specific courses of action to attain the policies in the plan. Specific future actions will be evaluated based on their ability to effectively implement plan policies and objectives, taking into consideration community priorities, funding options, and legal concerns.

Community Vision



Make not little plans; they have no magic to stir men's blood and probably themselves will not be realized. Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will never die, but long after we are gone will be a living thing, asserting itself with ever-growing insistency.

- Daniel H. Burnham

Community Vision

Introduction

The Springfield City Council has placed a high priority on the redevelopment of Glenwood. The community has confirmed and reconfirmed its support for Glenwood redevelopment through the passage of the Glenwood Urban Renewal District ballot measure in 2004 and the adoption of the 50-acre Glenwood Riverfront Plan District in 2005. High levels of citizen participation and enthusiasm for subsequent planning projects such as: the Franklin Corridor Study; the American Institute of Architects Franklin Boulevard community design charette; implementation of the neighborhood-initiated East 14th Avenue bike path; the *Willamette River Open Space Vision and Action Plan*; and the Interstate-5 Willamette River Bridge project have demonstrated broad community interest in the future of Glenwood.

The unique amenities provided by the Willamette River as it flows through Glenwood are unsurpassed in the state. In addition, Franklin Boulevard and McVay Highway serve as major thoroughfares connecting Springfield and Eugene and set the stage for Glenwood as a gateway to both cities. The new I-5 Willamette River Bridge and associated riparian restoration and multi-use path enhancement projects further highlight this entryway to the region. The presence of a bus rapid transit line along Franklin Boulevard and one planned along McVay Highway enhances the possibilities for transit-oriented development in the Glenwood Riverfront. Glenwood's proximity to the University of Oregon and Lane Community College, I-5, and two rail lines also positions it well for successful, mixed-use residential, commercial, and employment development along the Franklin and McVay corridors. Prior planning and urban design efforts, as well as Glenwood CAC visioning, affirm that the community wants Glenwood to continue to have a distinct identity that takes advantage of Glenwood's existing strengths and seizes the opportunity to set the stage for the making of a place that will have a lasting legacy. Ensuring that this vision is implemented depends on the proper arrangement, appearance, and functionality of land uses, infrastructure, and open spaces.

Evolving Vision

The community's contemporary, inspiring vision for Glenwood has been evolving for a number of years. The 2005 *Glenwood Specific Area Plan* and 2007 *Franklin Boulevard Study* describe a mixed-use, transit-oriented development land use pattern and strategies for establishing an attractive redevelopment area. The 2007 Franklin Corridor design workshops envisioned Glenwood as a "dynamic place worth going to, not just a place to pass through...a place for people...a sustainable place, announced by gateways, with a public waterfront, that has green fingers extending into the community..." The *Willamette River Open Space Vision and Action Plan*, endorsed by the Springfield City Council in 2010, communicates a desire for thoughtful river-oriented development in the





Glenwood Riverfront to occur in a manner that “incorporates the river as an important amenity, preserves the scenic quality enjoyed by recreational users and residents, provides river access to people of all ages and levels of mobility, and seeks opportunities to model river stewardship and educate people about riparian ecosystems.”

The Glenwood CAC built upon these statements and highlighted the following as important features to preserve or change in Glenwood through the policy direction established in the updated GRP:

- Improving access to the river and riverfront, including improving access to the riverfront from the residential neighborhood south of Franklin Boulevard
- Encouraging urban waterfront development
- Enhancing the river frontage
- Establishing gateways at both ends with signature entrances
- Creating more mixed use areas, especially along the riverfront and transportation corridors
- Providing for high density housing and live/work arrangements
- Preserving low-density housing, where appropriate
- Prioritizing aesthetics
- Making the area more attractive and less industrial

- Encouraging design in the regional vernacular
- Encouraging sustainable design
- Making buildings accessible at the human scale
- Minimizing light pollution
- Preserving the independent feel and unique identity of Glenwood
- Preserving the integrity, character, and cohesiveness of Glenwood
- Preserving the 'magic' of the river
- Providing a stronger connection to downtown Springfield and Eugene
- Creating opportunities for public art by regional and local artists
- Creating more opportunities for community gathering spots
- Creating better transportation access and making streets easily navigated
- Providing for alternative transportation, including transit
- Improving the Franklin Boulevard / McVay Highway interface
- Promoting safe and convenient access for pedestrians and bicyclists, including disabled persons and children
- Preserving efficient transportation corridors
- Creating a multi-use path / greenway loop
- Providing opportunities for varied parking types and placing parking behind businesses
- Preserving the urban forest and old growth trees
- Preserving natural beauty and wetlands
- Enhancing the ecological function of natural resources, including the riparian ecosystem
- Creating more opportunities for local-serving park facilities
- Creating sustainable housing and a model green district
- Providing a variety of housing types for different households (students, retirees, families, etc.)



- Creating affordable housing
- Facilitating services for the elderly
- Providing assistance to potentially displaced residents
- Encouraging the extension of the University of Oregon and Lane Community College into Glenwood
- Creating more employment opportunities
- Supporting locally owned businesses and existing services/amenities
- Creating a stronger business corridor
- Creating an opportunity for the Springfield School District to serve Glenwood

This array of features was refined over the course of the Glenwood CAC's visioning process for the GRP update project, and the CAC approved 13 Visioning Goal Statements in September 2009 that summarize their hopes for a future Glenwood and helped establish direction for the development of the Phase I GRP.

- Improve public connections to the Willamette River.
- Establish inviting public spaces, including parks, plazas, and multi-use paths.
- Encourage aesthetically pleasing, sustainable buildings and sites that are context-sensitive and oriented to human activity.
- Provide opportunities for the installation, display, and creation of public art.
- Allow for a mix of uses suitable to the unique development opportunities in Glenwood.
- Provide opportunities for the development of a variety of housing types to meet the needs of a range of households.
- Facilitate opportunities for businesses to provide goods and services to local, regional, statewide, national, and international markets.
- Restore, enhance, and protect the ecological function of natural resources, and increase public awareness of these resources.
- Protect the public from potential natural and manmade hazards.
- Celebrate Glenwood's contributions to the region's historic development.

- Enhance the transportation system to improve safety, convenience, and movement for all modes of travel, including vehicles, trains, public transit, bicycles, and pedestrians.
- Provide a full range of urban public facilities and services for redevelopment and new development.
- Facilitate redevelopment while addressing the consequences of change to existing residents and businesses.

Land Use and Built Form



Think of it as your reality. You step out your front door, and life's conveniences are a short walk or bike ride away. The office. The grocery store...even the movie theatre and your doctor's office would be within 20 minutes of your home.

*- Allison Rieff in *The 20-Minute Good Life**

Land Use and Built Form

Willamette River

The presence of the Willamette River has shaped development patterns throughout Glenwood's history, from early farming activities and residential uses adjusted for frequent flooding to later extraction enterprises taking advantage of sand and gravel river deposits. With nearly three miles of shoreline forming the east and north edges of Glenwood, the presence of the Willamette River continues to figure heavily into the desired type and form of development along the Glenwood Riverfront. Glenwood Phase 1 builds upon earlier planning efforts in the 1980s and early 2000s that contained recommendations including: considering phasing out long-term storage of industrial equipment and debris as uses change; restoring the riverbank; and organizing new development along the river with a mix of activities that recognize and respect the unique natural, recreational, and aesthetic amenities provided by the Willamette River as it flows through Glenwood. In addition, requirements of the *Clean Water Act* and the *Endangered Species Act* call for specific measures to make development environmentally responsible by enhancing and conserving the water quality and wildlife habitat functions of the Willamette River and its riparian corridor.

Having an urban setting in Glenwood will, of course, need to both integrate natural riparian and habitat functions and maintain them as a well-managed urban interface for infrastructure, residents, and visitors accessing the riverfront. The arrangement of land uses, the street system, public open spaces, and design standards related to building form and height outlined in Glenwood Phase 1 are also intended to promote increased intensity of use (for mixed uses involving residential, commercial, and employment activities) while also promoting the development of physical public access for all to the riverfront and protection of views for visual enjoyment.

Neighborhood Design

Land use and neighborhood design patterns, including streets and open spaces, and the arrangement of dwellings, workplaces, and shops, create a neighborhood pattern that supports residents' choices and behaviors. They also have a significant effect on the quality of the environment and the experience of individuals and families living, working, and visiting that place. Glenwood Phase 1's mix of complementary uses developed in a compact urban form in appropriate locations, together with an interconnected and walkable street network and inviting open spaces, encourages more lively, interesting, pedestrian-friendly, and safer living, working, meeting, and shopping experiences day and night. Compared with the existing Refinement Plan, Glenwood Phase 1 has a more efficient pattern of transportation and other infrastructure that encourages walking, bicycling, and use of public

transit for daily errands and commuting. The land use pattern established in Glenwood Phase 1 is beneficial for individual health, the environment, and the community at large as it allows residents and workers to mingle and have social interactions, helps to shorten trips and reduce vehicle miles traveled, is supportive of car-free living and transit investments, and encourages daily physical activity associated with walking and biking. The Glenwood Riverfront provides singular opportunities for this to occur with redevelopment. Consequently, the land use vision for the Glenwood Riverfront emerging out of this planning process seeks to cluster residences, jobs, and shopping/service opportunities in close proximity to each other and to ensure frequent EmX transit service that is interwoven with a comprehensive system of pedestrian-friendly streets and open space amenities.

Sustainability

Sustainability, broadly speaking, is the capacity to hold up or to endure without external influences. In ecology, it describes how biological systems remain diverse and productive over time, such as long-lived and healthy wetlands. For humans, sustainability is the potential for long-term maintenance of our wellbeing, which, in turn, depends on the health of the natural world and the responsible use of natural resources. Sustainability has come to be used in the development context as balancing economic, social, and environmental interests by managing the environment and human use of resources. With sustainable development, communities strive to improve the quality of human life in the present without compromising the ability of future generations to meet their own needs.

The benefits of environmentally responsible development, sometimes referred to as 'green development', extend well beyond the quantifiable energy, water, and financial efficiencies to consumers and governments. Green building and neighborhood development generates jobs, reduces strain on public infrastructure and resources, creates and maintains healthier indoor and outdoor environments, and inspires growth and innovation in the local economy. Over the course of the development of Glenwood Phase 1, several citizen and technical advisory committee members, neighborhood representatives, and potential developers alike acknowledged the positive and transformative impact that sustainable buildings and communities can have on pressing local, state, and regional issues and advocated for the promotion of sustainable design, construction, and neighborhood development in Glenwood.

This Plan does not require future development or redevelopment in Glenwood to achieve Leadership in Energy and Environmental Design (LEED) for Neighborhood Development (LEED ND) certification. However, Glenwood Phase 1 does encourage utilizing sustainable building and site design guidelines for future development and redevelopment. LEED ND is a rating system developed by a diverse group of interested parties, including leading professionals in environmental policy and building industries, natural resource preservationists, the US Green Building Council, and representatives from local and state governments that aims to certify exemplary development projects that perform well in terms of

efficient, sustainable building and development practices. This rating system, which is comprised of a set of performance standards, recognizes the benefits of sustainable land development and planning at a neighborhood scale and establishes a national standard for green neighborhood design. The LEED ND program is voluntary and was designed to evaluate and guide the design and construction of specific development projects. However, it can be used to analyze whether local development regulations, such as zoning codes, design standards, landscape requirements, or comprehensive plans are 'friendly' to sustainable development and to help identify barriers that add to the cost or complexity of the review and construction of sustainable development projects.

Selecting a good development location from a sustainability point of view is a key component of the LEED ND rating system. In fact, there are five 'smart location and linkage' prerequisites that developments must meet in order to even be considered. These components, along with several of the additional location-related points, are intended to encourage development and redevelopment near existing neighborhoods and public transit infrastructure, to reduce vehicle trips, and to encourage daily physical activity associated with walking and biking. While location alone does not ensure projects will receive certification, it is an indication of a promising area for green neighborhood development. The Glenwood Riverfront, and in particular the stretch of the riverfront paralleling Franklin Boulevard, already has several features working in its favor such that future development or redevelopment in the Glenwood Riverfront could meet the LEED ND prerequisites. For example, development within the Glenwood Riverfront can be served by existing or planned water and wastewater infrastructure, and most development in the Glenwood Riverfront would be considered 'infill,' one of the cornerstones of sustainability. In addition, development along the portion of the riverfront paralleling Franklin Boulevard will fall within a half mile walking distance of EmX stops with frequent transit service and will be within a quarter-mile of a future bicycle network. Further, future development in the Glenwood Riverfront will reduce the need for an Urban Growth Boundary expansion for residential development and therefore will not affect prime agricultural land. Policy direction in Glenwood Phase I, as well as existing local, state, and Federal policies, will also ensure that future development in the Glenwood Riverfront will comply with other prerequisites of the LEED ND rating system, such as compliance with restoration and/or protection measures associated with floodplains, wetlands, water bodies, steep slopes, threatened species, and riparian ecology.

As encouragement to respect the principles embodied in LEED ND (whether or not certification is sought) the land use, circulation, and open space concepts put forth in Glenwood Phase 1 take into consideration many of the core principles of the LEED ND rating system that are most applicable and appropriate in Glenwood. For example, the block sizes, densities, street connections, and provisions for reduced parking conform to several of the performance measures used in the LEED ND program. Whether the LEED ND continues to exist in its current form or whether other tools for encouraging neighborhood-level sustainability emerge, such as EcoDistricts¹, implementing these core principles is

critical for supporting sustainable development and redevelopment in the Glenwood Riverfront. The LEED ND program also offers opportunities for Springfield to consider studying additional strategies in the future to incentivize green development in Glenwood (and in Springfield in general). Examples include requiring private development projects receiving financial support from the Springfield Economic Development Agency to achieve (or be able to achieve) LEED ND certification, or the development of a program with density bonuses offered for, among other outcomes, LEED ND project certification.

Buildable Land Needs

Residential Land and Housing Needs

Statewide Planning Goal 10, Housing, requires Springfield to provide an adequate land base to accommodate a full range of choice in housing type, density, cost, and location throughout the City to meet the community's housing needs. Springfield has historically addressed this requirement through its residential land use designations updated periodically through the Eugene-Springfield Metropolitan Area General (Metro) Plan. In 2007, the Oregon Legislature introduced House Bill 3337, which required Eugene and Springfield to establish separate urban growth boundaries (UGB) that included separate 20-year residential lands inventories for each city. In response to House Bill 3337, Springfield conducted a study to determine the City's housing needs for 2010-2030 and to evaluate the sufficiency of land available for residential uses within Springfield's UGB. The resulting Springfield Residential Land and Housing Needs Analysis (RLHNA) identified a deficit of 28 gross acres for high-density residential uses and associated public/semi-public land intended to provide public open space for the higher density development, as well as any needed supporting public facilities. At that time, Springfield City Council mandated that the City plan for and rely on a redevelopment strategy in the Glenwood Riverfront to accommodate all of this deficit.

Commercial and Industrial Land Needs and Economic Development Strategies

In January 2010, the Springfield City Council passed a resolution adopting the Springfield Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis, and Economic Development Objectives and Implementation Strategies (CIBL). The CIBL concluded that most new employment growth in Springfield will not require vacant land, consistent with the City's economic development strategies to encourage redevelopment, especially in Glenwood. Therefore, Springfield will likely be able to meet future employment land needs for sites five acres and smaller within the existing UGB, through redevelopment and infill development. However, expansion of the UGB is expected to be necessary to accommodate forecast employment growth and provide larger sites for target industry employers in order for Springfield to meet local community development objectives.

The CIBL summarizes site needs and key locational issues for firms in potential growth industries in Springfield. As noted throughout this Plan, parcels in the Glenwood Riverfront meet a variety of these desirable site attributes as noted below:

- Flat Sites – Flat topography (slopes with grades below 10%) is needed by almost all firms in every industry except for small office and commercial firms that could be accommodated in small structures built on sloped sites. Most Glenwood Riverfront sites are flat; some available sites have slopes that exceed 5%, which may be inappropriate for some, but not all, employment uses.
- Parcel Configuration and Parking – Large industrial and commercial firms that require on-site parking or truck access are attracted to sites that offer adequate flexibility in site circulation and building layout. In general, rectangular sites are preferred, with a parcel width of at least 200 feet and length that is at least two times the width; parcel width of at least 400 feet is desired for flexible industrial/business park developments and the largest commercial users. Many sites in the Glenwood Riverfront either meet these dimensional requirements or may be consolidated to meet them.
- Soil Type – Soil stability and ground vibration characteristics are fairly important considerations for some highly specialized manufacturing processes; otherwise, soil types are not very important provided that drainage is not a major issue. This Plan includes policy direction for limiting development on areas in the Glenwood Riverfront such as wetlands, flood plains, riparian corridors, wildlife areas, steep slopes, and other sensitive areas.
- Road Transportation – All firms are heavily dependent upon surface transportation for efficient movement of goods, customers, and workers. Access to an adequate highway and arterial roadway network is needed for all industries. Businesses in the Glenwood Riverfront have access to I-5, Franklin Boulevard, and McVay Highway. This Plan includes policy direction to work with businesses to increase automotive capacity in newly developed/redeveloped areas in the Glenwood Riverfront where the intensity of employment uses is anticipated to increase substantially.
- Rail Transportation – Rail access can be very important to certain types of industry. Parcels in the southern portion of the McVay Riverfront section of the Glenwood Riverfront have rail access.
- Air Transportation – Proximity to air transportation is important for some firms. The Glenwood area of Springfield is located 15 miles from the Eugene Airport.
- Transit – Transit access is very important for many types of businesses. The EmX bus rapid transit system serves existing and future employment areas in the Franklin Riverfront; this Plan provides policy direction for future transit access in the McVay Riverfront.

- Pedestrian and Bicycle Facilities – The ability for workers to access amenities and support services by foot or bike is increasingly important to employers, particularly those with high-wage professional jobs. The need for safe and efficient bicycle and pedestrian networks will prove their importance over time as support services and neighborhoods are developed adjacent to employment centers. This Plan provides policy direction for improved bicycle and pedestrian facilities in the Glenwood Riverfront.
- Labor Force – Employers want to be assured of an adequate labor pool with the skills and qualities most attractive to that industry. Commuting patterns within the city suggest that businesses in Springfield have access to the workforce of the entire Eugene-Springfield region.
- Amenities – According to the International Economic Development Council, attracting and retaining skilled workers requires that firms seek places offering a high quality of life that is vibrant and exciting for a wide range of people and lifestyles. This Plan provides policy direction for improved open space and other urban amenities.
- Fiber Optics and Telecommunications – Most industries expect access to multiple phone lines, a full range of telecommunication services, and high-speed internet communications. The Glenwood Riverfront has access to high-speed telecommunication facilities.
- Potable Water – The demand for potable water and water for fire suppression systems varies widely. This Plan provides policy direction to ensure current and planned water facilities in the Glenwood Riverfront will be sufficient to meet current and expected needs.
- Power Requirements – The demand for electricity also varies widely. This Plan provides policy direction to ensure current and planned electric facilities in the Glenwood Riverfront will be sufficient to meet current and expected needs.
- Land Use Buffers – According to public officials and developers/brokers, industrial areas have operational characteristics that do not blend as well with residential land uses as they do with office and commercial uses. Selected commercial office, retail, lodging, and mixed use activities are becoming acceptable adjacent to light manufacturing uses. This Plan includes policy direction to designate adjacent uses that are compatible in the Glenwood Riverfront.

Nodal Development

Certain neighborhood design patterns are sometimes referred to as ‘nodes’ in the Eugene-Springfield metropolitan area. The nodal concept was accepted by the Oregon Department of Land Conservation and Development as a measure for the region to reduce vehicle miles traveled in compliance with the Oregon Transportation Planning Rule in 2001. As described in the Springfield Comprehensive Plan, the

nodal designation prescribes development in a mixed-use, pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment along major transportation corridors with a mix of diverse and compatible land uses and public and private improvements designed to be pedestrian- and transit-oriented. This designation in the Springfield Comprehensive Plan lists the fundamental characteristics of nodal development as follows:

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

The 2002 TransPlan identified more than 50 sites throughout the Eugene-Springfield metropolitan area that were considered to have the potential for this type of land use pattern, including a portion of the Glenwood Riverfront paralleling Franklin Boulevard. Implementation of the 2005 Glenwood Riverfront Specific Area Plan included putting the nodal development strategy into action by applying the Nodal Designation to the approximately 50-acre Glenwood Riverfront Plan District boundary, as depicted in Figure 1.

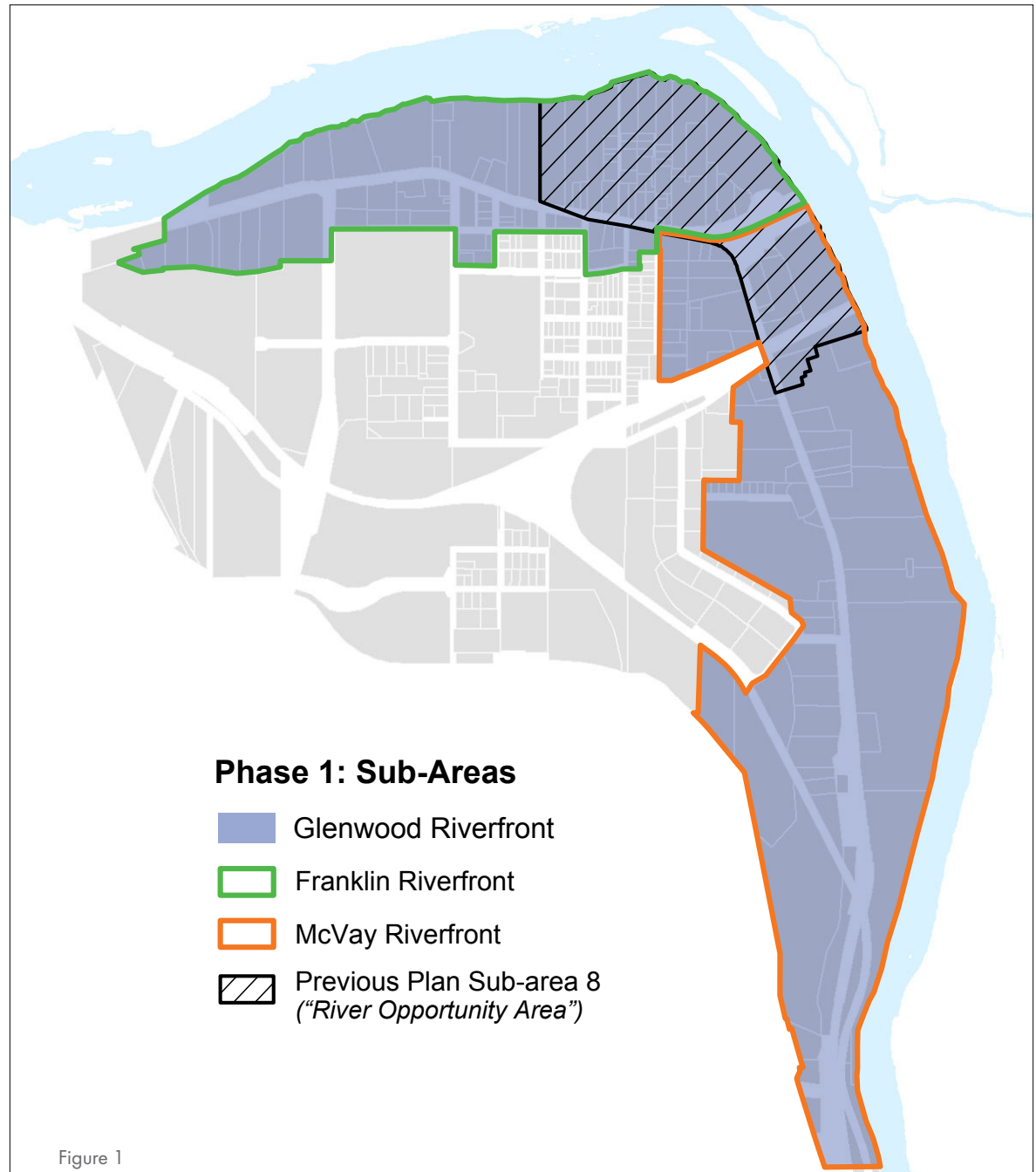


Figure 1

Implementation Action 2.4 in the Springfield 2030 Refinement Plan Residential Land Use and Housing Element calls for Springfield to increase opportunities for mixed-use nodal development, including considering expansion of the Glenwood node through the Glenwood Refinement Plan Update process. This Plan contains objectives, policies, and implementation strategies, as described later in the Land Use Chapter, that include direction for meeting this implementation strategy in the Glenwood Riverfront.

Land Use Framework

The land use framework established for Glenwood Phase I identifies the location, mix, and type of essential uses deliberately selected to maximize the value of the area's proximity to the Willamette River, major transportation corridors, the University of Oregon, and its strategic location between Eugene and downtown Springfield. The land use framework also considers likely development and redevelopment constraints. It is intended to foster regional market growth and provide options for living, working, shopping, service, and hospitality environments by guiding the types and forms of future development and redevelopment in the Glenwood Riverfront that will, in turn, complement redevelopment in downtown Springfield.

The land use framework for Glenwood Phase I establishes a mix of commercial, office, and industrial uses that support the creation of jobs and visitor opportunities in close proximity to a residential mixed-use area that provides distinct housing choices. The identified uses in the Glenwood Riverfront will complement and enhance Willamette Greenway principles and will be integrated with public amenities, such as park blocks, to increase overall land values between the riverfront and Franklin Boulevard/McVay Highway.

Land Use Designations, Zoning & Subareas

Designations

The Glenwood Phase I plan designation map illustrates a broad allocation of projected land use needs in the Glenwood Riverfront (as depicted in Figure 2) and the objectives, policies, and implementation strategies embodied in the text of the Glenwood Phase I Refinement Plan, all of which conform to the applicable Springfield comprehensive plans.

The Plan designations established within the Glenwood Riverfront are as follows²:

- Residential Mixed-Use is established where the intended primary use is high-density residential. However, to increase the development of housing opportunities in close proximity to supporting commercial or civic uses needed by residents, limited small scale retail, office, service, and educational uses are permitted if developed as an integral part of the residential development.

- Commercial Mixed-Use is established where the intended primary use is commercial and office employment, but where flexibility is provided for high-density residential to be permitted either in stand-alone buildings or integrated with the primary commercial use.
- Office Mixed-Use is established where office employment uses, including employment-generating educational facilities, are intended as the primary uses. To provide commercial services needed by office users near their workplace, limited small scale retail and service uses are permitted if developed as an integral part of the office development. Additional flexibility is provided under this designation to allow for limited other uses that are compatible with the primary office employment uses, such as commercial hospitality services, civic uses, and high density residential housing affiliated with permitted educational facilities.
- Employment Mixed-Use is established where office employment, educational uses and light manufacturing employment uses are intended as the primary uses with external impacts less than or equal to office uses. Limited small scale retail and service uses are also permitted if developed as an integral part of the primary employment development to provide commercial services needed by employees in close proximity to their workplace (employment-generating educational uses may be considered primary uses). Warehousing is permitted as a secondary use.
- Nodal Development Area is established where land designated in one of the aforementioned

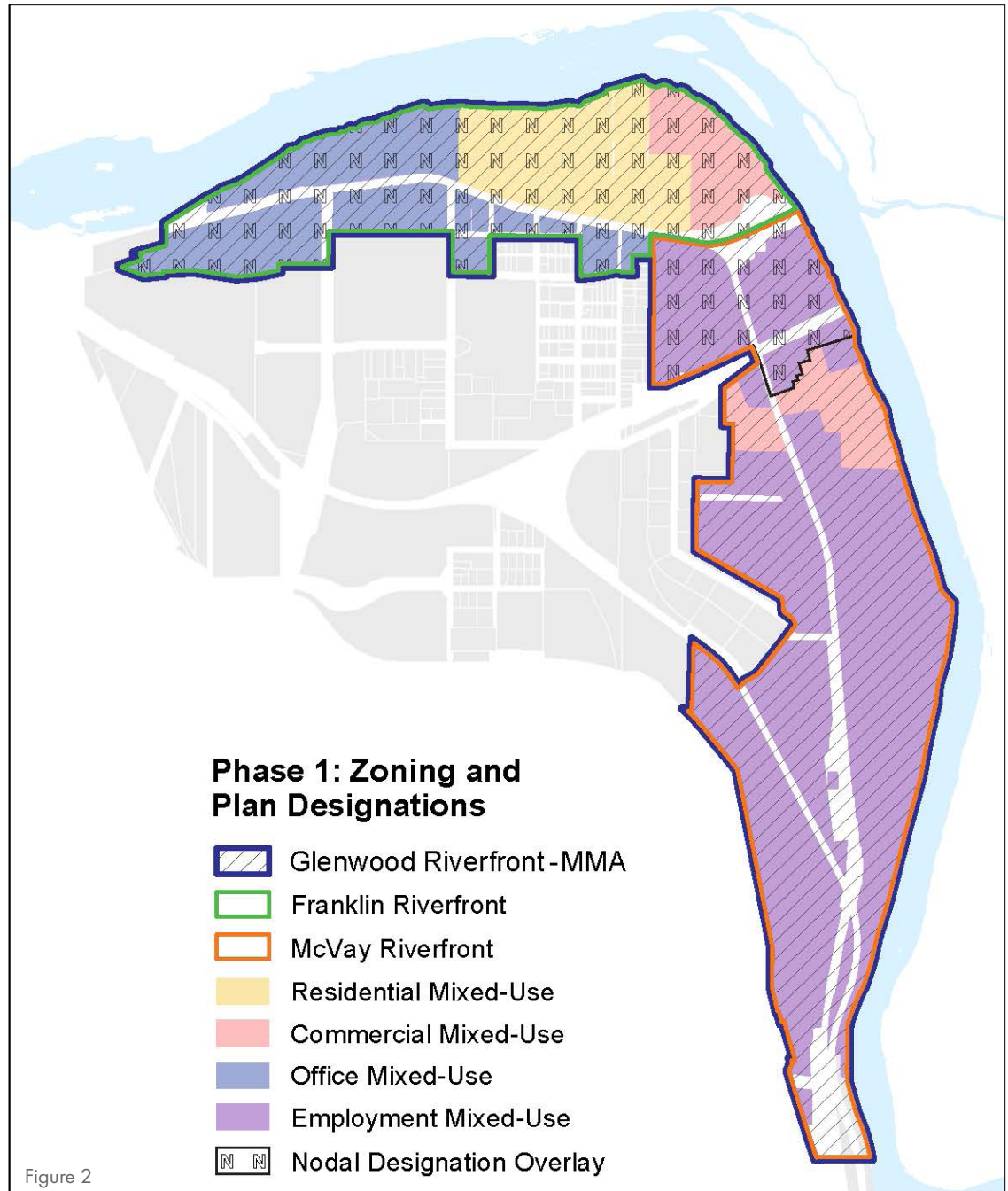


Figure 2

categories also meet the fundamental characteristics of a node as defined in the Springfield Comprehensive Plan: Design elements that support pedestrian environments and encourage transit use, walking, and bicycling; a transit stop that is within walking distance (generally ¼ mile) from anywhere in the node; mixed uses providing services within walking distance; public spaces (such as parks, public and private open space), and public facilities, that can be reached without driving; and a mix of housing types and residential densities that achieve an overall net density of at least 12 units per acre.

- The Multimodal Mixed-use Area (MMA) is established where the local government determines that there is and/or is planned to be: high-quality connectivity to and within the area by modes of transportation other than the automobile; a denser level of development of a variety of commercial and residential uses than in surrounding areas; a desire to encourage these characteristics through development standards; and an understanding that increased automobile congestion within and around the MMA is accepted as a potential trade-off.

Zoning

Zoning Districts delineate areas that implement plan designations and apply land use regulations and development standards. In the Glenwood Riverfront, the names of the zoning districts will be the same as the Plan designations. These zoning districts in the Glenwood Riverfront identify permitted land use types and mixes and address distinct constraints and diverse amenities that create unique opportunities for development within the boundaries of four subareas, as depicted in Figure 3. Primary uses are the principal permitted uses intended to predominate or characterize each subarea. Other uses are permitted, but are intended to be incidental and subordinate to the primary use. Thus, to preserve the land supply of the primary intended use of each subarea, the prevalence of these other uses must be constrained in some fashion; typically, in terms of limiting their occupancy of a building, development area, or the subarea as a whole. Re-zoning land concurrently with the re-designation of land will resolve all plan-zone conflicts that existed prior to Plan adoption.

To streamline the typical 'use lists' associated with most zoning district Schedule of Uses, Glenwood Phase I establishes the definition of categories of uses permitted in plan designations and provides illustrative examples. These definitions, in tandem with the illustrative examples, guide the uses permitted in each subarea and avoid extensive lists of permitted uses that inevitably fail to capture precisely all possible uses, especially given changes in technology, business practices, the economy, and styles over time. Uses proposed for new development or redevelopment that meet the definition of the use categories permitted within each subarea will be allowed, provided the Director makes findings that the proposed use meets the definition of the use category and has no greater impact to surrounding properties and public infrastructure than those uses as defined or illustrated. If the Director determines

that a use cannot readily meet the definition or illustrative example, it will require formal interpretation as specified in the Springfield Development Code.

The use categories referred to in the subarea descriptions are listed below. It should be noted that public open space and public facilities that are developed in accordance with Glenwood Phase I are permitted in all subareas.

Residential

High Density Residential: High-density residential uses are permanent attached dwellings that meet a minimum density threshold of 28 dwelling units per net acre; however, in the Glenwood Riverfront, the minimum density is 50 dwelling units per net acre. Examples of high density residential uses include, but are not limited to: apartments; lofts; condominiums; senior or congregate care facilities; row houses; townhouses; live/work units; and dormitories.

Commercial

- **Retail Sales and Services:** Retail sales and services are commercial enterprises whose principal activity involves the sale and/or servicing of merchandise (new or reused) directly to consumers. Examples include, but are not limited to: bookstores; grocers; pharmacies; art galleries; florists; and apparel shops.
- **Eating and Drinking Establishments:** Eating and drinking establishments are commercial enterprises whose principal activity involves the sale and/or service of prepared foods and beverages directly to consumers. Examples

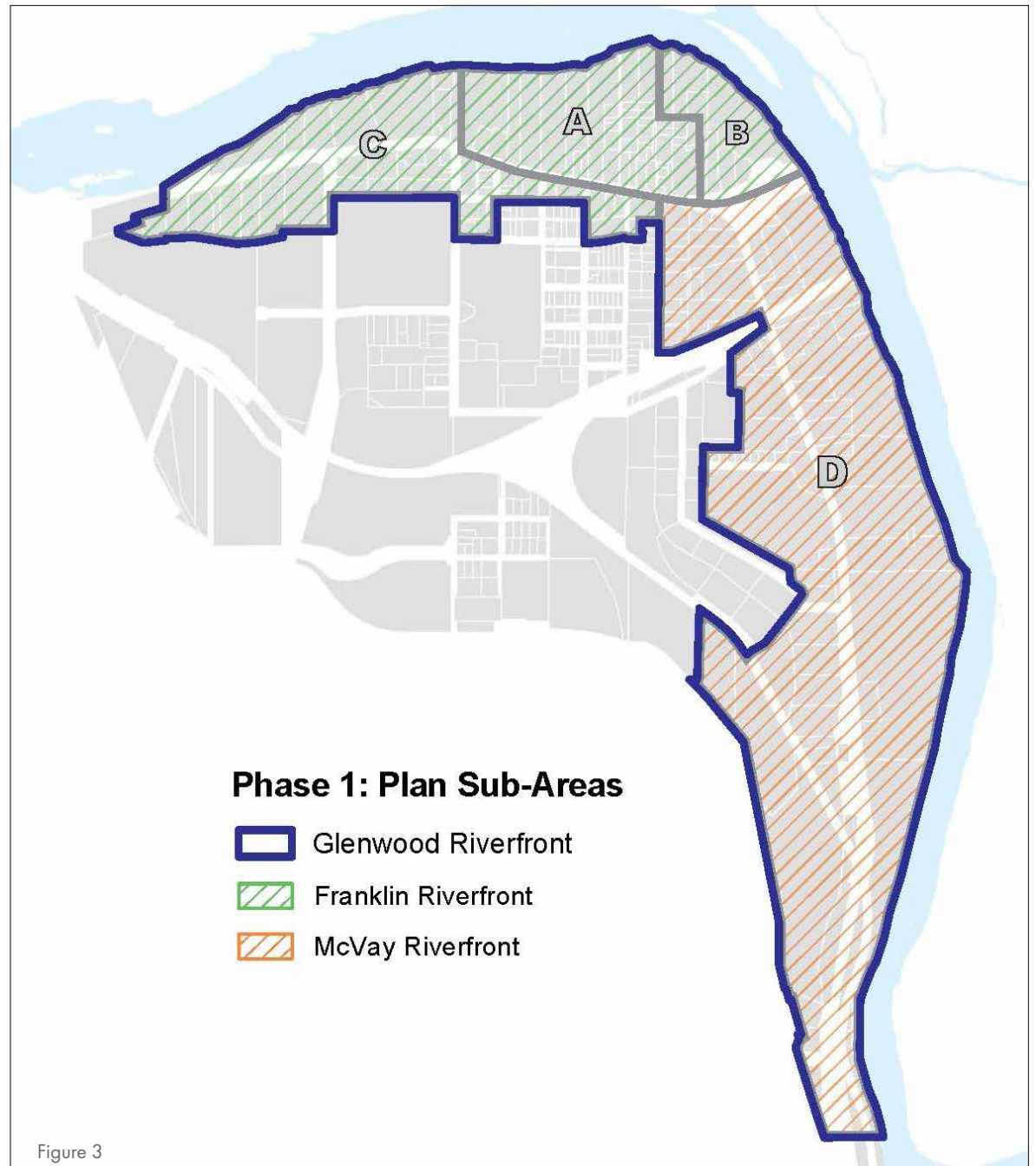


Figure 3

include, but are not limited to: bakeries; cafes; delicatessens; restaurants; coffee shops; brew pubs; and wine bars.

- **Personal Services:** Personal services are commercial enterprises whose principal activity involves the care of a person or a person's apparel. Examples include, but are not limited to: fitness centers; spas; hair stylists; shoe repair; dry cleaners tailors; and daycare.
- **Professional, Scientific, and Technical Services:** Professional, scientific, and technical services are typically small-scale commercial office enterprises whose principal activity involves providing a specialized service to others. These activities are typically attracted to high-quality settings and can be housed in office storefronts, office buildings, or in residential or live/work units and typically require a high degree of expertise, training, and/or certifications. What distinguishes these types of office uses from office employment uses is that there is typically frequent, direct interaction between the public and the proprietor. Examples include, but are not limited to: legal advice and representation; accounting; banking; architecture; engineering; research; design and marketing; real estate; insurance; physicians; and counselors.
- **Hospitality Services:** Hospitality services are commercial enterprises whose principal activity is the provision of temporary visitor accommodations and/or services to the public. Examples include, but are not limited to: inns; guesthouses; bed and breakfasts; extended stay hotels or apartment hotels; limited service hotels; full service hotels; conference hotels; museums; travel and visitor information centers; and conference/exposition centers.

Employment

- **Office Employment:** Office employment uses are businesses that are typically housed in office buildings where there is limited interaction between the public and the proprietor. The principal activity of these uses is associated with the performance of a range of administrative, medical, high tech, nanotechnology, green technology, pharmaceutical and biotechnology, information technology, information management, and research and development functions. Examples include, but are not limited to: call centers; corporate or regional headquarters; physicians' clinics; software development; media production; data processing services; and technical support centers.
- **Light Manufacturing:** Light manufacturing employment uses are businesses engaged in small scale manufacturing (predominantly from previously prepared materials) of finished products or parts, including processing, fabrication, assembly, treatment, testing, or packaging of these products. Emphasis is placed on uses that are not potentially dangerous or environmentally incompatible with office employment uses, i.e. not generating air pollution, hazardous waste, or excessive noise. These uses typically generate limited/light freight traffic, and all manufacturing and storage of materials and company vehicles are obscured from public view. Examples include, but are not limited to: manufacture of electronic instruments; specialty food processing; pharmaceutical manufacturing;

research and scientific laboratories; and businesses that recycle manufactured materials for sale to the public.

Glenwood Phase I calls for re-designating and re-zoning all parcels in the Glenwood Riverfront contemporaneously with the adoption of Glenwood Phase 1. However, if these changes cause existing uses to not conform to the new zoning district or plan designations, the buildings or structures housing such non-conforming uses may continue, expand, or be modified as permitted under the Springfield Development Code regulations governing pre-existing non-conforming uses until they are abandoned or redeveloped.

Subareas

Subarea A

Subarea A includes just over 33 acres of land in the core of the Franklin Riverfront and is bounded on the north by the Willamette River, on the south by Franklin Boulevard, on the west by a future northerly extension of Henderson Avenue, and on the east by a future northerly extension of McVay Highway. Public infrastructure, as well as the required 75-foot Willamette River riparian/Greenway setback, reduce the developable acreage of Subarea A by 32.5% (13.9% streets, 10.5% neighborhood park blocks, 8.1% riparian setback and riverfront linear park). This figure conforms to the approximately 32% of residentially-designated land made available by the Springfield Comprehensive Plan for auxiliary uses, such as streets, neighborhood parks, and other public facilities.

Subarea A is intended for the development of an urban high-density residential mixed-use neighborhood to:

- capitalize on the proximity of transit stations serving a high frequency transit corridor and existing and future job centers;
- take advantage of riverfront views and unique development opportunities;
- provide additional housing choices for area residents;
- support the high level of public investment in infrastructure that has occurred or is planned in the Franklin Riverfront; and
- help meet an identified deficiency in high-density residential land in Springfield.

Residential uses at densities of at least 50 dwelling units per net acre are required as a primary use for all new development and redevelopment in Subarea A; no maximum densities will be imposed. Residential buildings at these density levels encourage development in a compact, urban form and are typically four to six stories in height. The most common occupancy types at these densities are multi-

family apartment rentals and condominiums, but senior/congregate living facilities and other attached dwelling types are permitted. Glenwood Phase I encourages developers in Subarea A to provide a variety of unit sizes and occupancy opportunities to enable residents from a wide range of economic levels, household sizes, and ages to live in this subarea. At full build-out at this minimum level of density, the roughly 22 net developable acres in Subarea A would include approximately 1,100 additional high-density dwelling units to Springfield's housing stock. Subarea A provides the capacity, however, for at least twice that number of dwelling units.

Livelier development along street edges make for safer streets; ground floor shops and office spaces provide services needed by residents and attract activity to the street. While development of residential uses alone is allowed in Subarea A, suitable educational facilities and supporting commercial uses are encouraged to be developed as an integral, secondary part of the primary residential development in an effort to:

- attract activity to the street, making street edges livelier and safer;
- create an active street life throughout the day and evening;
- support a pedestrian-friendly environment;
- provide close-in ground floor commercial uses serving residents and employees in the area;
- take advantage of riverfront sites and easy access to major transportation corridors; and
- moderate traffic generation from the high intensity of residential uses in this subarea.

The types of commercial uses allowed in Subarea A are those that generate foot traffic and have few external adverse impacts on residential life. The permitted uses include: retail sales and services; eating and drinking establishments; personal services; and professional, scientific, and technical services. However, auto- or truck-oriented/dependent commercial uses are not consistent with the intent of pedestrian and transit-oriented development and, in some instances, may actually conflict with safe and convenient movement of pedestrians and bicycles. Uses not permitted nor intended for Subarea A include, but are not limited to: auto/truck sales, rentals, or services; auto/truck equipment sales or services; auto/truck washes; and drive-through facilities.

Subarea A will support transit-oriented development by locating a mix of higher density housing and compatible commercial uses within a quarter mile of transit stops. Nonetheless, commercial uses in Subarea A are limited to the ground floor of residential buildings fronting the public realm, such as streets and parks, because:

- the primary use in Subarea A is residential;

- Subarea A is the only subarea of the Glenwood Riverfront where residential is the required primary use;
- this is the best way to ensure that Springfield meets some of its high density residential land needs; and
- Subarea A is not intended to compete with commercial uses in Downtown Springfield or other commercial districts in Springfield.

On the street side of buildings along Franklin Boulevard, however, the commercial uses listed above will be allowed as uses allowed on upper stories to enable commercial development to take advantage of the exposure to Franklin Boulevard and to enable development on the north and south sides of Franklin Boulevard to include similar uses.

The applicable plan designation and zoning district provide guidance concerning the type and form of future development and redevelopment desired for Subarea A, yet achieving the community vision for this neighborhood also requires a circulation pattern and open-space framework that supports residential mixed-use development. In response to this critical piece, the high-density residential and commercial mix of uses envisioned for Subarea A are connected to the Willamette River and are organized around a street grid linked to a future multi-way boulevard that ensures a high level of connectivity and an efficient circulation pattern for pedestrians, bicyclists, and public transit. Subarea A also includes interlocking Park Blocks to provide for open space amenities necessary for a livable urban high-density residential neighborhood and an urban riparian corridor that protects an important natural resource and provides for unique stormwater management and regional open space opportunities. Together, the streets, Park Blocks, and river greenway create a contiguous public realm that is intended to complement, support, and focus the future residential and commercial activities in Subarea A. These mixed uses and public realm will, over time, mature into a quality riverfront neighborhood (these components are discussed in more detail in later chapters).

Subarea B

Subarea B includes nearly 15 acres of land in the northeast corner of the Franklin Riverfront and is bounded on the north and east by the Willamette River, on the south by Franklin Boulevard and the South A Street Bridge, and on the west by a future northerly extension of McVay Highway. Subarea B also includes the northeastern-most block of the street grid. Public infrastructure, as well as the required 75-foot Willamette River riparian/Greenway setback, reduce the developable acreage of Subarea B by approximately 30% (10.4% streets, 19.2% riparian setback).

Subarea B provides for flexible commercial and/or high-density residential development opportunities in response to developer interest in and market demand for hospitality and other accompanying commercial uses with riverfront views and access that complement the adjacent urban high-density

residential mixed-use neighborhood to the west. However, Subarea B is not intended to compete with the commercial retail uses in Downtown Springfield. Thus, for Subarea B, retail sales and services are considered secondary uses while the other categories of commercial uses (hospitality services; eating and drinking establishments; personal services; and professional, scientific, and technical services) and office employment uses are permitted either as primary stand-alone uses or as part of a building with a mix of residential and commercial uses. For the same reasons described above under Subarea A, Subarea B is not intended for auto- or truck-oriented/dependent uses. Educational facilities and residential uses at densities of at least 50 dwelling units per net acre are also allowed as a stand-alone use or as part of a building with a mix of residential and commercial uses. Nevertheless, since this subarea is designated with commercial as the primary use, in order to preserve this area for commercial development, no more than 50% of development areas may be developed with residential uses.

Subarea C

Subarea C includes roughly 46 acres of land fronting the Willamette River and/or Franklin Boulevard distributed throughout the Franklin Riverfront. Specifically, Subarea C includes: the tax lots that currently front the south side of Franklin Boulevard from the I-5 Bridge to Glenwood Boulevard in the southwest corner of the Franklin Riverfront; land in the northwest corner of the Franklin Riverfront, bounded on the north by the Willamette River, on the south by Franklin Boulevard, and on the east by a future northerly extension of Henderson Avenue; and land within the Glenwood Phase I boundary on the south side of Franklin Boulevard from Glenwood Boulevard to Brooklyn Avenue. Public infrastructure, as well as the required 75-foot Willamette River riparian/Greenway setback and a significant wetland/water quality limited water course (WQLW) and its required 50-foot setback, reduce the developable acreage of Subarea C by approximately 18% (5.1% streets, 9.5% riparian setback, and 4.9% wetland/WQLW and setback).

Subarea C emphasizes office employment uses, allowing businesses to locate in a variety of spaces, and provides for the creation of employment opportunities typically associated with jobs that allow individuals to support themselves and their household. Subarea C supports uses that are in very close proximity to a future urban high-density residential neighborhood (Subarea A) and is intended to:

- take advantage of the proximity of the University of Oregon and frequent high-speed transit service with connections to the Downtown Eugene and Downtown Springfield transit stations;
- capitalize on the riverfront and good visibility from/access to major transportation corridors; and
- help meet an identified need for employment land in Springfield.

As such, office employment uses, as well as professional, technical, and scientific commercial service uses and educational facilities, are considered the primary uses in Subarea C.

Subarea C also allows retail sales and services, eating and drinking establishments, and personal service commercial uses that predominantly support nearby office employment uses. These supporting uses are intended to generate foot traffic and have few external adverse impacts on office employment uses. Nevertheless, commercial uses in Subarea C are limited to ensure land is developed for employment uses and to concentrate a viable critical mass of retail, eating and drinking, and personal services development opportunities in the residential mixed-use neighborhood in Subarea A. Retail sales and services, eating and drinking establishments, and personal services are restricted to the ground floor where the primary building use is office employment. However, uses such as child care, indoor recreation centers, cafeterias, restaurants, or other contracted services for the benefit of office employees (and that do not generally serve the public) are considered accessory uses and may be located anywhere within primary use structures.

Subarea C additionally provides flexibility for other uses that address distinct opportunities and constraints in portions of Subarea C. Nevertheless, to preserve the office employment land supply, these other uses, in total, may not comprise more than 50% of Subarea C.

For example, lodging (such as extended stay hotels) is a typical component of office employment areas, so in Subarea C, hospitality uses are permitted to take advantage of easy access to I-5 and the University of Oregon. Hospitality uses are only considered appropriate for the portion of Subarea C located southwest of Glenwood Boulevard or fronting the roundabout at the intersection of Glenwood Boulevard and Franklin Boulevard. Given the tendency of some hospitality uses (especially those integrated with office employment uses) to include some residential units, the conversion of hotel use to residential use would be permitted in these instances.

Due to potential development challenges in the southwest corner of Subarea C posed by the significant wetland/riparian areas, as well as its immediate adjacency to Eugene, the portion of the subarea south of Franklin Boulevard and west of Glenwood Boulevard is well positioned to support metropolitan-oriented civic uses (such as a fire station).

Since employment-generating educational facilities can be developed as primary uses in Subarea C, and given the proximity to the University of Oregon and other institutions of higher education, high-density residential housing affiliated with permitted educational facilities located north of Franklin Boulevard in the vicinity of Glenwood Boulevard are a compatible and complimentary use.

Subarea D

Subarea D includes almost 174 acres of land and is comprised of the entire McVay Riverfront. The required 75-foot Willamette River riparian/Greenway setback and a significant wetland/riparian corridor and its required 25-foot setback, reduce the developable acreage of Subarea D by approximately 19% (18.6% riparian setback, and 0.8% wetland/riparian corridor and setback). The

existing railroad right-of-way further reduces the developable acreage by approximately 4%, and future public infrastructure, such as streets, will also reduce the developable area of Subarea D.

Subarea D serves as an employment center for office employment and light manufacturing employment uses whose external impacts are less than or equal to office uses, and that typically promote the creation of a wide range of jobs that allow individuals to support themselves and their households, serve the region, and complement the future urban high-density residential neighborhood in Subarea A. Subarea D:

- is in very close proximity to existing industrial uses and a heavily used freight rail corridor;
- capitalizes on the riverfront and easy access to major transportation corridors, including I-5;
- is relatively flat and contains large parcel sizes;
- is in the heart of the metropolitan area; and
- helps meet an identified need for employment land in Springfield.

Subarea D thus allows, as primary uses: office employment uses; professional, technical, and scientific commercial service uses; and employment-generating educational facilities. However, what predominantly distinguishes Subarea D from Subarea C (the Office Mixed-Use designated subarea described above) is the additional allowance, as a primary use, of the production, assembly, testing, and packaging functions associated with light manufacturing or technology uses that typically generate limited/light freight traffic. Another distinction from Subarea C is that Subarea D is considered appropriate for a hospital as a primary employment use (supporting medical office buildings are already considered a primary office employment use).

As with Subarea C, to provide commercial services for employees in close proximity to their workplace, Subarea D also allows for retail sales and services, eating and drinking establishments, and personal service commercial uses that predominantly support and are located on the ground floor of a primary employment building. Secondary warehousing and distribution functions associated with primary light manufacturing uses are also allowed. However, similar to Subarea C above, uses such as child care, indoor recreation centers, cafeterias, restaurants, or other contracted services for the benefit of office employees (and that do not generally serve the public) are considered accessory uses and may be located anywhere within primary use structures.

Within Subarea D, Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301 allow the primary and secondary uses associated with the Commercial Mixed-Use designation.

Objective:

Implement land use and transportation-related land use policies found in the Metro Plan, TransPlan (and/or Springfield Transportation System Plan), and the Springfield 2030 Refinement Plan to support pedestrian-friendly, mixed-use development in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Designate and zone land that meets the fundamental characteristics of the Mixed Use and Nodal Development Area designations, as defined in the Springfield Comprehensive Plan, and Multimodal Mixed-Use Areas (MMA), as defined in OAR 660-012-0060.
 - Maintain and expand the existing nodal designation boundary to include land on both sides of Franklin Boulevard from the I-5 Bridges to the Springfield Bridges, and on both sides of McVay Highway between the Springfield Bridges and an area just south of the railroad trestle, as depicted in Figure 2.
 - Designate and zone land north of Franklin Boulevard in between the northern extension of Henderson Avenue and the northern extension of McVay Highway as Residential Mixed-Use, as depicted in Figure 2.
 - Designate and zone land north of Franklin Boulevard in between the northern extension of McVay Highway and the Springfield Bridges as Commercial Mixed-Use, as well as Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301, as depicted in Figure 2.
 - Designate and zone land on both sides of Franklin Boulevard from the I-5 Bridges to South Brooklyn Avenue as Office Mixed Use, as depicted in Figure 2.
 - Designate and zone land on both sides of McVay Highway from the Springfield Bridges to the southern terminus of Springfield's Urban Growth Boundary as Employment Mixed-Use except for Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301, as depicted in Figure 2.
 - Designate all land within the Phase I Glenwood Refinement Plan boundary a Multi-modal Mixed-Use Area (MMA), as depicted in Figure 2.
 - Compliance with the Transportation Planning Rule (TPR). The TPR (OAR 660-012-0000, et seq.) requires that when making an amendment to a land use plan, a local jurisdiction shall put in place measures to ensure that land uses are consistent with the identified function, capacity and performance standards of a State or City facility, when the plan amendment has a significant effect on that facility. The TPR defines "significant effect" as reducing performance below the minimum acceptable standard in the relevant plan, or worsening the performance of a facility otherwise

projected to perform below the minimum acceptable standard. However, a local government may amend a land use plan without applying the performance standards if the proposed amendment is entirely within a multimodal mixed-use area (MMA) (OAR 660-012-0060).

Glenwood Riverfront Mixed-Use Plan District

Plan districts are typically established when existing citywide zoning mechanisms cannot achieve desired development objectives intended to restore, enhance, preserve, or promote the unique character or features of an area, as specified in a refinement plan or special study. Plan districts thus contain their own unique regulations specific to an area that supplement or replace other base zones or overlay zone provisions that apply in more than one area of Springfield. The Glenwood Riverfront has long been recognized as being unique to the Eugene-Springfield metropolitan area and warrants distinct treatment.

To implement the land use framework for Glenwood Phase I, this Plan includes policy direction to establish the Glenwood Riverfront Mixed-Use (GRMU) Plan District that will apply to all parcels within the Glenwood Riverfront. The GRMU Plan District will contain special development and design regulations intended to create a sense of place by putting into action community goals for this unique area of Springfield. The GRMU Plan District will be applied in conjunction with four mixed-use zoning districts: Residential Mixed-Use; Commercial Mixed-Use; Office Mixed-Use; and Employment Mixed-Use; and several overlay districts, including the Willamette Greenway, Hillside, and Floodplain Overlay Districts, where applicable.

The GRMU Plan District will supersede the existing Glenwood Riverfront Plan District in the Springfield Development Code, adopted in 2005 to implement the Glenwood Riverfront Specific Area Plan (a master plan for approximately 50 acres of land in the northeast corner of the Glenwood Riverfront). As directed by the City Council in 2007, the Glenwood Refinement Plan Update Project was initiated to comprehensively revise the existing Glenwood Refinement Plan (developed in the 1980s) to establish an updated vision for redevelopment throughout Glenwood. Initiation of this update recognized that not only should the policy direction in the Specific Area Plan be considered as a starting point, but also that it did not address all of the factors now in play in Glenwood, such as street corridor studies, infrastructure planning, bridge replacement, interchange redesign, significant business relocation, and an urban renewal district. Glenwood Phase I now builds upon previous planning efforts in the Glenwood Riverfront, providing a more comprehensive look at the desired types and forms of new development and redevelopment in this area. Adoption of the GRMU District will completely replace the existing Glenwood Riverfront Plan District.

Development and Design Standards

From the first public meetings associated with the development of this Plan, the Citizen Advisory Committee stressed that Glenwood has a unique identity and character, is a gateway to the city and the region, and that future development/redevelopment in the Glenwood Riverfront should contribute to furthering a sense of place and distinctiveness in Glenwood. The unique impression and feel of the riverfront will be created, in part, by the mass, scale, and design of new buildings, the mix of uses, and the relationship between the public and private realm -- much of which can be guided by design and development standards.

In addition to helping to ensure that Glenwood continues to be considered a unique place, special attention must be paid to building design in the riverfront corridors because of the intermixing of land uses and higher intensity of development that can occur in these areas. As the scale of buildings increase, architectural and site development features should be employed that work to mitigate the visual impact of the increased density and any possible functional or architectural incompatibility of uses, and to create a positive relationship between the private and public realm. For example, as the CAC discussed on several occasions, the form of taller structures necessary to accommodate the desired levels of density must consider solar access, views, and reducing the sense of looming buildings at the pedestrian scale.

In an effort to address these issues, one of the goals developed by the Citizen Advisory Committee to guide the update of the Glenwood Refinement Plan is to 'encourage aesthetically pleasing, sustainable buildings and sites that are context-sensitive and oriented to human activity.' This Plan thus contains policy direction to create and employ development and design standards to be implemented through the GRMU Plan District that will promote, through physical design, the attainment of the Refinement Plan's goals and objectives. These standards, which are applicable to new buildings, expansions of or additions to existing buildings, or improvements to existing facades that require building permits, will enable developers, architects, landowners, business owners, residents, and the general public to anticipate and plan for building and site acceptability as a key element of the overall project approval process.

Springfield recognizes that overly restrictive design and development standards are often cited by the development community as cumbersome and prohibitive to good design. As such, not every case and circumstance will be anticipated by these standards, nor is it the goal to prescribe every design detail of development or to promote a particular architectural style. At the same time, the standards must be clear and objective as mandated by Statewide Planning Goal 10. Therefore, the standards describe how various elements should be incorporated into building and site design clearly and objectively, but it is expected that the development community will apply its own creativity to build upon the

principles expressed in the standards and create innovative designs and attractive, livable, and viable developments.

Urban Form

The character of a neighborhood is often defined by the experience of traveling along its streets. Streets within neighborhoods are often perceived as individual spaces or ‘rooms’. How buildings face and are set back from the street determine the character, proportion, and use of this room. The aforementioned development and design standards will thus strive to promote the development of an area of special character and improve the overall physical and visual environment in the Glenwood Riverfront by: providing a framework for the design of buildings and sites for aesthetic appeal; creating a pleasant and comfortable pedestrian experience; and fostering compatibility among land uses. This framework builds upon several commonly accepted design principles, such as requiring the design of buildings to incorporate architectural features, elements, and details to achieve a good human scale.

The term ‘human scale’ generally refers to the use of human-proportioned architectural features and site design elements clearly oriented to human activity. A building has good human scale if it creates a diversity of experience along the street and allows people to feel comfortable using and approaching it, thereby encouraging human activity. Elements that may be used to achieve better human scale include, but are not limited to: a porch or covered entry; pedestrian-oriented open space; upper story step backs; articulated building facades and roof forms; architectural treatments that help to identify individual residential units in a multi-family building; pedestrian weather protection; bay windows extending out from the building façade that reflect an internal space; pedestrian-scale lighting; and upper story windows.

A comfortable pedestrian environment is also achieved by siting and designing buildings in a way that creates successful transitions to public spaces, encourages movement into and out of the interior space of buildings, and enables ‘eyes on the street’ to provide the informal human surveillance that is important to safety. By incorporating physical and visual connections to the public space from different levels of buildings and protecting the public spaces from excessive shadow or auto-oriented intrusions (such as parking facilities and service drives) the public realm is enlivened with the activity of residents, shoppers, and workers. Often, building elements that contribute to this include: minimal setbacks; arcades; window openings that allow views into shops, office lobbies, merchandise displays, or working areas; sidewalk-level openings onto public rights-of-way and interconnected walkways; building forms that step back; changes in grade; balconies; landscaping; outdoor seating opportunities; limitations on the siting of parking lots and loading docks; and spaces for active ground floor uses.

Objective:

Implement the Land Use Framework for the Glenwood Riverfront by adopting the Glenwood Riverfront Mixed-Use District (GRMU) Plan District.

Policies & Implementation Strategies:

- Adopt the GRMU Plan District and apply it to all parcels in the Glenwood Riverfront.
 - Develop Plan District sub-sections including, but not limited to: Purpose; Applicability; Land Use Designations, Zoning District Descriptions and Applicable Overlay Districts; Review; Non-Conforming Uses; Conflicts; GRMU Plan District Modifications; Design Standards Alternatives/Exemptions from Design Standards; Phased Development; Schedule of Use Categories; Prohibited Uses; Use Interpretations; Base Zone Standards; Public and Private Development Standards; Building Design Standards; and Willamette Greenway Development Standards.
 - Develop development and design sub-sections including, but not limited to: Street Trees and Curbside Planter Strips; Lighting; Bicycle Facilities; Multiuse Path; Private Property Landscape Standards; Vehicle/Bicycle Parking and Loading Standards; Wastewater Facilities and Services; Stormwater Facilities and Services; Public Park and Open Space Facilities; Location of Transit Stations; Signs; Light Manufacturing Operational Performance Standards; Historic and Cultural Resources; Design Team; Facades/Vertical Building Divisions; Height; Massing/Building Articulation; Windows and Doors; Orientation/Entrances; Build-to Lines and Maximum Building Setbacks; Pedestrian Amenities; Screening Mechanical Equipment; and Parking Structure Design Standards.

¹Portland has defined EcoDistricts as: “an integrated and resilient district or neighborhood that is resource efficient; captures, manages, and reuses a majority of energy, water, and waste on site; is home to a range of transportation options; provides a rich diversity of habitat and open space; and enhances community engagement and wellbeing”.

²In the event Willamalane owns land used for open space, such land may be converted to the Public Lands designation and the Public Land and Open Space zone.

Transportation



People increasingly want more choices in how they travel between where they live, work and play. This trend presents a tremendous opportunity for new types of transportation investments that can reduce the growth of vehicle travel, while producing added economic and environmental benefits.

- A Sensible Approach to Land Use and Mobility, Houston Galveston Area Council

Transportation

Introduction

The Land Use Chapter establishes direction for a future land use pattern in the Glenwood Riverfront through an increased intensity of residences, jobs, and shopping/service opportunities developed in a compact, urban form. This land use pattern aims to maximize the value of the area's proximity to the Willamette River, major transportation corridors, and the University of Oregon, as well as Glenwood's strategic location between downtown Eugene and downtown Springfield. These land uses are intended to be developed in concert with a comprehensive system of highly interconnected and multi-modal streets that encourage more lively, interesting, and pedestrian-friendly spaces; and safer living, working, meeting, and shopping experiences day and night. Changing the nature of the transportation network in the Glenwood Riverfront to improve access, mobility, safety, and comfort for motorists, transit users, pedestrians, and bicyclists is essential to attaining and sustaining the mix, intensity, and types of uses desired. The Transportation Chapter informs existing and future residents, property owners, developers, and the community at large how transportation infrastructure should be developed in the Glenwood Riverfront. Accordingly, this will provide direct physical and visual access to the river and support future residents, workers, and visitors who will circulate along and through this mix of uses for daily commuting, freight movement, running errands, or simply enjoying commercial and riverfront amenities.

The Glenwood Refinement Plan Update comes at a time of significant change in State policies that affect land use and transportation planning. While much of the initiative for this change results from the legislated need to reduce the levels of gases emitted into the atmosphere from automobiles and light-duty trucks ("greenhouse gases," or "GHG"), the changes involve other fundamental factors influencing how Oregon cities may grow and prosper. In 2007, the State's Legislative Assembly enacted requirements for substantial reductions in the quantities of these GHG, setting a 10 percent reduction target for 2020 and a 75 percent reduction target for 2035. The 2009 and 2010 sessions of the Legislative Assembly approved legislation requiring the Central Lane Metropolitan Planning Organization (MPO) to work with Eugene and Springfield to engage in a "scenario planning" process to address how to achieve these GHG reductions.

A joint effort between the Oregon Department of Transportation (ODOT), the Department of Land Conservation and Development, the State's seven Metropolitan Planning Organizations, and a variety of citizen and industry interest groups, is developing guidelines and methodologies for scenario planning. This State agency work program is occurring concurrently with Springfield's update of the Glenwood Refinement Plan; therefore, it is not possible to say with certainty how GHG scenario planning requirements, or other follow-up measures, will affect planning for future development in Glenwood. It is clear, however, that State agencies will expect Springfield to develop one or more



possible alternative outcomes of how development that reduces GHG might occur Springfield-wide. Their focus will be on ascertaining which alternatives most efficiently use existing and future transportation and land resources, while simultaneously reducing emissions from autos and light trucks. Leaving aside this specific direction from the Legislative Assembly, it is clear that finite public resources require that, in planning for the future, Springfield will need to proceed under goals and policies that recognize that maximizing efficiency includes maximizing the variety of transportation alternatives available to its citizens. Many of the policies and implementation actions in this Plan, with respect to transportation and land use, respond to the demands and expectations of a possible future required land use model that must address this issue of reduced GHG.

The intent of the policies in this Chapter is to ensure that Springfield and its transportation partners design the circulation network in the Glenwood Riverfront to make all modes safer, more attractive, and more convenient, thereby offering more options to all users for commuter travel, access to development, and recreational purposes. This Chapter acknowledges that automobiles and trucks are likely to continue as primary transportation modes during the Plan period. However, Springfield is committed to a program creating complete transportation facilities throughout the city. Complete transportation facilities are designed and operated to enable safe access for drivers, bicyclists, transit users, and pedestrians of all ages and abilities. In particular, the policies in this Chapter are intended to create a highly pedestrian-oriented environment to support future mixed-use development and increase the ease and convenience of walking. For most people, every trip begins and ends as a pedestrian trip, since walkways connect the private, inside realm to the public, outside realm as they wind from lobbies, stoops, and storefronts to plazas, sidewalks, and streets. This Chapter provides policy direction to foster pedestrian-friendly streets in the Glenwood Riverfront through decreasing automobile speeds in neighborhoods; focusing most through-traffic on arterials; aligning streets to reduce the distance that pedestrians have to walk to a crosswalk to safely cross a street; allowing sight lines and connections to destinations that attract pedestrian activity; and minimizing the real and perceived distances between development, transit stations, parks, and greenway amenities. The Chapter also includes policies regarding street design features, such as wide setback sidewalks with minimal interruptions in the flow or grade of pedestrian travel, interesting street furniture and public art, pedestrian-scale lighting, street trees, and other green street elements that make the pedestrian experience safe, comfortable, and attractive.

In keeping with the sustainability goals of this Plan as a whole, the transportation system is intended to support environmentally responsible development by designing transportation infrastructure to meet the needs of healthy rivers and ecosystems. The Open Space Chapter addresses street runoff impacts (such as temperature, pollution, volume, speed, erosion, and turbidity) on natural resources with policy direction that aims to reduce these effects through green street best management practices that enhance and conserve the water quality and wildlife habitat functions of the Willamette River and its riparian

corridors. The Open Space Chapter also requires the use of green streets, which are designed to: integrate stormwater management within the right-of-way; reduce the amount of water that is piped directly to streams and rivers; be a visible component of a system of “green infrastructure” in the urban design of an area; make the best use of the street tree canopy for stormwater interception, temperature mitigation, and air quality improvement; and ensure the street has the least impact on its natural surroundings, particularly at locations where it crosses a stream or other sensitive area.

The primary transportation system components in the Glenwood Riverfront are Franklin Boulevard, the Franklin Riverfront Local Street Network, McVay Highway, the McVay Riverfront Local Circulation Network, on and off-street parking, and the riverfront multi-use path. This Chapter is organized into sections and subsections devoted to these components. Each section or subsection provides additional introductory information, where applicable, in addition to diagrams and images depicting the circulation concepts. Each section or subsection also includes objectives, policies, and implementation strategies for the City, its partners, and developers to follow in achieving the vision for the circulation system in the Glenwood Riverfront.

Franklin Riverfront

The Franklin Riverfront is comprised of Residential Mixed-Use, Commercial Mixed-Use, and Office Mixed-Use areas, as described in the Land Use Chapter. Each mixed-use area was designated, in part, to support the high level of public investment now and later in Franklin Boulevard; capitalize on the proximity of transit stations along a high frequency, high-speed transit corridor connecting the Eugene and Springfield downtowns; and to take advantage of the proximity to the Willamette River for residents, employees, and visitors. These mixed-use areas are also designated for nodal development. Specific boundaries are in the Land Use Chapter, but a node is a mixed-use, pedestrian-friendly land use pattern that concentrates population and employment along major transportation corridors with a mix of diverse and compatible land uses, and public and private improvements, designed to be pedestrian- and transit-oriented. The objectives, policies, and implementation strategies in the Franklin Riverfront were thus developed to support these land use designations and also to build upon prior planning efforts in the Franklin Riverfront, including the Franklin Boulevard Study and the Glenwood Specific Area Plan. Given the recent, extensive planning activities in support of the redevelopment of the Franklin Riverfront, the future design of Franklin Boulevard and its adjoining local street network is presented with a high level of specificity in the policy direction discussed below.

Franklin Boulevard

From 2007-2008, Springfield worked with its transportation partners, stakeholders, and consultants on the Franklin Boulevard Study. The project team analyzed an array of possible improvements to

Franklin Boulevard to support redevelopment and new investment in the Glenwood Riverfront. In early 2008, staff reviewed the preferred alternative -- a hybrid multi-way boulevard -- with the Springfield Economic Development Agency, the Planning Commission, and the City Council. On March 17, 2008, the City Council endorsed the hybrid multi-way boulevard conceptual design and directed staff to refine the concept and integrate it into this Plan. A hybrid multi-way boulevard incorporates a blend of street design concepts to accomplish the fundamental goal of vehicular movement and also creates a pedestrian-friendly environment through on-street parking, slower traffic, transit opportunities, multi-modal applications, and enabling buildings closer to or at the right-of-way line.

Since the Council's endorsement in 2008, Springfield has sought project funding through several grants and other local and Federal funding sources. At the time this Plan was written, Springfield had successfully secured funding for NEPA analysis and was in the process of procuring contract services for the NEPA process. A full NEPA documentation process and preliminary and final design are needed before the conceptual design is further refined and construction can begin on the upgraded boulevard. Once the NEPA documentation is complete, a phased construction schedule may be possible given the scope, size, and potential impacts along Franklin Boulevard. Potential construction phases and access to existing businesses may be outlined during the NEPA analysis to help mitigate potential impacts to adjacent businesses and property owners. One example of construction phasing could include starting reconstruction near the intersection of Franklin Boulevard and McVay Highway, and then moving west as funding becomes available. Another example may be to first reconstruct the northern portion of Franklin Boulevard followed by the southern portion at a later date.

At the time of development, boulevard designs must comply with Springfield's *Engineering Design Standards and Procedures Manual (EDSPM)*. The Introduction to the EDSPM states that Springfield "reserves the right to impose more restrictive or different design standards than those contained in this manual, on a case-by-case basis, to any public works' design..." Therefore, in the event that a corresponding boulevard design cannot be found in this document, developers must collaborate with Springfield so that the design of the boulevard complies with the policies and implementation strategies in this section and the corresponding Franklin Boulevard concept, preliminary design developed through the NEPA process, or final design by a project design and delivery team.

The conceptual plans for the hybrid Franklin Multi-Way Boulevard, as well as the configuration of streets off Franklin Boulevard as described in the Local Street Network section below, were completed with participation by ODOT. In July of 2014, the City and ODOT reached agreement on terms specifying the jurisdictional transfer of the Franklin Boulevard facility and associated right of way from ODOT to the City. The approved Jurisdictional Transfer Agreement is expected to be recorded with the deed records at Lane County by September 2014. Once the transfer is recorded, Franklin Boulevard will be owned and operated by the City of Springfield, subject to the terms of the Transfer Agreement.

Objective:

Re-design and re-construct Franklin Boulevard as a multi-modal transportation facility to support the redevelopment of Glenwood as envisioned in the Land Use Chapter and to provide an improved arterial connection between Springfield and Eugene.

Policies & Implementation Strategies:

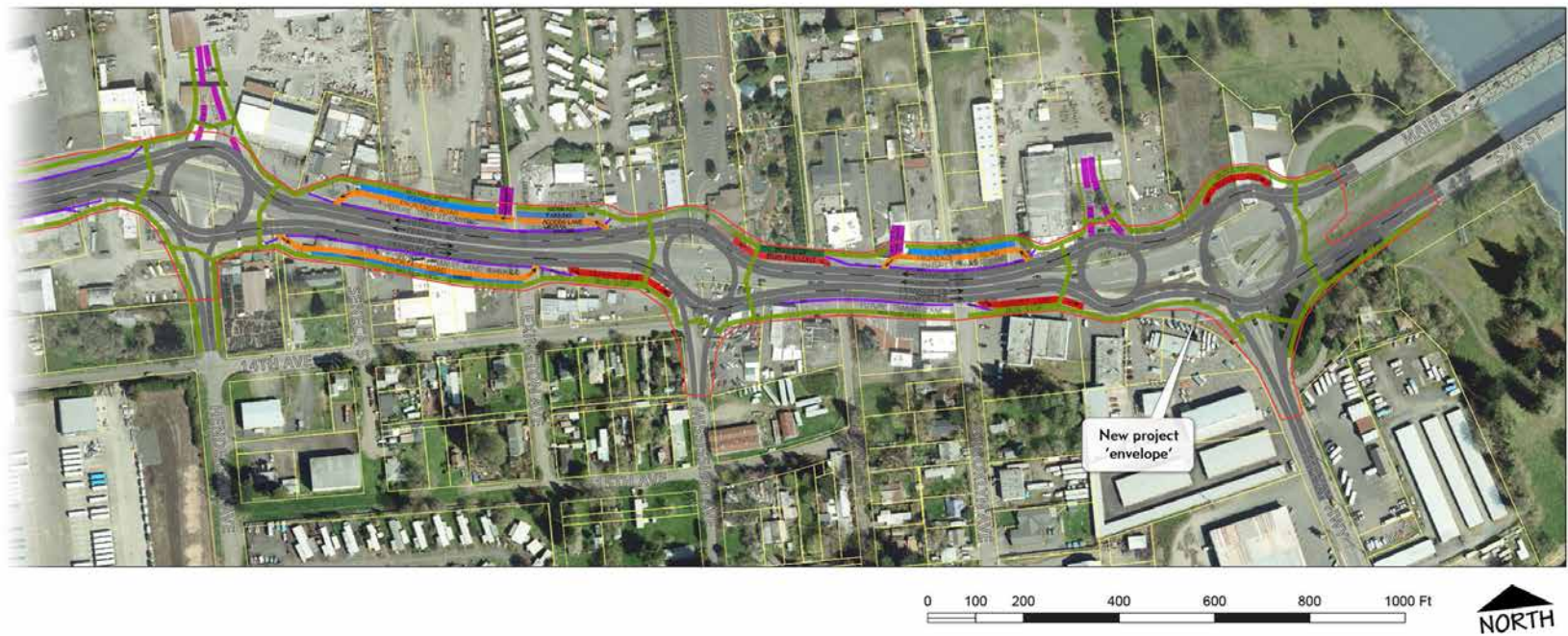
- Partner with ODOT, Lane Transit District (LTD), property owners, and private developers to fund, dedicate right-of-way, design, and construct the upgraded Franklin Boulevard.
 - During the land use review and approval process for properties fronting Franklin Boulevard, establish design and exact right-of-way obligations, and require dedication of right-of-way necessary to construct the hybrid multi-way boulevard.
- Use a blend of hybrid multi-way boulevard designs as shown in Figure 1, Conceptual Project Design, to allow for flexibility in phasing design and construction as funding becomes available.
 - Locate the right-of-way for the Franklin Boulevard improvements within the Corridor Envelope shown in Figure 2. The Corridor Envelope extends five feet to the north and five feet to the south of the Conceptual Project Design.
 - Design the upgraded Franklin Boulevard such that the maximum necessary width does not exceed: two eastbound and two westbound through lanes; dedicated bus rapid transit facilities between Glenwood Boulevard and McVay Highway; left turn lanes; a continuous and safe bicycle facility along both sides of the boulevard; access lanes in specified locations separated by a landscaped median adjacent to the through lanes; continuous, wide setback sidewalks buffered from traffic flow; on-street parking on the north and south access lanes; and potential alternative bicycle/ pedestrian amenities or on-street parking on both the north and south side of the arterial sections.
- Establish a Corridor Envelope that extends five feet to the north and five feet to the south of the Conceptual Project Design to provide a measure of flexibility in project delivery of the Franklin Boulevard improvement project. Within this Corridor Envelope, the maximum width of the hybrid multi-way boulevard is approximately 175 feet, except where bump-outs may be required for transit stations or intersections.
- Enhance the safety, comfort, and convenience of pedestrians and bicyclists along and across the boulevard, as conceptually depicted in Figure 3.
 - Establish continuous, wide setback sidewalks on both sides of the boulevard that are buffered from traffic flow and that consider the adjacent land use context pertinent to development.



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Figures 1 and 2



Figures 1 and 2



Figure 3

- Reduce crossing distances and provide pedestrian refuges by utilizing two-stage crossings, curb extensions, stop controls, or other appropriate traffic control devices at intersections.
- Provide enhanced pedestrian crossings to transit stations in the vicinity of intersections.
- Enhance the urban design of the area and differentiate the building/frontage zone, the travel/throughway zone, the furnishing zone, and the curb/edge zone of the sidewalks by incorporating distinct elements, patterns, and/or materials such as pavement treatments, street trees, landscaping, water quality facilities, street furniture, bicycle parking, street lights, and pedestrian scale lighting.
- Provide a continuous and safe bicycle facility along both sides of the boulevard from the Springfield Bridges to the eastern edge of the south bank bicycle and pedestrian viaduct.
- Increase the safety, mobility, and efficiency of bus rapid transit service, automobiles, and trucks.
 - Separate through traffic from local traffic by using a combination of direct through lanes and low-speed access lanes with on-street parking.
 - Preserve capacity that may be used for dedicated bus rapid transit facilities.
 - Construct multi-lane roundabouts at the Franklin Boulevard/McVay Highway intersection, Franklin Boulevard/Mississippi Avenue intersection, Franklin Boulevard/Henderson Avenue intersection, and the Franklin Boulevard/Glenwood Boulevard intersection that incorporate bicycle and pedestrian treatments that calm traffic and support pedestrian and bicycle mobility and safety.
 - Coordinate with appropriate State and local agencies (depending on the jurisdictional responsibilities in effect) to close, consolidate, realign, and relocate street intersections and curb cuts along the length of Franklin Boulevard to improve facility operations and reduce safety conflicts.
- Locate transit stations to provide optimal, safe pedestrian access between stations and adjacent areas planned for mixed-use development.
 - Construct three curbside stations along Franklin Boulevard, preferably at the Franklin Boulevard/Glenwood Boulevard intersection, Franklin Boulevard/Mississippi Avenue intersection, and the Franklin Boulevard/McVay Highway intersection.
- Seek opportunities, partnerships, and funding to incorporate public art features into the design and construction of street improvements and to establish distinctive, iconic gateway features that help create a sense of place and orient travelers along the corridor.

Local Street Network

The desired street functions and design components that allow for land use adaptability to social and market changes are outlined in the objective, policies, and implementation strategies below. At the time of development, street designs must comply with Springfield's EDSPM. The Introduction to the EDSPM states that Springfield "reserves the right to impose more restrictive or different design standards than those contained in this manual, on a case-by-case basis, to any public works' design..." Therefore, in the event that a corresponding street design cannot be found in this document, developers must collaborate with Springfield to design the streets as directed by the policies and implementation strategies in this section.

Objective:

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

Policies & Implementation Strategies:

- Partner with property owners and private developers to fund, dedicate right-of-way, design, and construct an interconnected local street system in the Franklin Riverfront that improves access, mobility, safety, and comfort for vehicles, pedestrians, and bicyclists, as conceptually depicted in Figure 4.
 - Coordinate with Lane County to facilitate the new street system through annexation and vacation of existing local access roads.
 - Coordinate with Lane County to provide an orderly transition from rural to urban roads through annexation and jurisdictional transfer of existing Lane County roads.
 - Promote optimum conditions for the use of passive and active solar strategies by aligning streets to optimize the penetration of natural light to buildings and public spaces.
 - Promote short blocks and pedestrian-friendly larger block development sites by providing through block streets or accessways every 250 to 350 feet.
 - Extend Glenwood Boulevard, Henderson Avenue, Mississippi Avenue, and McVay Highway north of Franklin Boulevard to the riverfront street as primary north-south through streets.
 - Establish additional north-south through streets, extending from Franklin Boulevard's access lanes to the riverfront street in between Henderson Avenue and McVay Highway, and to include the park blocks as conceptually depicted in Figure 5 and as specified in the Open Space Chapter.

- Establish an east-west through street (between the northern edge of development and the riverfront) from the northern extension of Glenwood Boulevard to the northern extension of McVay Highway, to avoid dead-end north-south streets; offer continuous public access, emergency access, and maintenance access along the riverfront; clarify public entrances and exits along the riverfront; and increase the actual and perceived safety of the riverfront.
- Establish east-west service streets from the northern extension of Henderson Avenue to the northern extension of McVay Highway to improve access, connectivity, and parking, loading, and collection services in between new north-south streets.
- Consider a maximum of one through alley per block face to provide service access to mixed-use inner block development sites.
- Update the Conceptual Local Street Map, the Springfield Engineering Design Standards and Procedures Manual, and the Springfield Standard Construction Specifications regarding the Franklin Riverfront Local Street Network improvements to enable implementation of the Plan transportation policies and implementation strategies.
- Design north-south through streets to support and provide direct access to the mixed-use development facing these streets; and increase safety, comfort, and attractiveness for bicyclists and pedestrians, as conceptually depicted in Figure 6.
 - Develop two-way local streets consistent with maximum speeds of 20 miles per hour.
 - Consider developing the streets around the park blocks as one-way couplets consistent with maximum speeds of 20 miles per hour.
 - Use traffic calming techniques, such as reduced lane widths, raised crosswalks and intersections, mini roundabouts, and pedestrian priority crossings.
 - Provide for direct, continuous, and safe bicycle travel along both sides of these streets.
 - Incorporate continuous, wide setback sidewalks that are buffered from traffic flow and that consider the adjacent land use context pertinent to development on both sides of these streets.
 - Enhance the urban design of the area and differentiate the building/frontage zone, the travel/throughway zone, the furnishing zone, and the curb/edge zone of the sidewalks by incorporating distinct elements, patterns, and/or materials such as pavement treatments, street trees, landscaping, water quality facilities, street furniture, bicycle parking, public art, street lights, and pedestrian scale lighting.
 - Provide short-term, on-street parking bays on both sides of the primary north-south streets.
 - Consider providing short-term, on-street parking bays only on the developed side of the north-south park block streets.

- Limit access to inner block development from these streets unless access for loading, parking, and/or collection services is not possible from east-west service streets.
- Maintain the elevation and appearance of sidewalks where crossed by vehicular access points.
- Consider alternative designs for through-block accessways on larger block development sites that function as safe and direct access routes for pedestrians and bicyclists, and include trees, landscaping, and pedestrian-scale lighting.
- Design east-west service streets to: provide vehicular access for parking, loading, and collection services to inner block mixed-use development sites; increase safety, comfort, and attractiveness for bicyclists and pedestrians; and provide direct access to and support for the mixed-use development facing these streets, as conceptually depicted in Figure 6. At least one of the service streets must be a through street.
 - Develop two-way local streets with target speeds consistent with maximum speeds of 20 miles per hour.
 - Design the street segments that cross through the park blocks to be as narrow as possible while still accommodating two-way traffic, emergency vehicle access, and potential on-street parking.
 - Use traffic calming techniques, such as reduced lane widths, raised crosswalks and intersections, mini roundabouts, and pedestrian priority crossings.
 - Provide for direct, continuous, and safe bicycle travel along both sides of these streets.
 - Incorporate continuous, wide setback sidewalks that are buffered from traffic flow and that consider the adjacent land use context pertinent to development on both sides of these streets.
 - Enhance the urban design of the area and differentiate the building/frontage zone, the travel/throughway zone, the furnishing zone, and the curb/edge zone of the sidewalks by incorporating distinct elements, patterns, and/or materials such as pavement treatments, street trees, landscaping, water quality facilities, street furniture, bicycle parking, public art, street lights, and pedestrian-scale lighting.
 - Provide short-term, on-street parking on both sides of these service streets.
 - Keep the frequency of curb cuts, loading docks, garage entrances, and driveways to a practical minimum, ideally no more than one vehicular access point per block face.
 - Maintain the elevation and appearance of sidewalks where crossed by vehicular access points.
 - Consider alternative designs for these streets (including street trees, landscaping, and pedestrian-scale lighting) while maintaining functionality as safe and direct access routes for pedestrians, bicyclists, and vehicles.

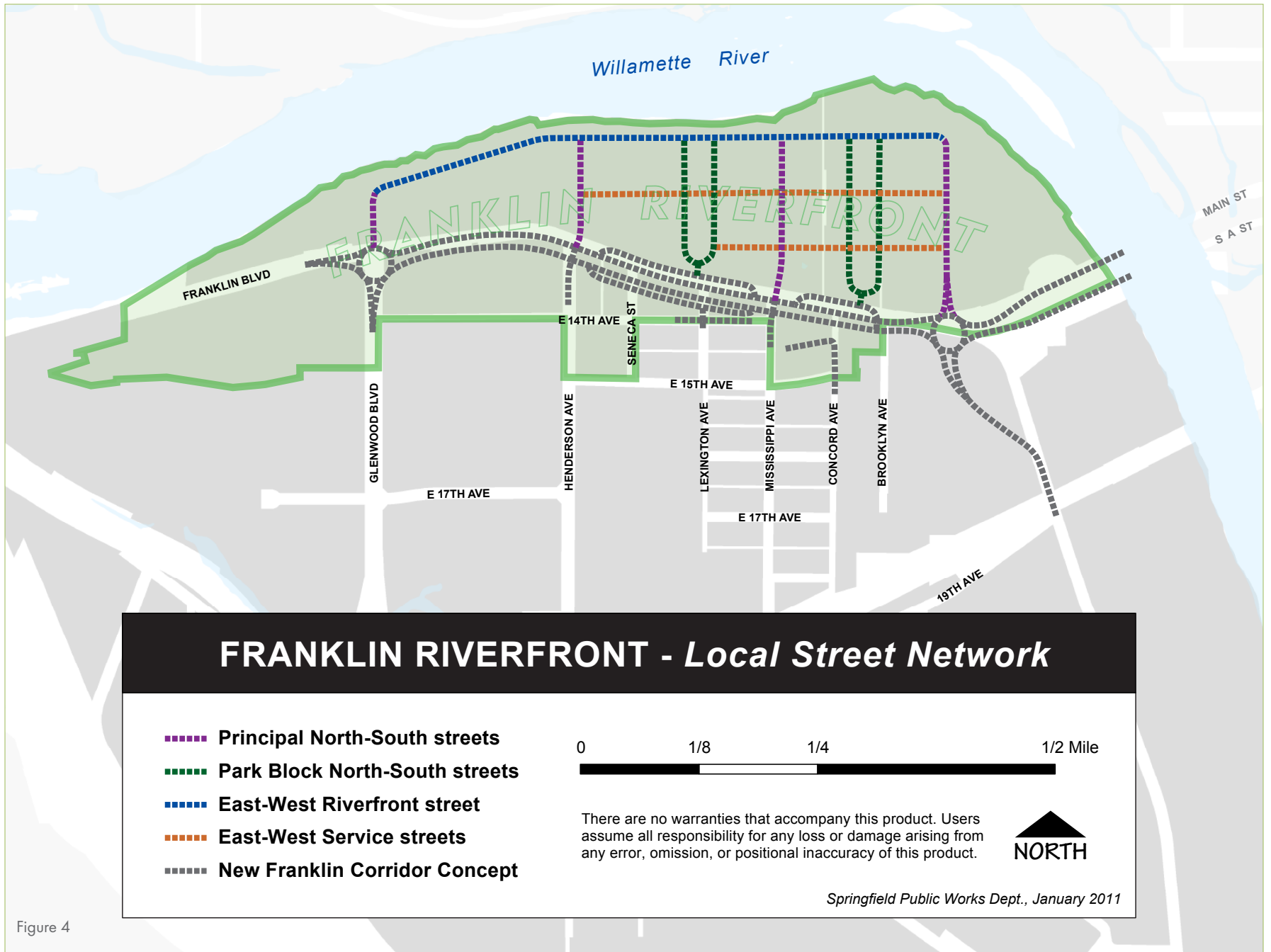


Figure 4



Figure 5

- Design an east-west riverfront through street to support and provide direct access to the mixed-use development facing this street, and to increase safety, comfort, and attractiveness for bicyclists and pedestrians, as conceptually depicted in Figures 7, 8, and 9.
- Develop a two-way local street with target speeds consistent with maximum speeds of 20 miles per hour.
- Use traffic calming techniques, such as reduced lane widths, raised crosswalks and intersections, mini roundabouts, and pedestrian priority crossings.
- Provide for direct, continuous, and safe bicycle travel along both sides of these streets.
- Incorporate a continuous, wide setback sidewalk that is buffered from traffic flow and that considers the adjacent land use context pertinent to development on the south side

of this street; and a continuous, wide setback sidewalk that is buffered from traffic flow and considers the adjacent open space context on the north side of this street.

- Design this street using distinctive pavement treatments within the vehicular lanes of the street and using retractable bollards, pavement treatments, or other features to separate curb-less sidewalks from vehicular lanes.
- Enhance the urban design of the area and differentiate the building/frontage zone, the travel/throughway zone, the furnishing zone, and the curb/edge zone of the sidewalks by incorporating distinct elements, patterns, and/or materials such as pavement treatments, street trees, landscaping, water quality facilities, street furniture, bicycle parking, public art, street lights, and pedestrian-scale lighting.
- Provide short-term, on-street parking bays on only the south side of this street, and preclude on-street parking on the north side of this street.
- Limit access to inner block development from this street unless access for parking services is not possible from the east-west service streets; truck access for loading and/or collection services is not permitted off this street.
- Maintain the elevation and appearance of sidewalks where crossed by vehicular access points.
- Allow for a shift in the location of the riverfront street right-of-way without



Figures 6 and 7

obtaining Major Modification approval under the Glenwood Riverfront Mixed-Use Plan District to permit a pre-existing non-conforming commercial building to remain on the north side of this street, if the building can be brought into conformance with the land use designation, zoning, and all applicable Glenwood Riverfront Mixed-Use Plan District development standards. The shift in location of the right-of-way must be as close as possible to the building.

McVay Riverfront

The McVay Riverfront is designated as an Employment Mixed-Use area, as described in the Land Use Chapter. Future development will take advantage of this area's very close proximity to a heavily used freight rail corridor, easy access to a planned bus rapid transit corridor and existing major transportation corridors (including I-5) and proximity to the Willamette River. The uncertainty around the circulation needs of future employment mixed-use development, coupled with relatively shallow developable depth of land between McVay Highway and the river, has led to more flexible policy direction regarding the alignment and design of the circulation network in the McVay Riverfront.

The desired street and accessway functions and design components are outlined in the objective, policies, and implementation strategies below. At the time of development, proposed street, accessway, and driveway designs must also comply with Springfield's EDSPM. The Introduction to the EDSPM states that Springfield "reserves the right to impose more restrictive or different design standards than those contained in this manual, on a case-by-case basis, to any public works' design..." Therefore, in the event that a corresponding street design cannot be found in this document, developers must collaborate with Springfield to design the streets as directed by the policies and implementation strategies in this section.

The desired elements of an upgraded McVay Highway, as well as the configuration of streets off McVay Highway (as described in the Local Street Network section below) were completed with participation by ODOT. At the time this Plan was written, McVay Highway was a State facility, and Springfield and ODOT were in the process of negotiating a jurisdictional transfer.

McVay Highway

Objective:

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

Policies & Implementation Strategies:

- Partner with ODOT, LTD, property owners, and private developers to fund, dedicate right-of-way, design, and construct the upgraded street.
- Construct street improvements to increase the safety, mobility, and efficiency of automobiles, trucks, and bus rapid transit service as funding becomes available.
 - Design the upgraded street such that the maximum necessary width does not exceed: two northbound and two southbound through lanes; dedicated bus rapid transit or other transit facilities, or landscaped median; a continuous and safe bicycle facility along both sides of the street; and continuous setback sidewalks buffered from traffic flow.
 - Finalize the number of through travel lanes for automobiles and trucks based on future employment mixed-use development and through-traffic volumes.
 - Develop intersections with traffic controls in the vicinity of East 19th Avenue, Nugget Way, and the southern end of Glenwood, as conceptually depicted in Figure 10.
 - Coordinate with the Union Pacific Railroad to develop a plan for widening the right-of-way and improved roadway width underneath the railroad trestle at the north end of this street.
 - Partner with LTD regarding planned bi-directional bus rapid transit service or other future transit requirements in the

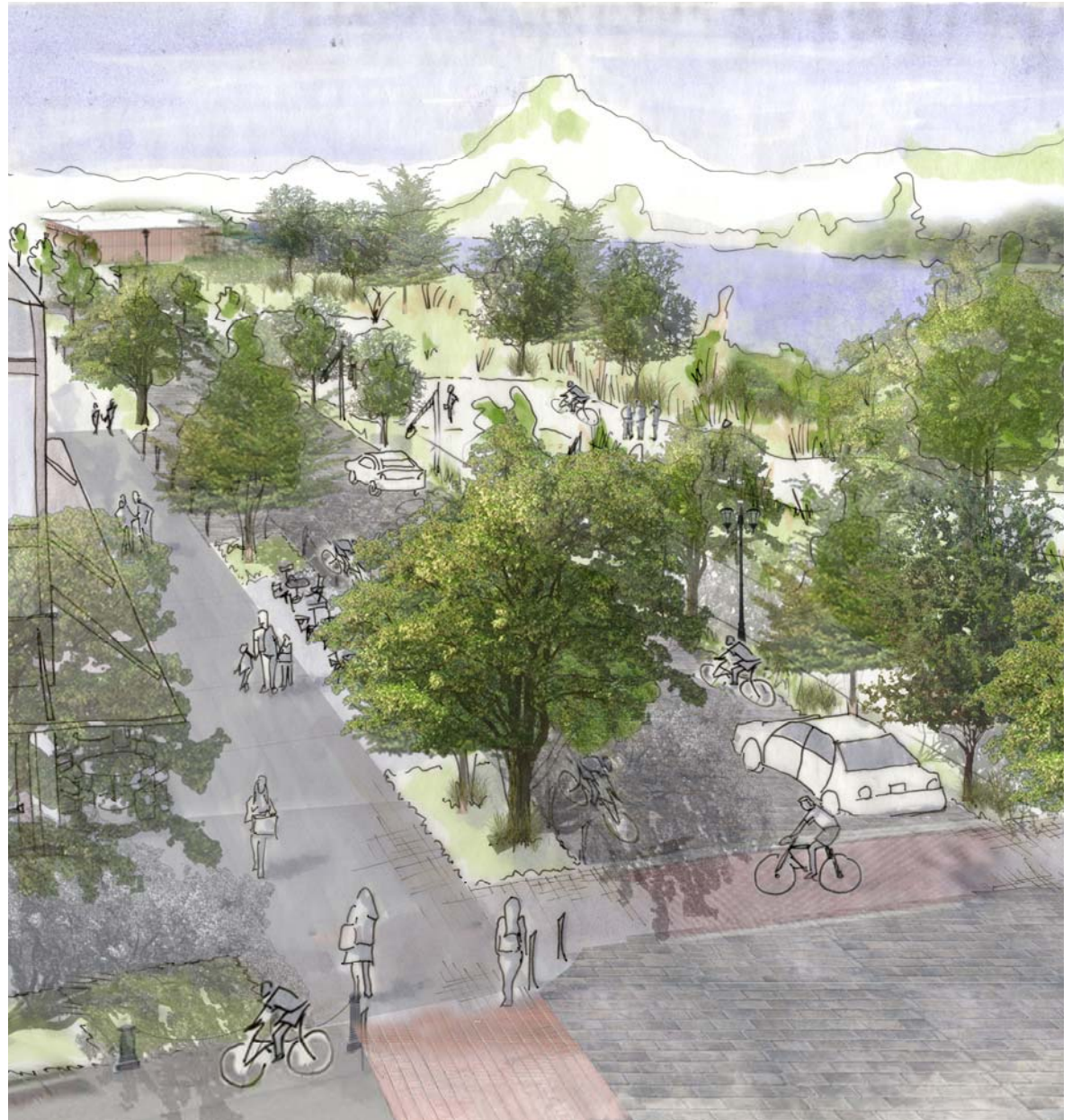


Figure 8



Figure 9

corridor, and coordinate planning of street improvements to address future transit system requirements.

- Coordinate with appropriate State and local agencies (depending on the jurisdictional responsibilities in effect) to close, consolidate, realign, and relocate street intersections and curb cuts to improve facility operations and reduce safety conflicts.
- Locate transit stations where they will provide optimal, safe pedestrian access to existing uses and the adjacent areas planned for employment mixed-use development.
 - Establish median or curbside transit stations between the Franklin Boulevard intersection and the southern end of Glenwood, in the vicinity of East 19th Avenue and Nugget Way.
- Integrate street improvements that enhance the safety, comfort, and convenience of pedestrians and bicyclists along and across the street.
 - Incorporate continuous, setback sidewalks that are buffered from traffic flow and that consider the adjacent land use context pertinent to development on both sides of the street.
 - Use curb extensions, stop controls, or other appropriate traffic control devices at intersections to reduce crossing distances and provide pedestrian refuges.
 - Provide enhanced pedestrian crossings to transit stations.

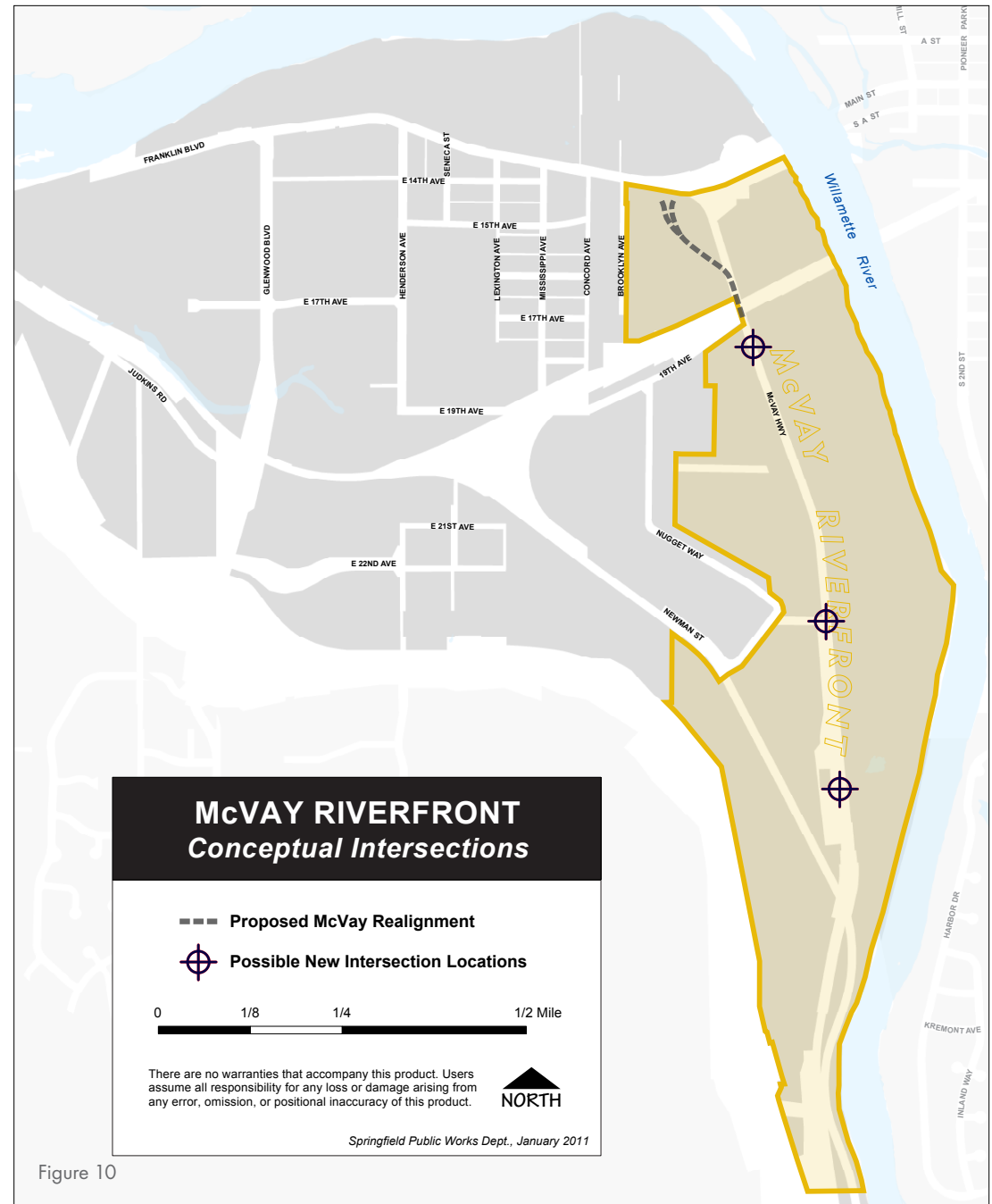


Figure 10

- Provide a continuous and safe bicycle facility along both sides of this street.
- Enhance the urban design of the area through the use of street trees, streetlights, pedestrian-scale lighting, and landscaping.
- Seek opportunities, partnerships, and funding to incorporate public art features into the design and construction of street improvements, and to establish distinctive, iconic gateway features that help create a sense of place and orient travelers along the corridor.

Local Street Network

Objective:

Establish a street network in the McVay Riverfront, similar in functionality to the street grid in the Franklin Riverfront, that supports mixed-use development off McVay Highway, enhances multi-modal internal circulation, disperses traffic, facilitates walking and biking, orients development to a public realm, and enables clear and direct physical and visual routes between McVay Highway and the riverfront.

Policies & Implementation Strategies:

- Collaborate with property owners and private developers to fund, dedicate right-of-way, design, and construct a street system in the McVay Riverfront that enables access, mobility, safety, and comfort for vehicles, pedestrians, and bicyclists.
 - Coordinate with Lane County to provide an orderly transition from rural to urban roads through annexation and jurisdictional transfer of existing Lane County local access roads.
 - Promote optimum conditions for the use of passive and active solar strategies by aligning the street network to optimize the penetration of natural light to buildings and public spaces.
 - Promote short blocks or pedestrian-friendly larger block development sites by providing through block streets, accessways, or shared driveways every 250 to 350 feet.
 - Create primary east-west streets extending eastward from intersections in the vicinity of the existing or re-aligned East 19th Avenue, Nugget Way, and the southern end of Glenwood.
 - Establish access to individual development sites via connections to the primary east-west streets or connections to shared driveways with special design considerations for minimizing out-of-direction travel, traffic congestion, and conflicting turning movements.
 - Evaluate and address street connectivity for existing discontinuous public streets and/or rights-of-way as development occurs in the vicinity of such streets.

- Design streets, accessways, and shared driveways to support the employment mixed-use development, and to make bicycling and walking safe, comfortable, and attractive.
 - Develop two-way local streets with target speeds consistent with maximum speeds of 20 miles per hour.
 - Use traffic calming techniques, such as reduced lane widths, raised crosswalks and intersections, mini roundabouts, and pedestrian priority crossings.
 - Provide for direct, continuous, and safe bicycle travel along both sides of these streets.
 - Incorporate continuous, setback sidewalks that are buffered from traffic flow and that consider the adjacent land use context pertinent to development on both sides of these streets.
 - Enhance the urban design of the area and differentiate the building/frontage zone, the travel/throughway zone, the furnishing zone, and the curb/edge zone of the sidewalks by incorporating distinct elements, patterns, and/or materials such as pavement treatments, street trees, landscaping, water quality facilities, street furniture, bicycle parking, public art, street lights, and pedestrian-scale lighting.
 - Provide short-term, on-street parking on both sides of these streets.
 - Keep the frequency of curb cuts, loading docks, garage entrances, and driveways to a practical minimum, ideally no more than one vehicular access point per block face.
 - Maintain the elevation and appearance of sidewalks where crossed by vehicular access points.
 - Consider alternative designs for through-block accessways on larger block development sites that function as safe and direct access routes for pedestrians and bicyclists, and that include trees, landscaping, and pedestrian-scale lighting.

Parking

A fundamental component in fostering compact, mixed-use, transit-oriented development is to shift automobile usage to other modes by adequately managing vehicle parking spaces. The policy direction provided by this Plan for land use and transportation encourages increased mode share for transit, bicycling and walking, and to meet some portion of the parking demand through on-street parking. However, this mode share shift will not occur overnight when development is built. This Plan acknowledges the reality that auto and truck use could possibly continue to be the primary mode choice during the 20-year Plan period. Therefore, consideration must be given to ensuring that adequate parking is provided to support new development and redevelopment (especially related to obtaining financing) while minimizing the adverse visual, environmental, and financial impact of parking. To support a viable parking system and, at the same time, encourage multi-modal growth

and the development of housing that meets the needs of a range of households, there must be a direct relationship between Springfield's parking standards, actual parking demand, and broader goals for use of alternative transportation modes and housing affordability. In other words, minimum parking requirements should always be less than the actual maximum demand for parking.

In line with the land use vision for compact development and a pedestrian-friendly environment, below-grade parking facilities and parking facilities incorporated into commercial or residential building structures should be considered to the greatest extent possible. Multi-story parking structures are also encouraged, as is ground-level parking screened by habitable/usable spaces. On-street parking supply should be managed for the benefit of high value, high turnover uses with significant commercial revenue opportunity. These high value, high turnover uses do not require long duration occupancy of on-street parking spaces, typically 2 hours or less.

It is anticipated that, as development occurs in the Glenwood Riverfront, parking will increasingly be met by these aforementioned methods or by mode shift. However, especially in the early stages of development, it is possible that off-street surface parking will be used to meet parking demand. To minimize the impact of auto parking and driveways on the pedestrian environment and adjacent properties on north-south streets, access to all off-street parking, surface or otherwise, should be from east-west streets or alleys in the Franklin Riverfront. A similar effort will be made to minimize the impact of auto parking and driveways on the pedestrian environment in the McVay Riverfront.

At the time this Plan was developed, Springfield was also in the process of developing an urban design plan for Downtown. As part of the Downtown planning process, Rick Williams Consulting, working with a stakeholder committee, developed a Downtown Parking Management Study and Plan, complete with recommendations that were adopted by City Council in 2010. While parking management in the context of a largely developed downtown and an underdeveloped Glenwood Riverfront would have distinct objectives and implementation strategies, there are several recommendations from the Downtown Parking Management Plan that are worth addressing as part of Glenwood Phase I.

Objective:

Develop and implement comprehensive, effective, and workable parking management strategies to provide sufficient on street and off street parking in the Glenwood Riverfront, and strategically support the development of a vibrant, growing, and attractive destination for living, working, shopping, and recreating.

Policies & Implementation Strategies:

- Evaluate and develop parking standards for inclusion in the Glenwood Riverfront Mixed-Use Plan District that: support Plan goals for transit, bicycling, walking, and ridesharing; and provide sufficient parking, in conjunction with an access system that provides balanced travel mode options.
 - Establish parking low turnover, longer term off street parking ratios for new development or redevelopment to ensure that access impacts are meaningfully addressed and correlated to actual parking demand, and to provide a potential future revenue source through a parking fee-in-lieu option.
 - Promote employer and/or developer-based initiatives to encourage employee or resident use of alternative travel modes.
- As development or redevelopment occur, explore the feasibility and applicability of parking management program strategies including, but not limited to: parking and transportation coordination; signage; permitting; and enforcement.
 - Explore adopting 'Guiding Principles for Parking Management' as part of the Springfield Municipal Code.
 - Explore establishing parking management zones with operating principles and an implementation framework based on usage and desired economic development.
 - Explore reserving on street parking for high parking turnover land uses.
 - Explore adopting the 85 percent Rule¹ to facilitate/direct parking management strategies.
 - Explore establishing a parking manager and advisory committee to oversee parking program implementation and review.
 - Explore developing incentives for private development of publicly available parking including, but not limited to: height/density bonuses; permit fee waivers; impact fee waivers; supply/revenue agreements; and property tax abatements.
 - Explore monitoring parking utilization continuously and periodically; and conducting parking inventory analyses.

Riverfront Multi-Use Path

Extension of the regional riverside multi-use path system through Glenwood has been a community transportation and open space planning goal for many years. Plans prepared by Springfield and its partners have set forth visions for connecting Glenwood to Eugene, downtown Springfield, Dorris Ranch, Buford Park, and beyond. A conceptual multi-use path alignment is identified in the 2002

TransPlan, the 2004 Willamalane Park and Recreation Comprehensive Plan, the 2007 Regional Transportation Plan, and the 2014 Springfield Transportation System Plan. The 2011 Draft Community Needs Analysis of Willamalane's update to their Parks and Recreation Comprehensive Plan reports that expansion of the walking/bicycling path system was ranked by the community as the most important project Willamalane should pursue.

This Chapter includes policy direction and implementation strategies to make the vision a reality as redevelopment occurs. The policies are intended to ensure that the public can easily access the path and walk, stroll, jog, run, cycle, or skate along the river to benefit from unique vantage points, water quality and native habitat areas, recreational opportunities, and the adjacent built environment. This path is intended to provide recreational opportunities and bicycle and pedestrian commuter options in addition to the safe, bi-directional pedestrian and bicycle facilities in Franklin Boulevard and McVay Highway (which are required by State law). While this section focuses on the multi-use path itself as a transportation facility, further policy direction is provided regarding the open space on either side of the multi-use path in the Open Space Chapter.

Objective:

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

Policies & Implementation Strategies:

- Comply with Federal, State, and local water quality standards in locating and aligning the path, while taking advantage of vistas and site opportunities to meander and enhance the diversity of the path experience.
 - Partner with property owners and private developers to dedicate the necessary public right-of-way or easements as annexations and/or development occurs.
 - Consider planned future bicycle-pedestrian river crossings between Glenwood and Downtown, Glenwood and West D Street, and Glenwood and Dorris Ranch/Buford Park in aligning the path.
 - Preserve existing trees and other riparian habitat features to the maximum extent practicable.
- Partner with Willamalane Park and Recreation District, property owners, and private developers to fund, design, and construct the path.

- Include a nighttime lighting strategy, to support evening activity and for safety and security on the path, that is sensitive to adjacent uses and functions, including natural areas, native habitat, and protection of the dark night sky.
- Use suitable techniques to reduce user conflicts, such as a striped or vegetated center lane or designing the path so that it is wide enough to permit bicyclists or skaters to pass pedestrians at a comfortable distance.
- Incorporate short-duration stop facilities, including but not limited to: places to sit; historic and ecological interpretive kiosks; water quality features; water fountains; and public art, as supportive components of the path that provide space for groups of people to gather without restricting or conflicting with travel along the path.
- Provide frequent, convenient, and direct public bicycle and pedestrian access points to the path.
 - Design access paths from interior locations on the Franklin Riverfront no less frequently than the northern terminus of north-south streets.
 - Design access paths from interior locations on the McVay Riverfront that are, on average, no more than one half mile apart.
- Partner with Lane County to provide future path connections outside of the Springfield UGB towards Buford Park, the Lane Community College basin, and 30th Avenue.

¹The 85 percent Rule is a measure of parking utilization that acts as a benchmark against which parking management decisions are based. Within the parking industry, it is assumed that when an inventory of parking exceeds 85 percent occupancy in the peak hour, the supply becomes constrained and may not provide full and convenient access to its intended user. Once a supply of parking routinely exceeds 85 percent occupancy in the peak hour, the 85 percent Rule would require that parking management strategies be evaluated and/or implemented to bring peak hour occupancies to a level below 85 percent to ensure intended uses are conveniently accommodated.

Open Space



Humans need continuous and spontaneous affiliations with the biological world, and meaningful access to natural settings is as vital to the urban dweller as to any other.

- Dr. Stephen Kellert, Yale University

Open Space

Introduction

The Land Use and Transportation Chapters create future land use patterns in the Glenwood Riverfront and establish a network of roads, multi-use paths, and open spaces designed to interconnect and provide comfort, mobility, safety, and access to the river. The Open Space Chapter supports these other Chapters by providing policy direction for a contemporary community vision for the Glenwood Riverfront. Implementation of these policies will improve public connections to the Willamette River; establish inviting public spaces such as parks, plazas, and multi-use paths; restore, protect, and enhance the ecological functions and economic benefits of Glenwood's natural resources; identify potential risks from natural hazards and provide protection from those hazards; and increase public awareness and appreciation for these natural resources.

In the context of the Glenwood Refinement Plan, open space is synonymous with green space, including natural resources (riparian areas, wetlands, flood plains, hillsides), stormwater management facilities, and parks. The Glenwood Riverfront includes approximately three miles of Willamette River frontage and the connected Glenwood Slough. This riverfront presents a rare opportunity to develop an open space system that integrates: the restoration, enhancement, and protection of natural resources that benefit fish and wildlife habitats; and the provision of stormwater infrastructure from natural drainage and manmade development that helps support the development and redevelopment envisioned in this Plan. At the same time, this integrated open space system enables the natural resources and stormwater management facilities to co-exist and be enjoyed by people on a day-to-day basis for recreational purposes.

There are several Statewide Planning Goals associated with the use and protection of open space in the Glenwood Riverfront: Goal 5, Natural Resources, Scenic and Historic Areas and Open Spaces; Goal 6, Air, Water and Land Resources Quality; Goal 7, Areas Subject to Natural Hazards; Goal 8, Recreational Needs; and Goal 15, Willamette River Greenway. Implementation of the policies in this Chapter ensures that development of the Glenwood Riverfront meets Statewide Planning Goals while also making the area inviting to the public, preserving and enhancing the natural qualities of the riverscape¹, and providing areas for recreation, leisure, and stormwater treatment.

All types of open space, including riparian areas, wetlands, hillsides, and park and recreation spaces, provide numerous intangible benefits for urban locales that increase desirability and property values. In areas such as the Glenwood Riverfront that are planned for dense, mixed-use development, the presence and accessibility of open spaces are even more vital to successful and desirable development. The presence of well-designed and integrated open space in the midst of dense urban development

mitigates much of the impact of density on the residents, visitors, and the environment. Open space provides places for recreation; protects natural resources and fish and wildlife habitat; ameliorates the increase in both water and air temperatures due to urbanization; allows for treatment and management of stormwater through compatible water quality treatment facilities; and reduces both air and noise pollution. Open space offers an opportunity to rebuild or maintain a healthy and functional tree canopy. Trees in the urban environment provide many benefits, including improvement of air quality and reduction of carbon dioxide. Tree canopies help sustain and renew the hydrologic balance by intercepting and retaining rainfall, and through evapotranspiration. By planning for natural resource conservation, stormwater management, off-street bicycle/pedestrian paths, and parks in a coordinated manner, and by co-locating these functions within the planned open space areas, Glenwood Phase 1 aims for an efficient use of the land, thus increasing the amount of land available for other urban development needs.

Glenwood Riverfront redevelopment presents several opportunities for maximizing the efficiency and benefits of open space. The riparian area along the Willamette River and preservation of other open spaces will allow for utilization of unique natural resources in the urban core and provide a meaningful connection for the population to defining characteristics of the region. Incorporating a network of linear zones of riparian areas and parks along the riverfront defines the different characteristics of the transition from a natural to a built form. Each linear zone has its own identity, use types, and development potential, thereby connecting the river to the urban development.

The extent and health of the riparian area in the Glenwood Riverfront have decreased over the years, due to: invasive plant species; and the encroachment of urban development and artificial barriers, such as riprap armoring and fill that has reduced the ability for the riparian area and river to disperse water, soil, and nutrients through the floodplain. However, there is potential for restoration. The existence of Island Park, as well as the Eastgate Woodlands, the West D Street Greenway, and Millrace Park along the east shore of the Willamette further leverages the value of the riparian green space, providing for more habitat connectivity and hydrologic benefits. At the same time, the views from these areas toward a more urbanized Glenwood Riverfront will be mitigated by a protected and restored riparian area along the Willamette River that is part of a linear park. In addition, there are several opportunities to leverage the value of open space in the Glenwood Riverfront with surrounding, established development. A new bicycle/pedestrian bridge connecting the Springfield Downtown area and the Glenwood Riverfront, as depicted conceptually in the Transportation Chapter, will provide expanded commercial opportunities for both areas, as well as enhanced recreational use of all the surrounding open space.

The use of identified park blocks that extend from Franklin Boulevard to the riverfront street will also introduce the value of the riparian area to the high-density residential mixed-use development in the

Franklin Riverfront. The park blocks will extend many of the benefits of both the natural environment and neighborhood desirability that residents and visitors to the area will enjoy in the Franklin Riverfront.

Given the opportunity presented in the Glenwood Riverfront to interrelate the various types of open space, the Open Space Chapter consists of sections dedicated to Natural Resources, Parks, and Stormwater Quality Management. Each section includes a distinct set of objectives, policies, regulatory protections, implementation strategies, and associated discussion topics. Each section also identifies strategies to interconnect their functions and values with other open space features in the Glenwood Riverfront.

Natural Resources

Riparian Areas and Wetlands

One of the most valuable components of a river or slough function is the riparian area, which includes the stream bank and surrounding areas that border the channel. It is within this riparian area that many complex biological interactions take place. The riparian area acts in concert with the surrounding natural and manmade ecosystems. Changes within a river or slough will impact the physical, biological, and chemical processes occurring within this corridor. Rivers or sloughs normally function within natural ranges of flow, sediment movement, temperature, and other variables. When development and riparian degradation go beyond the tolerable ranges of these variables, the delicate balance may be lost. Maintaining and restoring the natural vegetation within the riparian area is essential to stabilize the riverbank and to shade the riverbank to keep the water temperature cool. A stable riparian area helps moderate stream flow, mitigate riverine flood risk, and filter runoff. The riparian area also stores water and provides a unique habitat for both aquatic and terrestrial plants and animals. Providing and protecting an adequate vegetated setback along the river and slough is fundamental for meeting federal, state, and local regulations that protect water quality and endangered species habitat.

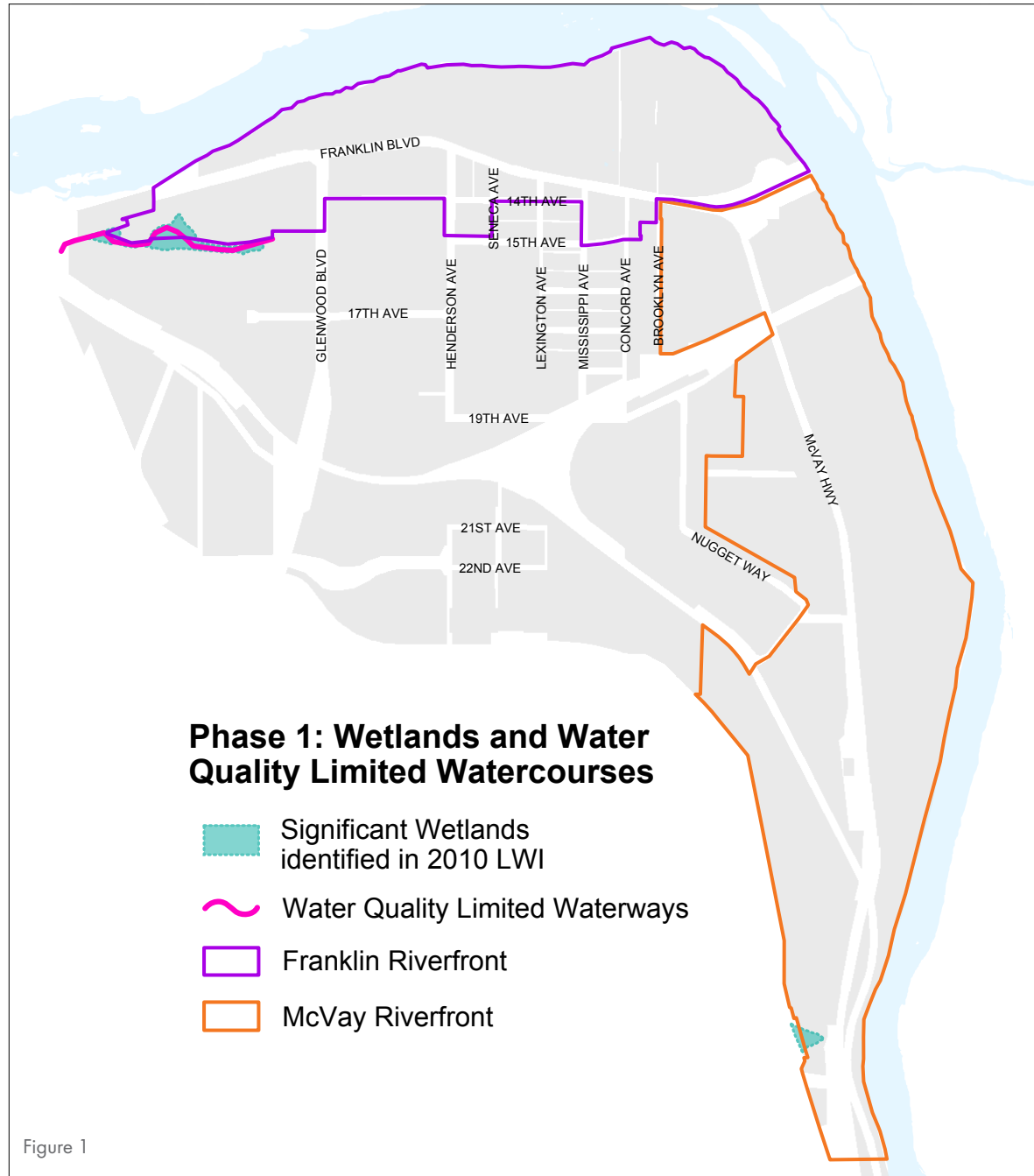
While not constituting sizeable acreage, two locally significant wetland areas have been inventoried in the Glenwood Riverfront. One wetland is identified in the westerly end of the Franklin Riverfront; the other identified wetland is found in the southerly end of the McVay Riverfront, as depicted in Figure 1. Additionally, the Willamette River and its banks are inventoried as part of the National Wetland Inventory and are considered significant wetlands. Wetlands are uniquely productive and valuable ecosystems and provide a wide range of ecological, social, and environmental functions. Often limited in size, they occur throughout Oregon and are among the most biologically productive and species-rich habitats in the state. Wetlands are habitat for plants, animals, invertebrates, fish, and fungi. They store floodwaters, maintain base flows, and recycle nutrients and chemicals, while providing opportunities for

recreation, education, and aesthetic experiences. The beneficial functions of a wetland are physically and biologically related to the health of the riparian corridor. The preservation of wetlands will also provide green space for the Glenwood Riverfront and may provide additional useful functions for urban development, such as stormwater runoff management and/or compatible water quality treatment.

The current regulatory setting includes federal requirements, such as the Clean Water Act and the Endangered Species Act, as they apply to the Willamette River and the jurisdictional wetlands. State requirements include the Statewide Planning Goal for the Willamette Greenway and the Department of State Lands regulations for riparian areas and wetlands.

Statewide Planning Goal 5 requires all significant wetlands and riparian resources to be protected. The 2010 Local Wetlands Inventory and Riparian Corridor Assessment for the Glenwood Area of Springfield, Oregon updated these inventoried natural resources for all of Glenwood. As depicted in Figure 2, there is an existing 75-foot riparian setback from the top of bank along the Willamette River and a 50-foot setback from top of bank along other watercourses in Glenwood that are shown on Springfield’s Water Quality Limited Watercourse Map. Wetland setbacks are 25 feet from the delineated wetland boundary.

For a long time, the community has envisioned a riverbank in Glenwood that can be viewed and accessed by the public. Glenwood planning efforts dating back to the 1980s have consistently recommended riverbank restoration along the



Glenwood Riverfront. This vision has been reiterated throughout this refinement planning process. Springfield is following the best scientific approach known at the time this Plan was written in recommending policy direction for riparian restoration. The recommendations are intended to improve the quality of the riverbank for the public and adjacent development and are in line with examples of existing healthy riparian edges along the Willamette River in Glenwood. The recommendations only apply to the existing riparian setback along the Willamette River, and the policy direction is not an attempt to remove potentially developable acreage in the Glenwood Riverfront. Implementation of these recommendations is not outside the normal development review process.

An example restoration diagram (Figures 5a and 5b) shows the preferred form to achieve the benefits of riparian function within the existing natural resource areas (75' setback) along the Willamette River. The example restoration plan for riparian setback planting and water quality above the Ordinary High Water Line is consistent with the findings of the City of Portland Willamette Riverbank Design Notebook, and the subsequent River Plan/North Reach Proposed Draft and the Planner's Guide to Wetland Buffers for Local Governments, published by the Environmental Law-Institute. Scientific research by Oregon State University and the Tennessee Valley Authority in riverbank erosion and stabilization support this combination of vegetation and slope management for riparian setbacks. This research finds that vegetative restoration (Figure 4) provides natural bank stability at the lowest possible cost².

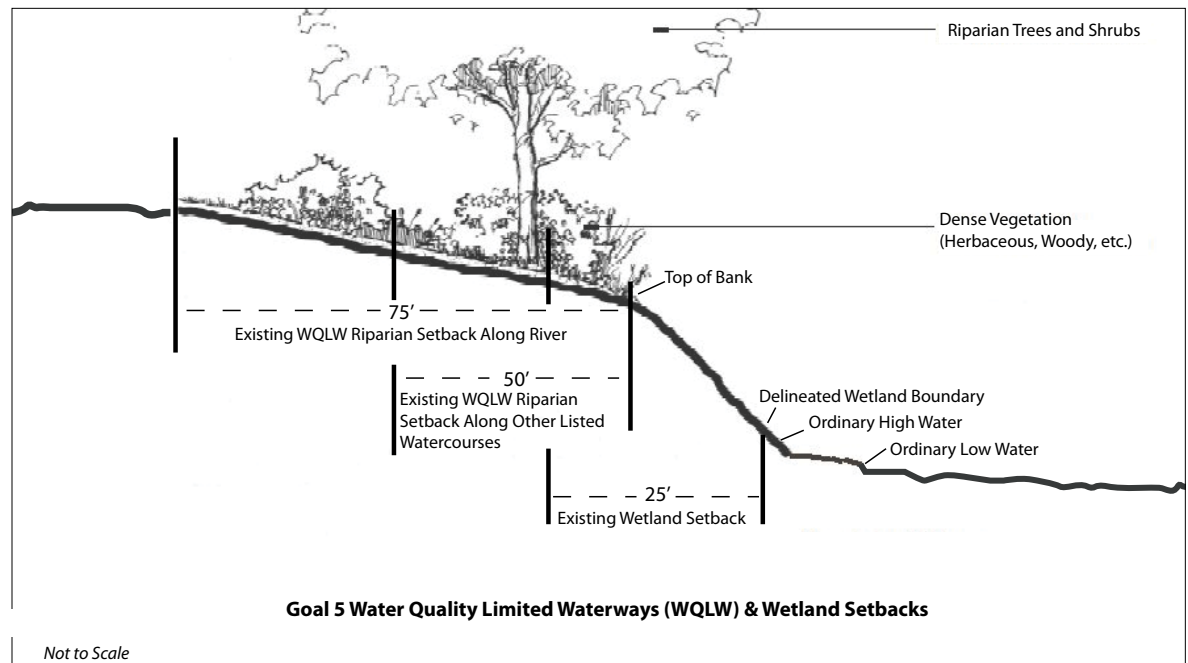


Figure 2

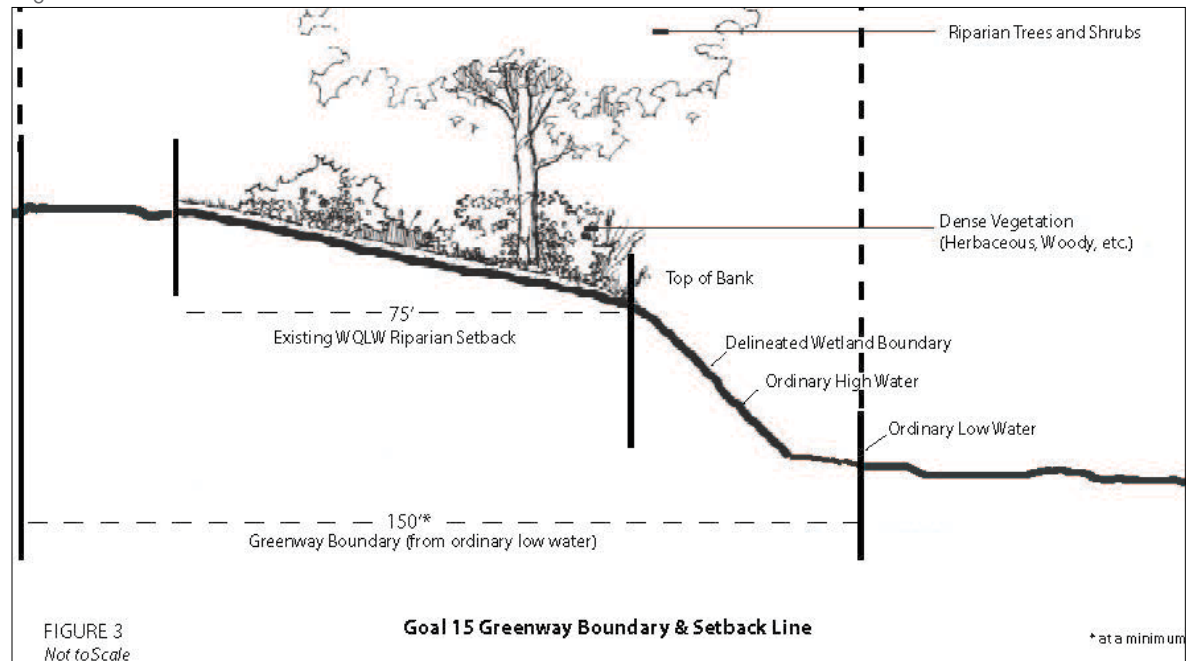


FIGURE 3
Not to Scale

RIPARIAN AND WETLAND VEGETATION

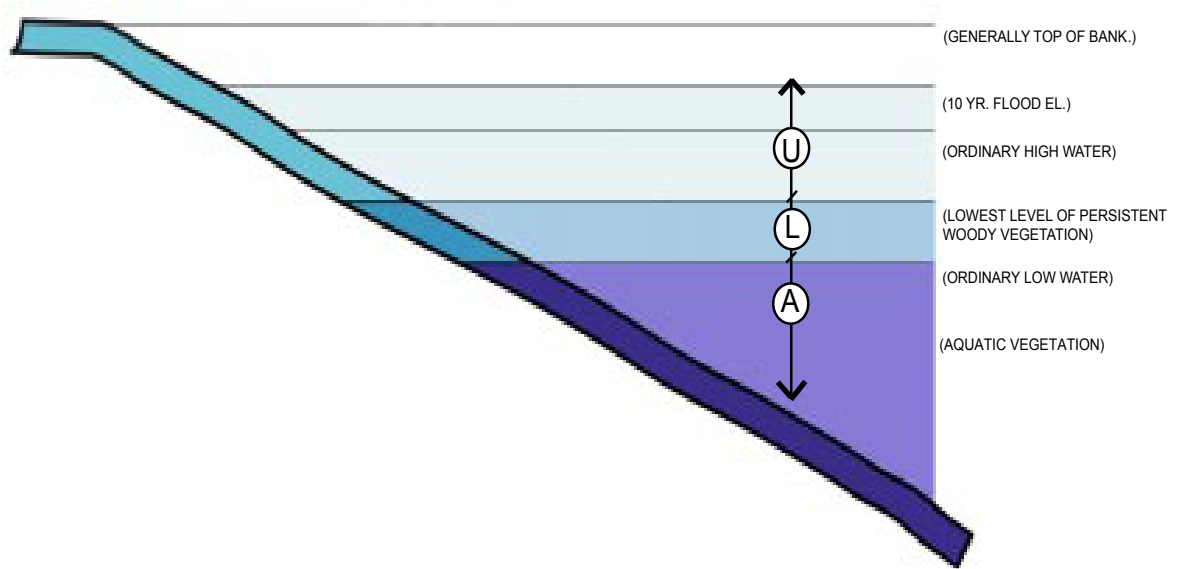
Ⓢ UPPER SHORE
(Persistent Woody Vegetation)

TREES
SHRUBS
HERBS, GRASSES, AND FORBS

Ⓛ LOWER SHORE
HERBS, GRASSES, AND FORBS

Ⓐ AQUATIC

Plant species and density as determined by the Springfield Engineering Design Standards and Procedures Manual.

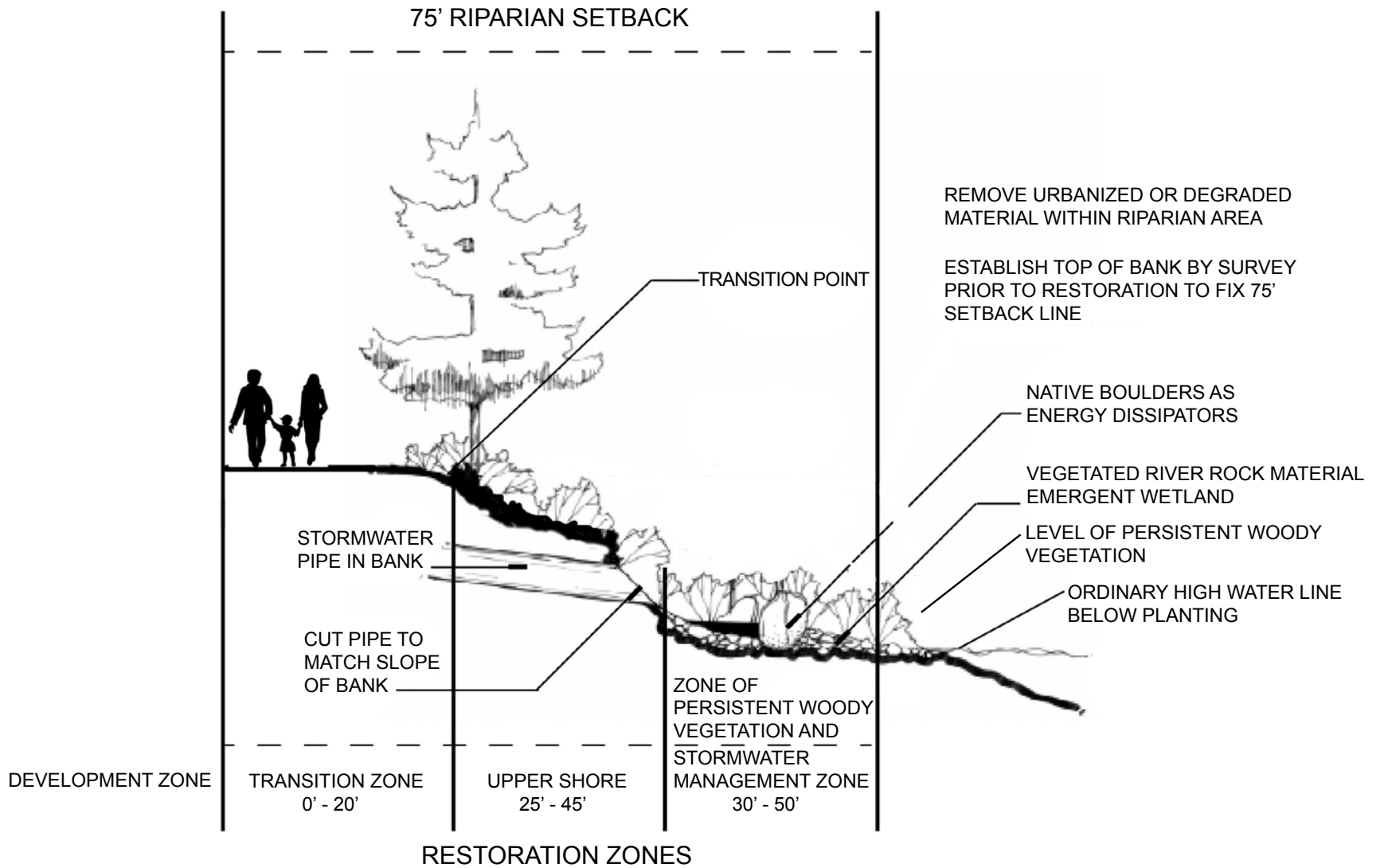


INDICATOR STATUS LEGEND	
OBL	Obligate Wetland (almost always occur in wetlands)
FACW	Faculative Wetland (usually occur in wetlands)
FAC	Faculative (equally likely to occur in wetlands or non-wetlands)
FACU	Faculative Upland (usually occur in non-wetlands)
UPL, NOL	Upland, Not Listed (almost always occur in non-wetlands)
NI	No Indicator (insufficient information available or plant is widely tolerant)

Not to Scale

Riverbank
Plant Transect

Figure 4



POSSIBLE EXAMPLE OF A RESTORATION PLAN FOR RIPARIAN SETBACK PLANTING AND WATER QUALITY ZONE

NOT TO SCALE: SHOWN FOR ILLUSTRATION ONLY, EXAGGERATED VERTICAL SCALE

Figure 5a

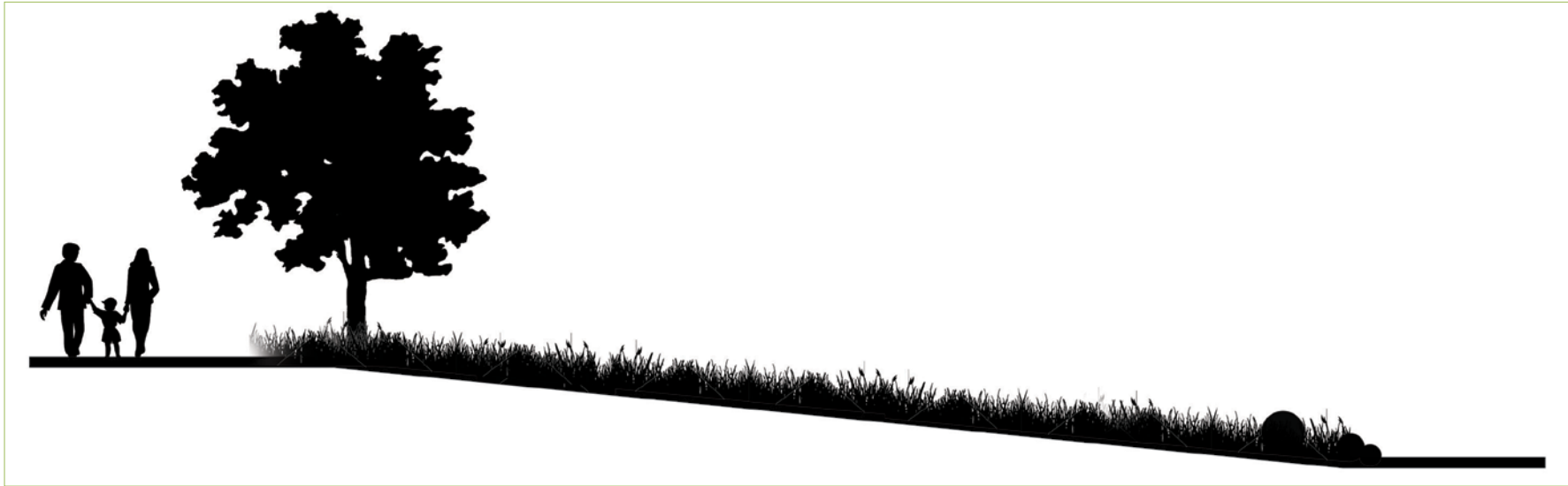


Figure 5b

Incorporating compatible stormwater treatment within the riparian setback can reduce site development costs further and enhances the value of the preferred streambank restoration.

Statewide Planning Goal 15, Willamette River Greenway, requires a greenway boundary of 150 feet measured from the ordinary low water line, which allows development to occur within this zone as a discretionary use. Within this boundary, a Greenway Setback line is also required to delineate where only water-dependent and water-related development may occur, such as boat ramps, multi-use paths, and viewing areas (Figure 3). For much of the Glenwood Riverfront, the location of the Greenway Setback Line has not been formally established. The Implementation Strategies discussed below include working with property owners to establish property-specific, variable-width Greenway Setback Lines in the Glenwood Riverfront, as depicted in Figure 3.

Objective:

Provide ample opportunities for people to access and enjoy the Willamette River and the natural environment while: complying with State and Federal Regulations; providing stable riverbanks; and conserving, protecting, restoring, and establishing a diversity of riparian habitats and wetlands in order to retain their properly functioning condition related to fish and wildlife habitat, riverine flood control, sediment and erosion control, water quality, and groundwater protection.

Policies & Implementation Strategies:

- Restore, enhance, and protect the riverbank and riparian and wetland areas.
 - Work with property owners to establish Willamette River Greenway Setback Lines for water-dependent and water-related uses in the Glenwood Riverfront.
 - Partner with property owners, private developers, non-profit organizations, and other agencies to seek opportunities and funding sources to acquire property and/or easements to create a contiguous riverfront that is sensitive to natural resource function and the urban interface.
 - Restore, enhance, and protect the riverbank and riparian areas from the ordinary low water line to the Riparian Setback Line boundary using plants appropriate to the local urban aquatic and riparian areas and zones, as depicted in Figure 4.
 - Pursue funding for public/private partnerships to achieve riverbank re-shaping/benching, stabilization, and riparian and aquatic habitat restoration, as conceptually depicted in Figures 5a and 5b (also see Riverfront Linear Park objective).
 - Establish policy for vegetation management of riverbank, riparian, wetland, and other natural resource areas through sustainable landscaping and controlling invasive species based upon introducing and supporting plants appropriate to the local urban aquatic and riparian areas and zones.

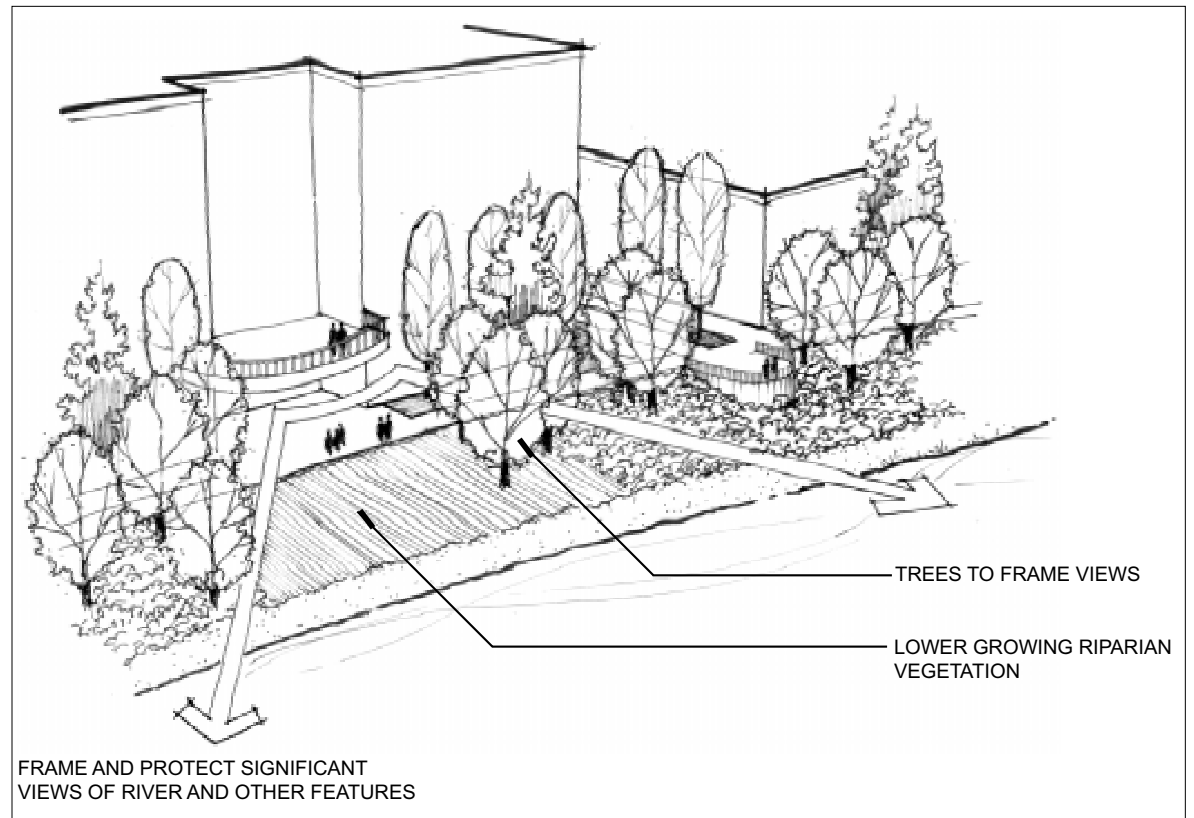
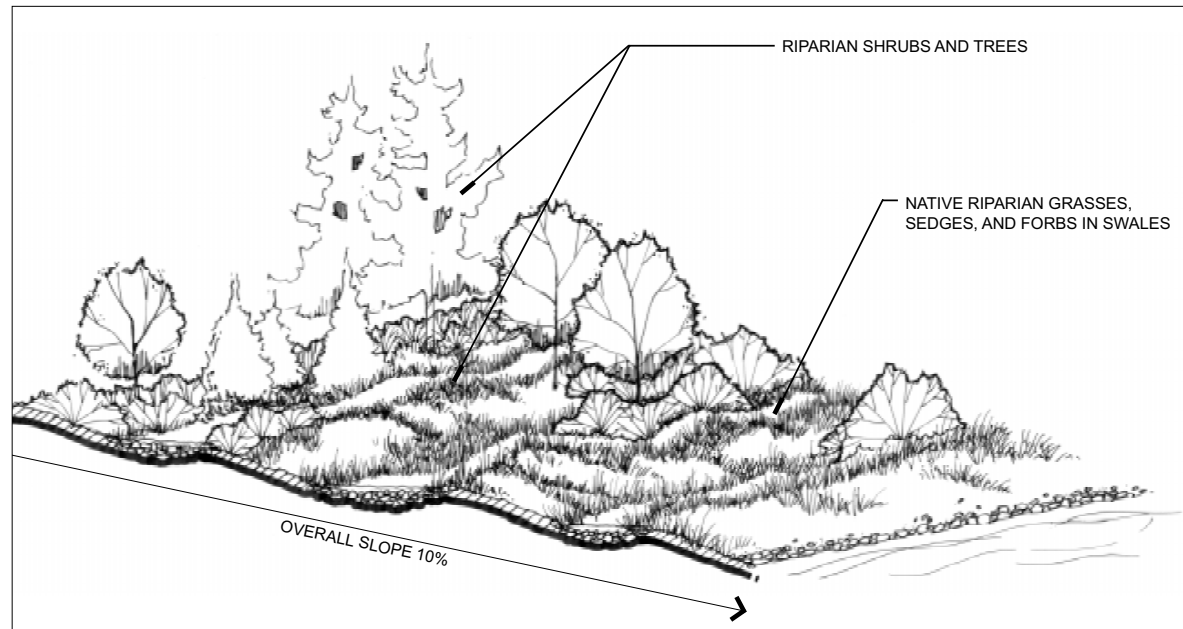


Figure 6

- Incorporate into the Glenwood Mixed-Use Riverfront Plan District and the Springfield EDSPM, as appropriate, riverfront/river bank design concepts for developing an urban river's edge along the Glenwood Riverfront that improves conditions for fish, wildlife, plants and people.
- Integrate natural resources, urban interface/ built environment, and water resources management.
 - Establish and maintain riparian habitat connectivity to the maximum extent practicable, while allowing for and managing appropriate and limited public access to the river, as well as sight lines through the riparian area, as depicted in Figure 6.
 - Limit recreation and associated improvements within the Riparian Setback to passive activities including, but not limited to: picnicking; pedestrian activities; bicycling; bird watching; fishing; educational, interpretive, and directional signage; and riverfront viewing.
 - Locate a multi-use path at the outer most edge of the Riparian Setback, to the maximum extent practicable.
 - Allow for Low Impact Development approaches for Stormwater Quality Management facilities and/or wetland educational parks that establish or restore natural stormwater functions to be within the riparian boundary and setback, as depicted in Figures 7 and 8.



Figures 7 and 8

- Utilize the objectives, policy and implementation strategies listed in the Riverfront Linear Park section of this document.

Flood Plains

The Willamette River produced annual flooding that had a major impact on development in Glenwood until the 1950s. Overseen by the U.S. Army Corps of Engineers, dams at Hills Creek, Lookout Point, and Dexter were built on the upper Willamette to prevent annualized flooding. Much of the Glenwood Riverfront remains in a flood hazard area and the potential for flooding still exists during a major flood event. The possibility of dam failure also exists, although Corps officials stress that the likelihood of dam failure is remote. In 2004, Eugene and Springfield adopted a Multi-Jurisdictional Natural Hazards Mitigation Plan that covers each of the major natural and anthropogenic hazards, including riverine and urban flooding, that might pose a risk to the citizens, buildings, or infrastructure in the area. That plan was updated in 2009 in cooperation with the Oregon Partnership for Disaster Resilience and Oregon Emergency Management. Semi-annual reviews and full updates of the plan every five years are required by the Disaster Mitigation Act of 2000.

The Glenwood Riverfront has regulated flood plains identified by the Federal Emergency Management Agency (FEMA) through the National Flood Insurance Program. Flood plain development is regulated by the Springfield Development Code, in compliance with Statewide Planning Goal 7, and the National Flood Insurance Program. The flood plains mapped by FEMA along the Willamette River were established based on analyses done in the 1970's, with the maps becoming effective in 1985. The Springfield Development Code is amended, as needed, to maintain consistency with the National Flood Insurance Program. At the time of adoption of this Plan, efforts are being initiated to identify areas where flood plain studies and mapping need to be updated, such as the Glenwood Riverfront from the Union Pacific Railroad Trestle to the Interstate-5 Bridges.

Objective:

Protect private and public investment, health, safety, and welfare from riverine flooding through the implementation of development standards that incorporate the requirements of the National Flood Insurance Program.

Policies & Implementation Strategies:

- Restore, enhance, and protect the riverbank and riparian and wetland areas from encroachment and impact to their riverine flood control functionality during development or redevelopment.
 - Initiate the update of FEMA Floodplain Maps between the Union Pacific Railroad trestle and the I-5 Bridges.

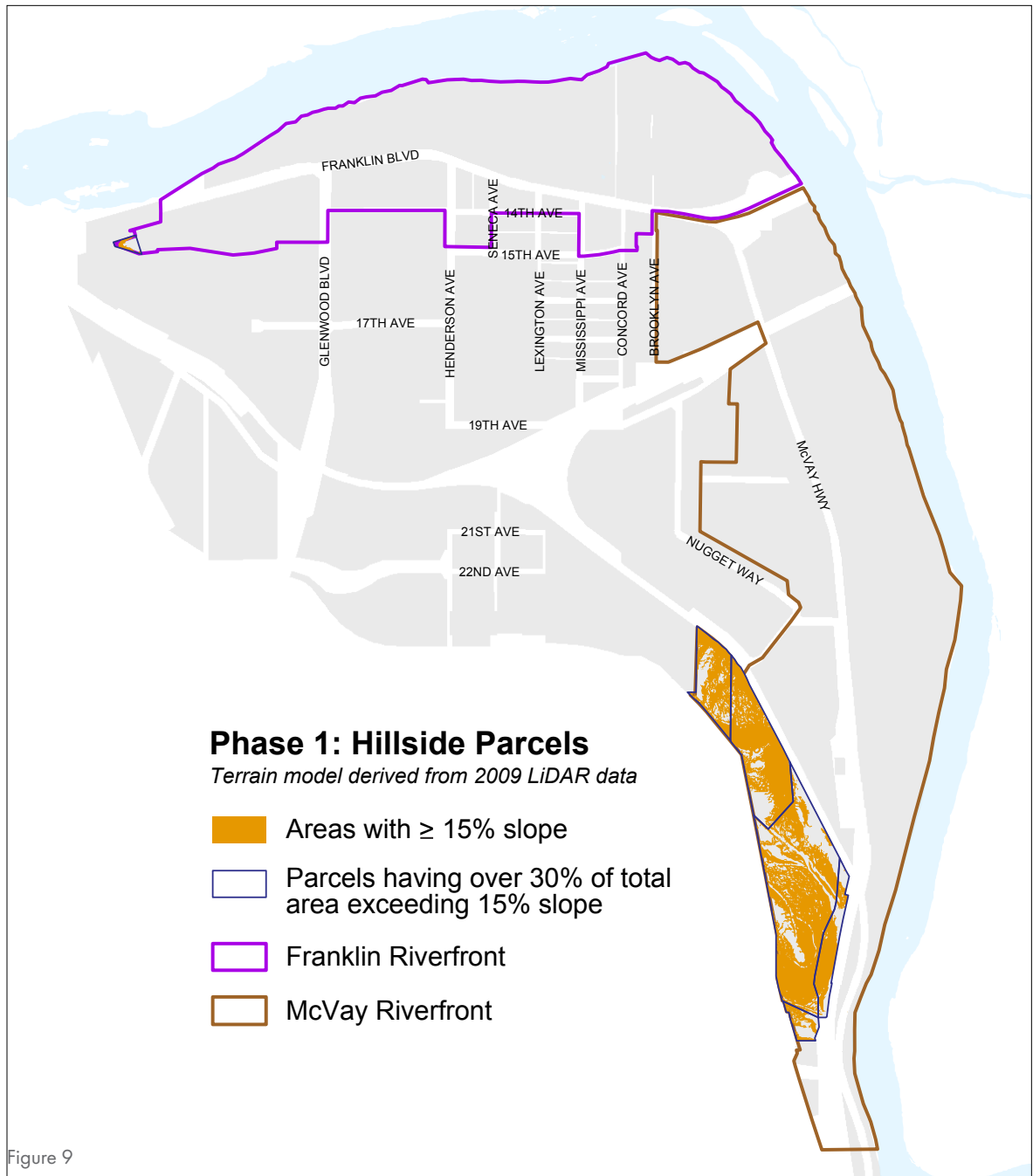


Figure 9

Hillsides

Springfield's hillsides in general, and the Glenwood Riverfront's in particular (as depicted in Figure 9), shape its public realm; contribute to the green and healthy character of the City; maintain air and water quality and the integrity of the natural ecology; and provide aesthetic, historic, and cultural continuity. Hillsides attract development because they offer the opportunity for distant views and provide natural surroundings in an otherwise urban environment. While hillsides have potential private development value, they also have a role as an environmentally sensitive urban resource. Hillside protection as a natural resource is regulated by the Springfield Development Code and in the Springfield EDSPM. The purpose of Springfield's existing Hillside Development Overlay District is to allow responsible and safe development in these areas. The Hillside Development Overlay District applies to all zoning districts where the elevation of the land is over 670 feet and/or the slope of the land exceeds 15%. Developed hillsides can become more unstable when their vegetative cover is disturbed, mass grading occurs, or when the surface or subsurface hydrology is altered. Hillsides do not lend themselves to development easily; they impose development constraints and added costs, both public and private. Engineering solutions can be found to mitigate these destabilizing influences at increased development costs. Nevertheless, manmade solutions require maintenance, repair, replacement, or added public cost at some future time. Undeveloped wooded hillsides provide economic value by offering natural stormwater management, pollution control, and soil stabilization functions.

Wooded areas, regardless of their location in the urban setting, are especially valuable for the role they play in maintaining air quality. They can act as a carbon sink (defined as an environmental reservoir that absorbs and stores more carbon than it releases) thereby offsetting greenhouse gas emissions. Through providing shade, wind breaks, and evapotranspiration, trees and other types of vegetation can also help reduce energy demands and abate the heat generating effect that cities have on runoff to streams and localized air temperatures.

Objective:

Preserve and enhance the natural beauty of the landscape by encouraging the maximum retention of natural hillside topographic features, such as open drainage ways, slope ridgelines, rock outcroppings, hillside vistas and viewpoints, trees, and other natural plant formations in order to retain the sense of identity and image that the hillside areas now impart to Glenwood and Springfield.

Policies & Implementation Strategies:

- Protect hillsides, as defined in the Springfield Development Code, from degradation during development.

- Balance hillside development with conserving and promoting public health, safety, convenience, and general welfare by mimicking the pre-development hydrologic regime and managing soil stability incurred in the adjustment of the topography to meet development needs.
- Use the best accepted design, architecture, landscape architecture, and civil engineering principles to preserve, enhance, and promote the existing and future appearance and resources of hillside areas.
- Collaborate with property owners and private developers to preserve the viewshed and natural value of hillsides by soliciting voluntary land donation or acquisition through land trusts and other non-profit environmental organizations, or utilizing conservation easements to restrict development on portions of particular hillside areas.

Parks

Parks that are safe, attractive, and well-maintained increase the value of nearby development. They also provide economic benefits to homeowners, local governments, and developers. Parks can also support ecological functions by regulating ambient temperatures, filtering air, reducing noise, sequestering carbon, and attenuating stormwater runoff. Further, parks create opportunities for people to gather formally or informally to pursue recreation, leisure, and social activities. Living close to parks and other recreation facilities stimulates higher physical activity levels, greater time spent outdoors, and an elevated sense of wellbeing for both adults and youth, and promotes citizens' connection to and sense of ownership and pride in their community.

Glenwood has a long history of providing park and recreation opportunities. James Park was dedicated in Glenwood as the first Willamalane park soon after the park district's formation in the 1940's. However, it is generally recognized that as development and population density increases, additional parks are needed, especially in the Glenwood Riverfront, as identified in the existing Glenwood Refinement Plan, the Willamalane Park and Recreation Comprehensive Plan, and the Glenwood Specific Area Plan. The Glenwood Riverfront provides a significant opportunity to meet the parkland need for existing and future residents and workers in Glenwood—as well as the public at large—as Glenwood redevelops. Phase 1 acknowledges parks as an amenity, a critical piece of urban infrastructure, and an opportunity to enhance natural resources and stormwater management and have a positive effect on nearby property values.

This Plan includes policies to ensure that the redevelopment of the Glenwood Riverfront into a significant, new mixed-use neighborhood will be supported and enhanced by the presence of and access to nearby parks and open space. It is important to provide parks that will make the Glenwood area attractive to families with young children, to the aging population, and to other segments of Springfield's

existing and future population. The policies in this Plan were developed in collaboration with Willamalane staff and are supported by research findings on the value, design, and use of neighborhood urban parks in the context of high-density mixed-use development. For instance, parks recommendations take into consideration the community's prioritization of outdoor recreation features listed in Willamalane's 2011 Draft Community Needs Assessment (CNA) for the update to their Park and Recreation Comprehensive Plan, including outdoor water playgrounds and riverfront access points (tied for first) and community gardens (ranked second).

This Refinement Plan acknowledges that parks are not just highly desirable and essential amenities, but are also critical urban infrastructure. Well-designed and located parks can also provide multi-functional spaces where opportunities to enhance natural resources and stormwater management can occur. Setting aside land for parks can accommodate particular infrastructure development—such as stormwater management facilities—in the public realm, thus reducing the need to provide such features on the development site. To achieve these ends, Plan policies require designation of sufficient parkland acreage to accompany future residential mixed-use development, development of neighborhood urban park blocks, and development of a linear park with a multi-use path along the Glenwood Riverfront to be incorporated into redevelopment plans.

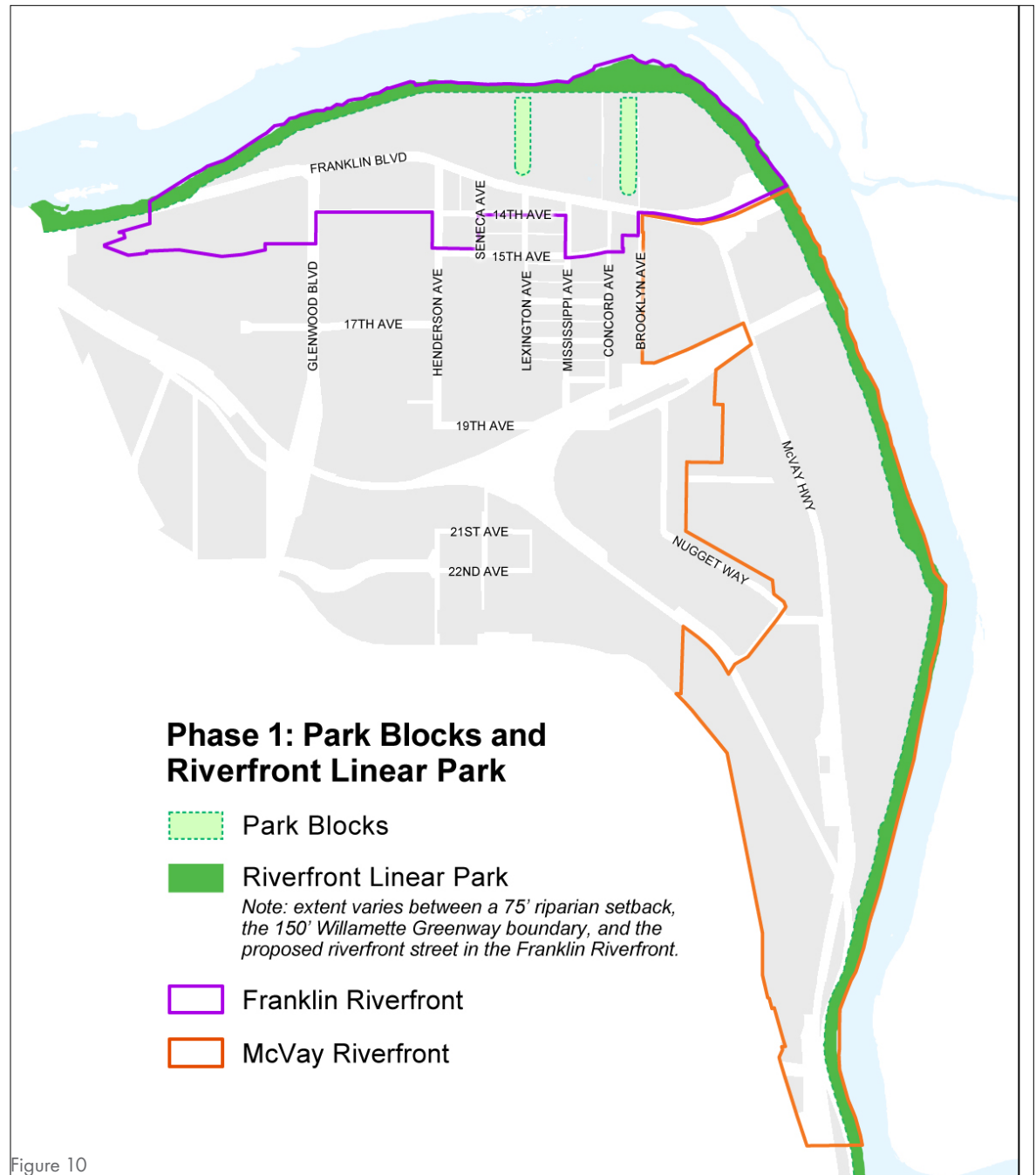


Figure 10



Figure 11

Neighborhood Urban Park Blocks

Research on transit-oriented development has revealed that a primary driver of resident satisfaction with their dense, built environment is access to high quality parks and other forms of open space that provide visual and physical relief from the built environment. The Willamalane Park and Recreation Comprehensive Plan specifically identifies the need for park and recreation facilities in coordination with increased residential density and nodal development in the Glenwood Riverfront. The 2011 draft CNA associated with an update to the Willamalane plan mentions that the development of close-to-home neighborhood parks was identified as the third (out of seven) most important projects for Springfield. In addition, Springfield's Residential Land and Housing Needs Analysis directs the designation of at least seven gross acres of high-density residential land for public/semi-public uses to support a minimum need of 21 gross acres of land designated for high-density residential uses in the Glenwood Riverfront. This public/semi-public land allocation will provide public open space for the higher density development and regional/metropolitan open space needs, as well as any necessary public/semi-public facilities, including but not limited to: local and state government facilities; schools; hospitals; and non-profit organizations.

Neighborhood urban park blocks in the Franklin Riverfront are intended to make the economic, social, health, and environmental benefits of neighborhood parks available for residents and workers of surrounding mixed-use development, as well as the general public. The park blocks also aim to create a complementary situation where residents, employees, and visitors have access to natural light and green space, and, in turn, the park space is activated by nearby residents and commercial activities, adding vitality, excitement, and safety to such spaces. The park blocks, which are bordered by north-south streets, are essential for providing continuous physical and visual connections from Franklin Boulevard to the Willamette River. They are also a key component in helping to develop district identity, serving as a recognizable centerpiece of the neighborhood and a focus for activities. In fact, Willamalane's 2011 Draft CNA for the update to their Park and Recreation Comprehensive Plan states that parks that have ample street frontage and good visibility tend to be more heavily used and suffer less abuse and vandalism than parks that are 'hidden' by development. The park blocks will be an attractor for visitors, and will provide usable recreational spaces for leisure activities and gatherings that may relieve user pressure from more sensitive natural areas along the river. Furthermore, and because of the Franklin Riverfront's terrain, the park blocks provide options for stormwater management and opportunities to raise public awareness about the relationship between stormwater management and natural resource protection. Due to design factors associated with achieving this array of functions and values within the park blocks, a minimum width of 150 feet will be required for each park block.

Objective:

Provide centrally located and adequate public park blocks to serve residents of High-Density Residential Mixed-Use development in the Franklin Riverfront and the general public, as an essential quality of life attribute that provides a visual and physical connection between Franklin Boulevard and the Willamette River and that also may be used for stormwater management.

Policies & Implementation Strategies:

- Collaborate with Willamalane, property owners, and private developers to locate park blocks extending north from Franklin Boulevard's access lanes to the riverfront street between the northern extension of Henderson Avenue and McVay Highway, as conceptually depicted in Figure 10.
- Size the park blocks to compatibly meet recreation, pedestrian connectivity, and stormwater management needs, with a minimum 150-foot width from face of curb to face of curb.
- Consider park user safety when designing stormwater management facilities in the park blocks.
- Balance the space and configuration needed for functional, attractive, and educational stormwater management facilities with the space and configuration needed for functional, attractive, and educational active and passive park space.
- Partner with Willamalane to ensure that the park blocks are designed to be safe, attractive, comfortable, and accessible for a wide range of potential users; to meet a variety of active



Figure 12



Figure 13

and passive recreational needs throughout the year; and to be adaptable to changing needs and uses of surrounding buildings, as conceptually depicted in Figures 11, 12, and 13.

- Provide appropriate pedestrian circulation to, through, and around these public open spaces, including, but not limited to: walkways; pathways; and sidewalks buffered from vehicular traffic.
- Create unique identities for public open space areas by featuring distinctive design elements in seating, lighting, paving, interpretive kiosks, and public art.
- Utilize a combination of maintenance friendly hard-surfaced areas, landscaping, and vegetation that is adapted for survival and growth in the Eugene-Springfield area and/or, where required, as listed in the Springfield EDSPM.
- Provide areas to congregate and socialize formally and informally by utilizing amenities including, but not limited to: park furniture; picnic tables; benches; seating areas; restroom and maintenance



Figure 14

facilities; and opportunities to accommodate outdoor entertainment, public gatherings, and exhibition/display areas.

- Consider accommodating additional outdoor seating areas for: café patrons along the park blocks street frontage; and/or mobile food kiosks or pushcarts within the park blocks.
- Provide active recreational opportunities for exercise or informal, unstructured, non-organized recreation activities, including, but not limited to: informal play areas for outdoor games; and pet and children's play areas.
- Provide passive recreational opportunities for: picnicking; strolling and viewing; sitting; reading; and passive games.
- Consider establishing community garden space.

Riverfront Linear Park

The Willamalane Park and Recreation Comprehensive Plan identifies a need for outdoor recreational facilities in Glenwood, including a multi-use riverfront park and a multi-use path/linear park along the Willamette River. Linear parks provide public access to trail-oriented activities, which may include walking, running, bicycling, and skating, and they also may provide neighborhood recreation facilities where adequate space is available. Another key component of linear parks is a corridor of open space planned for environmental or scenic protection. A linear park that provides tree cover, wildlife habitat, and riparian buffers can reduce stormwater runoff and the potential for localized and riverine flooding, protect water quality, link habitat fragments, and preserve biological diversity along watercourses.

This Plan envisions a continuous linear park along the Glenwood Riverfront, from the Interstate-5 bridges to the southern tip of Springfield's Urban Growth Boundary, as conceptually depicted in Figure 10. In most places its width will approximately coincide with the 75-foot wide Riparian and Willamette Greenway Setback area. In the Franklin Riverfront, where there is greater distance between the river and the street grid, the linear park may be approximately 150 feet in width from top of bank. The multi-use path passing through the linear park will be a critical link in the regional path system connecting Eugene, Springfield, and, potentially, the Howard Buford Recreation Area and Mount Pisgah. The alignment of the linear park along the east-west Riverfront Street is intended to bring high visibility and public access to the park. Willamalane's 2011 Draft CNA for the update to their Park and Recreation Comprehensive Plan states that parks that have ample street frontage and good visibility tend to be more heavily used and suffer less abuse and vandalism than parks that are 'hidden' by development.

Objective:

Establish a linear park with a multi-use path along the Willamette River in the Glenwood Riverfront that is sensitive to riparian areas, wetlands, and scenic values and appropriate in size and type for

the surrounding urban environment in order to: bring people and activity to the riverfront; augment the existing natural and recreational Willamette River open space corridor in the region; promote tourism; and enable recreational/educational appreciation of Glenwood's natural resources and open space/scenic areas.

Policies and Implementation Strategies:

- Collaborate with Willamalane and others as appropriate to: develop river edge variety along the linear park corridor, as conceptually depicted in Figures 10 and 14; protect lands within the coterminus Riparian and Willamette Greenway Setback area; integrate a variety of passive recreation spaces with abutting natural resources; and implement riparian protection and enhancement measures and stormwater management features.
- Provide appropriate bicycle and pedestrian circulation, including pedestrian paths and a multi-use path, to and through public open space areas for a wide range of potential users.
- Create scenic river overlooks and viewpoints with safe public access that include clearings and long views through the coterminus Riparian and Willamette Greenway Setback area in the vicinity of the intersection of the north-south streets and the park blocks with the riverfront street in the Franklin Riverfront, and no more than one-half mile apart in the McVay Riverfront. Provide amenities including, but not limited to benches and seating areas along the multi-use path, where appropriate.
- Create multiple viewsheds through the riparian area at various elevations by utilizing a mix of understory and canopy vegetation, including the clustering of trees, to discourage illegal activities and to visually connect the development areas with the Willamette River and the remainder of Springfield.
- Require development and/or redevelopment to avoid restricting access to the Riverfront Linear Park and to avoid or minimize obstructing scenic views of the Willamette River corridor.
- Provide opportunities for passive recreation including, but not limited to: picnicking; sitting; reading; and wildlife viewing by utilizing features such as park furniture, picnic tables, benches, seating areas, and restroom facilities.
- Create unique identities for the public open space including, but not limited to featuring distinctive design elements in seating, lighting, paving, interpretive kiosks, and public art.
- Establish an educational component for the linear park to include the natural and cultural history of the Glenwood Riverfront.
- Utilize a combination of hard-surfaced areas, landscaping, and natural vegetation that is adapted for survival and growth in the Eugene-Springfield area and is maintenance friendly.

- Utilize riverbank stabilization strategies that enhance the river and riverbank ecosystems. Ensure that riverbank plantings provide habitat value while preserving views.
- Integrate a variety of vegetation, above and below the top of bank, that supports the riverbank and riverbank habitats.
- Utilize riparian setback areas for stormwater management and water quality treatment, as described in the Stormwater Quality Management section of this Chapter.

Stormwater Quality Management

Springfield's Stormwater Management System includes the structures, facilities, and practices utilized by the City and/or a development to control and manage the quantity and quality of groundwater discharges and surface water run-off, including stormwater run-off, non-storm generated run-off, and floodwaters. Rather than simply piping collected storm water from developed areas and discharging it directly into the Willamette River, the most cost-effective strategies for managing the quality of the runoff are to direct runoff through vegetative treatment facilities that are incorporated into the urban landscape. Considering the opportunities for using public open space for improving stormwater quality, this Chapter discusses Stormwater Quality Management while the Public Facilities and Services Chapter discusses Stormwater Collection and Conveyance Management.

The purpose of stormwater quality management is to mitigate the negative effects of urbanization runoff on the hydrologic cycle. Urbanization of a watershed increases pollutants such as oil, litter, silt from construction, and many types of heavy metals and chemicals. These combined pollutants can have severe impacts on receiving waters and associated vegetation, fish and wildlife. In addition, there are further negative impacts on water quality such as increased water temperature, higher total volume of runoff, and how quickly that runoff reaches the receiving waters. Increases in flow and volume also result in increased erosion and can cause or exacerbate localized flooding downstream.

Through the Federal Clean Water Act, there are several requirements that must be met by municipalities for stormwater runoff within their boundaries. The Oregon Department of Environmental Quality administers these requirements using a Federal Municipal Separate Storm Sewer System (MS4) Permit issued to Springfield. This Permit allows Springfield to discharge runoff from the public stormwater system to both the McKenzie and Willamette Rivers. As a result of these requirements, all new and redevelopment sites must address Springfield's stormwater requirements for volume control, flow duration, and on-site water quality, as described in the adopted stormwater management policy contained in the City's Stormwater Management Plan. As development and redevelopment occur, developers will be required to consider and implement appropriate on-site measures to minimize localized flooding, pollution, and increases in flow to downstream receiving waters. Where these objectives are not attainable, an analysis of the cumulative drainage impacts of the development on

affected downstream owners will be required along with recommended mitigation measures. One way of achieving these policy objectives is by applying Low Impact Development (LID) approaches.

LID includes innovative stormwater management approaches with a basic principle that is modeled after nature: manage stormwater runoff on-site, at its source, with the goal of mimicking predevelopment hydrology by using design techniques that infiltrate, filter, store, evaporate, and detain runoff. The result is a hydrologically functional landscape that generates less surface runoff, pollution and erosion, and maintains existing hydrology of natural areas and rivers. LID has numerous benefits and advantages over conventional stormwater management approaches by directing stormwater toward small-scale systems that are dispersed throughout the site with the purpose of managing water in an evenly-distributed manner. Opportunities to apply LID principles and practices are plentiful since any surface feature of the urban landscape (including open space, rooftops, streetscapes, surface parking lots, sidewalks, and medians) can be modified to control runoff and/or reduce the introduction of pollution. These distributed systems also allow for reduction or elimination of stormwater ponds, curbs and gutters, and piping, thereby saving on infrastructure and storm conveyance costs. The technologies are tested, proven, and have been used successfully for many years in other parts of the Eugene-Springfield area, as well as in dense, urban locations in the United States (such as Seattle, Portland and Chicago) and numerous locations in Europe and Asia.

The Glenwood Riverfront is well suited to this approach to stormwater management. The soils in the area tend to have a high infiltration capacity and this has allowed Glenwood to develop to its current state without any large-scale stormwater infrastructure. Installing a traditional stormwater system consisting of above- and below-ground conveyance pipes that would discharge into the Willamette River would be prohibitively expensive. Such a traditional system also requires a large footprint of land that otherwise could be utilized for additional development and, once installed, is expensive and difficult to maintain for both function and pollution reduction. LIDs are usually fully integrated into required landscaping and setback areas and, as such, do not normally require any additional maintenance above/beyond the existing requirements for a developed area.

Objective:

Use LID stormwater elements to replicate the hydrologic cycle processes that have been lost in urban areas to manage stormwater discharges; integrate site development with the public infrastructure, transportation facilities, park blocks, and Riparian and Willamette Greenway Setback area; and integrate Springfield's Stormwater Management Plan standards with the anticipated high intensity development levels in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Ensure adequate Stormwater Quality Management planning, emphasizing the natural hydrologic processes that minimize negative impacts on water quality, flow volumes, duration, and quantity resulting from development and redevelopment.
 - Capture the first one inch of rainfall in a 24-hour period through the use of on-site LID techniques.
 - Utilize techniques that slow and retain stormwater runoff on-site, in order to reduce peak storm flows.
 - Reduce impervious surfaces by using techniques including, but not limited to: permeable surfaces; green roofs; and narrow streets.
 - Utilize techniques for filtering contaminants from surface runoff, before it enters the Willamette River, to protect and enhance water quality.
 - Utilize the Riparian Setback for stormwater filtering, groundwater recharge, and overland sheet flows, where possible.
 - Utilize planting standards found in the Springfield EDSPM for vegetative treatment and riparian areas.
 - Integrate innovative stormwater management systems into the site design by using green roofs, the incorporation of pervious surfaces, and other systems that reuse stormwater to irrigate landscape plantings.
 - Utilize portions of the park block areas for treatment of stormwater runoff from adjacent streets and conveyance of treated stormwater to management and/or water quality treatment areas.
 - Initiate a Stormwater Capital Improvement Plan project for improving stormwater capacity and riparian habitat along selected existing sloughs and waterways in the Glenwood Riverfront.
 - Provide requirements and incentives for green infrastructure for stormwater management including, but not limited to: legalizing all types of green infrastructure, particularly for downspout disconnection and rainwater harvesting through building code policies or amendments; and establishing payment-in-lieu for developing off-site and nearby neighborhood or semi-regional stormwater management facilities.

¹A view of a river and the land surrounding or adjacent to it.

²In March 2010, the Oregon Department of Environmental Quality produced a cost estimate for riparian restoration that establishes a per acre cost range for Springfield that equates to an average cost under \$50 per linear foot of bank. Oregon Department of Transportation construction cost estimating tables from April 2011 and analysis by Clean Water Services of stream restorations support this cost estimate.

Housing and Economic Development



There is a growing consensus that communities that provide housing for a mix of incomes produce better economic, social, and environmental outcomes for all residents. Mixed-income housing - whether provided within a single project or a neighborhood - makes it possible for people of all incomes to live in safe neighborhoods near well-funded schools and good city services, with greater access to a wider variety of jobs and opportunities.

- The Center for Transit-Oriented Development

Housing and Economic Development

Introduction

Housing

Statewide Planning Goal 10, Housing, requires Springfield to provide an adequate land base to accommodate a full range of choice in housing type, density, cost, and location throughout the City to meet the community's housing needs. Springfield has historically addressed this requirement through its residential land use designations which are updated periodically. In 2007, the Oregon Legislature passed House Bill 3337, which required Eugene and Springfield to establish separate UGBs that included separate 20 year residential lands inventories for each city. In response to House Bill 3337, Springfield conducted a study to determine the City's housing needs for 2010-2030 and to evaluate the sufficiency of land available for residential uses within Springfield's UGB. The adopted study, the Springfield Residential Land and Housing Needs Analysis (RLHNA) is the basis upon which the adopted Springfield 2030 Residential Land Use and Housing Element were developed.

As described in the Land Use Chapter, the adopted Springfield RLHNA identified a deficit of 28 gross acres for high-density residential uses and associated public/semi-public land intended to provide public open space for the higher density development, as well as any needed supporting public facilities. To address this deficit, Implementation Action 2.1 in the Springfield 2030 Residential Land Use and Housing Element directs the City Council to re-designate at least 28 additional gross buildable acres as part of Glenwood Phase I (seven acres of which are intended to provide public open space for the higher density development, as well as any needed supporting public facilities). Implementation Action 2.2 directs Springfield to support development of additional high-density residential uses adjacent to commercial and employment areas. The Land Use Chapter therefore directs the designation of 33.26 gross acres with a minimum density of 50 net dwelling units per acre in the Glenwood Riverfront as Residential Mixed-Use to provide housing choice for Springfield residents and ensure that Springfield's high-density housing needs can be met through annexation and redevelopment, consistent with the City's adopted housing policies. The Housing Section of this Chapter contains additional policies intended to: enhance the progress of high-density residential development; facilitate the development of a neighborhood where residents from a range of economic levels, household sizes, and ages can choose to live; address the impact of redevelopment on existing manufactured home park residents; ensure existing housing meets current Building, Fire, and Health codes; and support the preservation, rehabilitation, and maintenance of existing housing over the Plan period.

Economic Development

Springfield is a business-oriented city. The City is undergoing revitalization, with on-going redevelopment efforts in Downtown and Glenwood, and the recent opening of the hospital at RiverBend. The City's vision for economic growth over the next 20 years, as articulated in the adopted CIBL, combines sustaining existing businesses and helping them expand, and embracing a broad variety of new opportunities for growth.

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

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

The CIBL also articulates the types of industries that Springfield wants to attract as having the following attributes: high-wage, stable jobs with benefits; jobs requiring skilled and unskilled labor; employers in a range of industries that will contribute to a diverse economy; and industries that are comparable with Springfield's community values. Springfield's 'target industries' include: medical services; services for seniors; small scale manufacturing; call centers; back-office functions; tourism; specialty food processing; high-tech; professional and technical services; green businesses; corporate headquarters; and services for residents. Springfield's attributes that may attract these types of firms are: proximity to Interstate-5,

high quality of life, proximity to the University of Oregon, the presence of the RiverBend campus, positive business climate, availability of skilled and semi-skilled labor, and proximity to indoor and outdoor recreational opportunities.

The CIBL added that “consistent with City Council policies, the areas that are expected to have the most redevelopment in the plan period are in Glenwood, especially along the Willamette Riverfront and Franklin/McVay corridor¹, and the Downtown Urban Renewal District.” The Employment Mixed-Use, Office Mixed-Use, and Commercial Mixed-Use refinement plan designations and zoning described in the Land Use Chapter respond accordingly. However, meeting Statewide Planning Goal 9, Economic Development, requires not only providing an adequate land supply for a 20-year supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial uses, but also policies regarding opportunities for a variety of economic activities vital to the health, welfare, and prosperity of citizens. The Economic Development section of this Chapter addresses the latter half of this requirement.

Housing

As discussed in the Land Use Chapter, land in the core of the Glenwood Riverfront is intended for the development of an urban high-density residential mixed-use neighborhood that:

- capitalizes on the proximity of transit stations serving a high-frequency transit corridor; existing and future job centers; and Springfield’s and Eugene’s downtowns;
- takes advantage of riverfront views and unique development opportunities;
- provides additional and diverse housing choices for area residents;
- leverages the high level of public investment in infrastructure that has occurred or is planned in the Glenwood Riverfront; and
- helps meet an identified deficiency in high-density residential land in Springfield.

Achieving the community vision for this neighborhood also requires an auto, pedestrian, and bicycle circulation pattern and open space framework that supports high-density residential mixed-use development, as described in the Transportation and Open Space Chapters. Implementation of the streets and open space amenities is intended to create a contiguous public realm that complements, supports, and focuses the future residential mixed-use activities in the Glenwood Riverfront; these mixed uses and the public realm can, over time, mature into a quality riverfront neighborhood.

New Housing Development

The Residential Mixed-Use designation in the Glenwood Riverfront, coupled with the proximity of that area to transit stations serving a high-frequency transit corridor, existing and future job centers, riverfront views, and unique development opportunities, provides an outstanding environment to stimulate residential development interest. Acknowledging that converting interest into action requires strong public/private partnerships, the Glenwood Urban Renewal Plan authorizes the Springfield Economic Development Agency (SEDA) to assist private, non-profit, and public developers in acquiring land and developing new housing and related infrastructure in the Glenwood Riverfront.

Sustainable neighborhoods must be inclusive and provide housing and employment opportunities for people of all races, ethnicities, ages, disability status, and income levels. Due to the Glenwood Riverfront's unique and desirable central location in the region, natural amenities and access to employers and institutions, housing developed in the Residential Mixed-Use area may be out of reach for low- and moderate-income persons² unless proactive measures, implemented through the policies and implementation strategies below, are taken to facilitate the development of new affordable housing³ in this area. These housing units would also provide an opportunity for potentially displaced Glenwood residents to continue to live in affordable dwellings located in a desirable riverfront setting near their current neighborhoods.

Transportation is the second highest household cost behind shelter, so reducing transportation costs, especially for low- and moderate-income families, frees up income for housing and other essential household expenses, provides affordable access to jobs, and offers convenience if services cluster nearby in mixed-use areas. Requiring housing developers to provide parking onsite or nearby increases development costs and makes the resulting housing less affordable. To help encourage reduced vehicle usage and provide for more choice on housing costs, this section also includes policy direction to evaluate and develop special parking standards. In coordination with the policy direction included in the Transportation Chapter, these standards should provide sufficient parking to meet demand while supporting Plan goals for housing and multi-modal transportation.

Objective:

Facilitate the development of new high-density housing units, including affordable housing units, that enable residents from a wide range of economic levels, household sizes, and ages to live in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Provide financial incentives for the development of new high-density housing units, including affordable housing units, through SEDA's tax increment-funded programs, as funding becomes available.
 - Pursue opportunities to collaborate with SEDA to set aside captured tax increment funds for the development of affordable housing.
 - Explore the feasibility of collaborating with SEDA to require the execution of some form of a 'Community Benefit Agreement'⁴ for housing development that receives financial support from SEDA.
 - Explore the feasibility of collaborating with SEDA to require new high-density housing units developed with the assistance of SEDA to provide a variety of unit sizes and occupancy opportunities.
- Provide financial incentives for the development of new high-density affordable housing units through local, state, and federally-funded housing and community development programs, as annexation occurs and funding becomes available.
 - Explore the feasibility of requiring new high-density housing units developed with the assistance of housing and community development programs to provide a variety of unit sizes and occupancy opportunities.
 - Consider prioritizing housing and community development investments for qualified housing and community development projects.
 - Explore the possibility of partnering with Eugene and Lane County, through the Intergovernmental Housing Policy Board, to establish a regional housing trust fund⁵.
 - Establish a Vertical Housing Development Zone⁶.
 - Seek opportunities to landbank for affordable housing development.
 - Pursue opportunities to incentivize and support future innovative affordable housing options that may arise over the course of the Plan period.
- Prioritize and offer opportunities for Glenwood residents who qualify for new Springfield- and SEDA-assisted housing to relocate to such housing units.
- Scope and plan projects to effectively develop and implement programs that provide development incentives, such as density bonuses, to developers that agree to include affordable housing in their development mix.

- Evaluate and develop parking standards for inclusion in the Glenwood Riverfront Mixed-Use Plan District that: support Plan goals for housing that meet the needs of a range of households and supports multi-modal transportation choice; maximize efficient and economical use of the residential land supply; and provide sufficient parking to meet demand, in conjunction with an access system that provides balanced travel mode options.

Existing Housing Stock

Manufactured Home Parks

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

Most existing manufactured home parks in the Glenwood Riverfront are now pre-existing non-conforming uses, either by zoning, plan designation, or both. As an example, if a developer came to Springfield to redevelop a mobile home park consistent with current zoning, prior to Plan adoption, (e.g., an industrial use on a property zoned and designated for that use), the same State regulations and levels of local assistance for displaced residents discussed above will apply. These mobile homes may remain as pre-existing non-conforming uses until such time the properties are redeveloped.

Objective:

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

Policies & Implementation Strategies:

- Allow existing residential uses in manufactured home parks to continue under the pre-existing non-conforming use provisions of the Springfield Development Code.
- Rely on State laws and regulations, while responding with applicable referrals to available services, to address the needs of individual manufactured home park tenants.

- Consider providing financial assistance for mandated expenses of relocation or displacement of residents from potentially closed manufactured home parks through SEDA's tax increment-funded programs, as funding becomes available.
- Explore the feasibility of partnering with a non-profit or for-profit entity to acquire land and develop a new manufactured home park in Springfield or other affordable housing opportunities for relocating potentially displaced manufactured home park residents.

Single Dwelling Units

Ten parcels comprising 1.42 acres in the Glenwood Riverfront contain single family dwelling units on land that was zoned and designated for residential uses prior to adoption of this Plan. This Plan designates these parcels as Employment Mixed-Use in the event of redevelopment during the Plan period, for the reasons described in the Land Use Chapter. Until such time as redevelopment occurs, these single family dwelling units may remain as pre-existing, non-conforming uses.

A majority of the housing stock in Glenwood is in need of major repair, and the need for rehabilitation, weatherization, and major system upgrades increases as the housing ages. In the event that emergency repairs are needed on these single family housing units, certain low-income property owners could be eligible for Federal housing and community development programs managed by Springfield and other public agencies. While these programs may change and/or evolve over time, Springfield has made many of these or similar programs available to the residents of Springfield over the past 30 years and anticipates continuing to do so, subject to continued Federal funding support. The Emergency Home Repair Program provides financial support for urgent home repairs to enhance health, safety, or accessibility, and the Springfield Home Improvement Program provides financial support for substantial home repairs.

In 2006, SEDA initiated a tax-increment funded Glenwood Residential Improvement Program, which is designed to provide low- and very low- income Glenwood residents the means to perform major repairs to their owner-occupied single family and duplex structures. Homeowners with qualifying homes on these single unit parcels in Glenwood Phase I may be eligible for this program. Further, Federal housing and community development programs managed by Springfield, and tax-increment funded programs managed by SEDA, may be used to provide financial incentives to income-qualified property owners to connect to public infrastructure, such as public wastewater facilities.

In the event these parcels are annexed for emergency health and safety purposes, additional Federal housing and community development programs provided by the City will be made available to income-qualified residents and property owners. These programs currently include: the Chore Program, which provides financial assistance towards home and yard maintenance for senior and disabled

homeowners; the Springfield Home Ownership Program, which provides financial support for first-time homebuyers; and the Emergency Rental Assistance Program, which provides one-time emergency assistance to residents facing eviction for non-payment of rent.

Objective:

Support the maintenance of safe and sanitary existing single family dwelling units in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Allow existing residential uses to continue under the pre-existing non-conforming use provisions of the Springfield Development Code.
- Continue existing programs designed to help improve the housing stock through Federal housing and community development programs and tax increment funded programs.

Economic Development

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

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

Comparative Advantages

The Glenwood Riverfront provides significant comparative advantages over other areas of the region. These advantages enhance the economic development potential for Springfield and the Eugene-Springfield metropolitan area. The following characteristics of the area have already--and will continue to--make it a focal point of development and job creation:

- The Glenwood Riverfront's circulation network links population centers of Eugene and Springfield to one another and to the entire region, and provides quick access to and within residential, commercial, industrial, and recreational areas. For example: the I-5/Glenwood Boulevard interchange serves traffic entering and exiting both Eugene and Springfield; Franklin Boulevard serves traffic flowing east and west between the two cities; the I-5/McVay Highway interchange serves traffic coming and going via I-5 and Lane Community College; and lower traffic volume streets serve the internal residential and industrial areas.
- Due to their location within the existing circulation network, the Glenwood Riverfront's primary transportation intersections, at Glenwood Boulevard/Franklin Boulevard and Franklin Boulevard/McVay Highway, have been, and will continue to be, the focus of redevelopment and new development. Both of these intersections provide the most direct links between the major Eugene and Springfield population centers, regional commercial developments, the Glenwood Riverfront, and interior industrial sites.
- Public facilities, utilities, and services are in place, planned for ready availability, or can be efficiently provided or extended because the Glenwood Riverfront is within the urbanizable area of Springfield's UGB. Details outlining the extent of service availability can be found in the Transportation and Public Facilities and Services Chapters of this Plan. The costs to provide full urban services in infill areas like the Glenwood Riverfront are generally lower than extending them out to new development sites on the periphery of the city limits as population in the metro area increases. Pressure to redevelop will increase for all of the Glenwood Riverfront's undeveloped and underdeveloped commercial and industrial sites. The Glenwood Riverfront's central location and anticipated lower cost of providing services gives it a distinct advantage over other redevelopment areas in the region.
- The Glenwood Riverfront's central location provides development and redevelopment opportunities for local firms seeking relocation or redevelopment needs. It provides opportunities for further development while still allowing existing business to continue benefiting from the Eugene-Springfield Metro area economy. For example, the \$34-million US Bakery facility was a relocation to Glenwood in 2006 that allowed the bakery's former site to be developed with the University of

Oregon basketball arena and provided major impetus for both short- and long-term development activities in Springfield and Eugene. This example illustrate how:

- Springfield can facilitate development proposals on tight timelines and on difficult sites, and yet ensure the development of wanted and needed new and relocated industrial and commercial facilities;
 - Development has spurred modest interest in Glenwood industrial sites, opportunities for new hotel development, and inquiries for possible transitional and long-term industrial relocations to the Glenwood Riverfront; and
 - Glenwood Riverfront development could find sources of substantial tax-increment funds for needed public investments. The US Bakery project will provide, on average, about \$400,000 in tax-increment funds annually during the 20+ years of the Renewal plan. These investments will be the basis of and long-term support for existing and future commercial and industrial development; for hotel, tourism, and conference center projects; and for potential employment uses planned in the Glenwood Riverfront.
- The planned expansion of nearby commercial uses in Springfield’s Downtown and Eugene’s Walnut Station serve a broad range of residential development for not only permanent residents with low, moderate, and high incomes, but also relatively transient student populations. Proposed diversified Glenwood Riverfront development would benefit from, enhance, and link these focal points with complementary commercial, office, industrial, and hotel activities. A similar range of Glenwood Riverfront residents would rely predominantly on nearby ground-floor retail, restaurant uses, and consumer services.
- The Glenwood Riverfront currently lacks hotels, apartments, and condominiums despite its proximity to exits off I-5, the University of Oregon and Lane Community College campuses, and good views along the Willamette River. This may change based upon recent interest regarding hospitality and university-related residential and athletic facilities. The amenities unique to the Glenwood Riverfront (Willamette River vistas, ease of access to I-5, and vicinity to University functions and Downtowns in Springfield and Eugene) position the area for future hospitality and residential facility-driven development. These new facilities would be key assets supporting University of Oregon and Lane Community College activities with housing for students, faculty, and staff. Additionally, these facilities could augment many light manufacturing and office headquarters firms that could develop along the riverfront areas with proximate housing for employees, as well as local and traveling executives. All of these uses often require conference, restaurant facilities, and other supportive services to be located nearby.

Development Constraints

While the opportunities are unique, and advantages in the Glenwood Riverfront are desirable, they are off-set by constraints to achieving what otherwise seems to be obvious and straightforward redevelopment. Springfield will need to work diligently at converting constraints to redevelopment into opportunities for actual investments in order to overcome risks associated with:

- Adverse impacts of nearby non-conforming, inappropriate, poorly designed, poorly maintained, or poorly located existing uses;
- Lack of adequate existing public infrastructure;
- Market uncertainty;
- Property speculation;
- Unrealistic expectations of values, costs, and readiness for development;
- Economic feasibility;
- Protections pertinent to and required for natural resource areas;
- Brownfield development challenges (i.e. environmental cleanup); and
- Extended timelines for land use approvals processing (e.g., annexation, site plan review, building permit issuance, etc.).

Springfield and SEDA are both working to inform and guide owners and developers through these development constraints. Both organizations endeavor to provide information, better coordination and, when applicable and/or available, financial support for key public and private projects. Both Springfield and SEDA, through public-private partnerships, hope to instill energy in and for successful private projects that, in turn, stimulate more private investments in sought-after commercial, residential, mixed-use, and employment centers.

Commercial & Industrial Buildable Land Supply

Nearly all parcels in the Glenwood Riverfront are classified in the CIBL as vacant or potentially redevelopable industrial, commercial, and mixed-use sites. The plan designations for the Glenwood Riverfront, as described in the Land Use Chapter, will result in vacant and redevelopable parcels in the Glenwood Riverfront contributing to Springfield's commercial and industrial buildable lands supply as depicted in Table 1. There is a citywide deficit of industrial parcels greater than 20 acres, and there is a deficit of commercial and mixed-use parcels greater than 1 acre. Therefore, parcels sized in these

categories must be maintained or increased (through parcel consolidation) to preserve the commercial and industrial land supply.

Objective:

Maintain and/or increase (through parcel consolidation) parcel sizes of parcels in Commercial Mixed-Use, Office Mixed-Use, and Employment Mixed-Use designations to preserve Springfield's commercial and industrial land supply.

Policies & Implementation Strategies:

- Prohibit land division of parcels greater than 20 acres that are designated Employment Mixed-Use, unless developed according to an approved Master Plan.
- Prohibit land division of parcels greater than 1 acre that are designated Commercial Mixed-Use or Office Mixed-Use, unless developed according to an approved Master Plan.

Existing Businesses

The growth of existing firms, both industrial and commercial, is a long-standing and continued priority to the Springfield community, its leaders, and its urban renewal agency. This will help in attracting new infill development in the Glenwood Riverfront that would benefit from the same utilization of Glenwood's key locational advantages: quick and easy access to the entire metropolitan area; to local commercial, industrial and residential areas using major highways; and to the I-5 interchanges and the greater region.

Objective:

Assist and support growth of existing businesses in the Glenwood Riverfront that are suitable for and conform to the Glenwood Riverfront's long-term redevelopment and land use plans.

Policies & Implementation Strategies:

- Provide financial incentives for renovation of current commercial and industrial uses compatible with this Plan's goals and objectives through SEDA's tax increment-funded programs, as funding becomes available.
- Provide financial incentives to businesses for wastewater and other utility service improvements, as well as annexation, when applicable and as funding becomes available.

- Enhance investment and re-investment in the community by supporting expansion of existing businesses that are suitable for and conform to the Glenwood Riverfront’s long-term redevelopment and land use plans.
- Provide creative financing approaches to facilitate large-scale infrastructure development, when applicable and as funding becomes available.
- Consider providing financial incentives for relocation elsewhere in Springfield of existing businesses found to be in non-conformance with the Glenwood Riverfront’s long-term redevelopment and land use plans through SEDA’s tax increment-funded programs, as funding becomes available.

New Businesses

The Glenwood Riverfront is a logical location when considering where to site new development and redevelopment in the metro area. The Glenwood Riverfront lies directly between Springfield and Eugene’s population centers, is partially annexed into the City to allow urbanization, has relatively low valued improvements on relatively high valued land along Willamette River frontage, and provides quick access to I-5 and Highway 126. Redevelopment could occur rapidly in the Glenwood Riverfront with improvements to Franklin Boulevard, and building an interior local street network linking new development areas to existing and proposed employment areas and the existing public transit system. With slightly lower land values, Springfield development sites have generally been quicker and less

expensive to develop than Eugene sites. Further, Glenwood Riverfront sites may yet offer nearly equivalent amenities (and, potentially, some better ones) along the Willamette River frontage. The Glenwood Riverfront’s locational advantages, land development opportunities, and relatively low land costs compared to high values elsewhere in other development hot spots, should enhance the this area’s attractiveness to residents, businesses, developers, and investors as other development costs continue to rise and quality development sites become scarce.

Consequently, Office Mixed-Use, Commercial Mixed-Use, and Employment Mixed-Use development will likely increase in the Glenwood Riverfront as urban services can be made available and development costs seem more feasible, excluding speculative land costs, for developing a unique, quality living and

working environment. Development along the Willamette River will accelerate once needed public infrastructure is constructed. However, an overriding concern with future development, redevelopment, and public infrastructure development is to ensure that the quality of life in the Glenwood Riverfront is high--preferably always improving--and supportive of its existing residents and businesses with a minimum of disruptive transitions.

One way that Springfield encourages growth and business development is through the Enterprise Zone tax incentive program. In a partnership with the State of Oregon, Springfield has established an Enterprise Zone that includes most annexed areas of the City, including the annexed portions of the Glenwood Riverfront. Enterprise Zones stimulate new investments in industrial land,

Table 1 Glenwood Riverfront Commercial & Industrial Buildable Lands Supply*

	Site Size (acres)						Total
	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	
# Vacant Sites							
<i>Industrial**</i>	8	5	2	1	1	0	17
<i>Commercial & Mixed Use***</i>	6	3	0	1	0	0	10
Total # Vacant Sites	14	8	2	2	1	0	27
# Redevelopable Sites							
<i>Industrial**</i>	13	5	2	3	0	0	23
<i>Commercial & Mixed Use***</i>	14	9	4	1	0	0	28
Total # Redevelopable Sites	27	14	6	4	0	0	51

*Based on proposed plan designations; however, properties currently designated residential or parks and open space are not included because the CIBL did not include non-commercial/industrial properties in the analysis. Such parcels would further add to the commercial and industrial buildable lands supply (10 sites less than 1 acre, 1 site 5 to 20 acres, and 8 sites constrained by hillsides).

** Parcels proposed for Employment Mixed-Use designation

***Parcels proposed for Commercial Mixed-Use and Office Mixed-Use designations

buildings and equipment, and foster job creation by reducing and/or abating property taxes on eligible new investments. While eligibility can become more nuanced with details specific to each individual firm, the essentials relate to the firm's ability and intent to make new 'industrial' property investments and hire the appropriate number of new 'full-time' employees.

A more targeted and specific program is the Glenwood Urban Renewal Plan. This Plan provides a long-term redevelopment strategy and funding mechanism for public improvements, projects, infrastructure systems, and activities, such as incentives or assistance to private redevelopment. In 2009, SEDA reprioritized its strategies for redevelopment and assistance to better allocate its limited funds in Glenwood when faced with making funding decisions or investments.

Objective:

Attract new business and development to the Glenwood Riverfront, including a mix of office, commercial, and employment uses.

Policies & Implementation Strategies:

- Support and encourage development in appropriate areas, as identified in the Land Use & Built Form Chapter, to generate property tax revenue.
- Maximize public investments in planned land uses to enhance the Glenwood Riverfront's long-term economic future.
- Provide financial incentives to assist developers in solving critical problems and overcoming barriers to development as annexation occurs and funding becomes available.
- Inform and guide property owners and developers through the development process by mitigating identified development constraints.
- Encourage the expansion and development of value-added business to produce jobs that match the current and future labor force by considering wage levels, employment stability, and training and hiring opportunities for local workers, youth, and protected classes.
- Leverage the community's resources to the maximum extent possible with private investment and, where appropriate, with other public funding sources, such as state and Federal grants.
- Provide supportive programs and incentives to demonstrate how development controls and design standards can be implemented, included in development projects, and built where such protections need to be stringent.

- Link certain public improvements to adjust to the shifts from rural-like and separated industrial uses to urban mixed-use development.
- Ensure orderly sequencing of development through incentives to: maximize use of existing and anticipated investments in public resources and facilities; leverage private investments to the maximum extent practicable; and minimize, mitigate, or offset potential negative impacts on new investments, neighborhoods, parks, and other uses.
- Provide suitable assistance in areas for growth, development, and redevelopment to increase employment opportunities for the local labor force, at all wage levels but especially for wage levels that allow individuals to support themselves and their households.
- Provide creative financing approaches to facilitate large scale infrastructure development, when applicable and as funding becomes available.

¹The terminology used in the CIBL to describe the area expected to have the most redevelopment in the plan period is different from the terminology used in this Plan to describe the same geographic area of Glenwood. In this Plan, the term ‘Glenwood Riverfront’ is used to describe Glenwood Phase I, which includes approximately three miles of Willamette River frontage and is comprised of land on either side of Franklin Boulevard and McVay Highway extending from the I-5 Bridge to Springfield’s south urban growth boundary in Glenwood, as depicted in Figure 1.

²Low- and moderate-income persons are defined by the U.S. Department of Housing and Urban Development (HUD) as those persons whose household incomes are less than 80% of Area Median Income (AMI). In 2010, 80% of AMI for a four-person household in Lane County was \$46,000.

³The cost of housing is generally considered to be affordable when it equals no more than 30% of household income (for owners, housing cost includes mortgage, principle and interest, property taxes, and insurance; for renters, housing cost includes rent and utilities).

⁴As defined by the Partnership for Working Families, a community benefit agreement is “a project-specific negotiated agreement between a developer and a broad community coalition that outlines the project’s contributions to the community and ensures community support for the project.”

⁵Housing trust funds are distinct funds established by city, county, or state governments that receive ongoing dedicated sources of public funding to support the preservation and production of affordable housing and increase opportunities for households to access decent affordable homes. Housing trust funds systematically shift affordable housing funding from annual budget allocations to the commitment of dedicated public revenue.

⁶A Vertical Housing Development Zone (VHZ) is an area designated by local jurisdictions to encourage dense, mixed-use developments. Eligible projects within a VHZ may receive partial property tax exemptions, which vary based on the number of ‘equalized floors’ in the development, with a maximum property tax exemption of 80 percent over a 10-year period. An additional partial property tax exemption may be given if some or all of the residential housing is for low-income persons (80 percent of area median income or below).

Public Facilities and Services



If you are planning for a year, sow rice; if you are planning for a decade, plant trees; if you are planning for a lifetime, educate people.

- Chinese Proverb

Public Facilities and Services

Introduction

As noted a number of times in this Plan, the availability of adequate public facilities and services is a key factor influencing redevelopment and new development in the Glenwood Riverfront. As land development patterns change over time, the demand for urban services also increases and changes. These changes require that service providers, both public and private, plan for the provision of services in a coordinated manner, using consistent assumptions and projections for population and land use. This chapter refines the Public Facilities and Services Element of the Metro Plan to focus specifically on the public facilities and services changes that are anticipated to be needed to implement the Land Use policies described in this Plan for the Glenwood Riverfront, consistent with Statewide Planning Goal 11, Public Facilities and Services, and the goals of this Plan.

On urban lands in Springfield, new development must be served by at least the minimum level of key urban services and facilities at the time development is completed and, ultimately, by a full range of key urban services and facilities¹. This Chapter outlines objectives, policies, and implementation strategies for the minimum level of key urban facilities and services applicable in the Glenwood Riverfront: wastewater; stormwater; electric; water; police; fire and emergency medical; and public schools. Communication facilities and services are discussed in the electric facilities and services section of this Chapter. Solid waste management will be addressed in Glenwood Phase II since the region's solid waste and recycling facilities are located within the Phase II boundary in Glenwood. Land use controls are addressed in the Land Use Chapter and transportation is addressed in the Transportation Chapter. Citywide and local parks and recreation facilities and services are addressed in the Open Space Chapter. The Glenwood Riverfront does not necessitate refinement of Metro Plan natural gas and library facilities and services policy direction.

Wastewater Facilities and Services

Development in Glenwood over the last 20 years has been limited, in part, by a lack of existing public wastewater (sanitary sewer) infrastructure. The City has partially removed this limitation by constructing some of the key components of the public wastewater system, including two pump stations and the Glenwood Trunk Sewer in Franklin Boulevard. Challenges remain for providing public wastewater service to all areas in the Glenwood Riverfront. There are over 225 unincorporated acres in the Glenwood Riverfront, and there are several properties annexed to Springfield since 2000 that continue to be served by on-site sewage disposal systems (septic tanks). Significant investments in public and

private wastewater infrastructure are needed in order for the Glenwood Refinement Plan to be fully implemented.

Private Wastewater System

Existing septic systems in the Glenwood Riverfront include both central collection systems for some of the mobile home parks, and individual septic tanks and drain fields for commercial and industrial properties and single housing units, as depicted in Figure 1. Based on studies and inventories conducted by Lane County and Springfield, a number of the septic systems appear to be marginal or have already failed. The continued use of functional septic systems is allowed for existing uses in unincorporated areas of the Glenwood Riverfront. Springfield Municipal Code and Oregon Administrative Rules require that properties must be annexed to Springfield prior to connecting to the City’s wastewater system. In the event of a failing septic system and accompanying health hazard, as defined by the Oregon Revised Statutes, unincorporated properties are required to annex to Springfield and connect to the City’s wastewater system if such a system exists within a specified distance (typically 300 feet or less).

As property owners pursue annexation to develop or redevelop their property in the Glenwood Riverfront, they will most likely be required to connect to the public wastewater system. City policy requires that the cost of connection to public wastewater facilities be borne by the property owner as detailed in an annexation agreement.

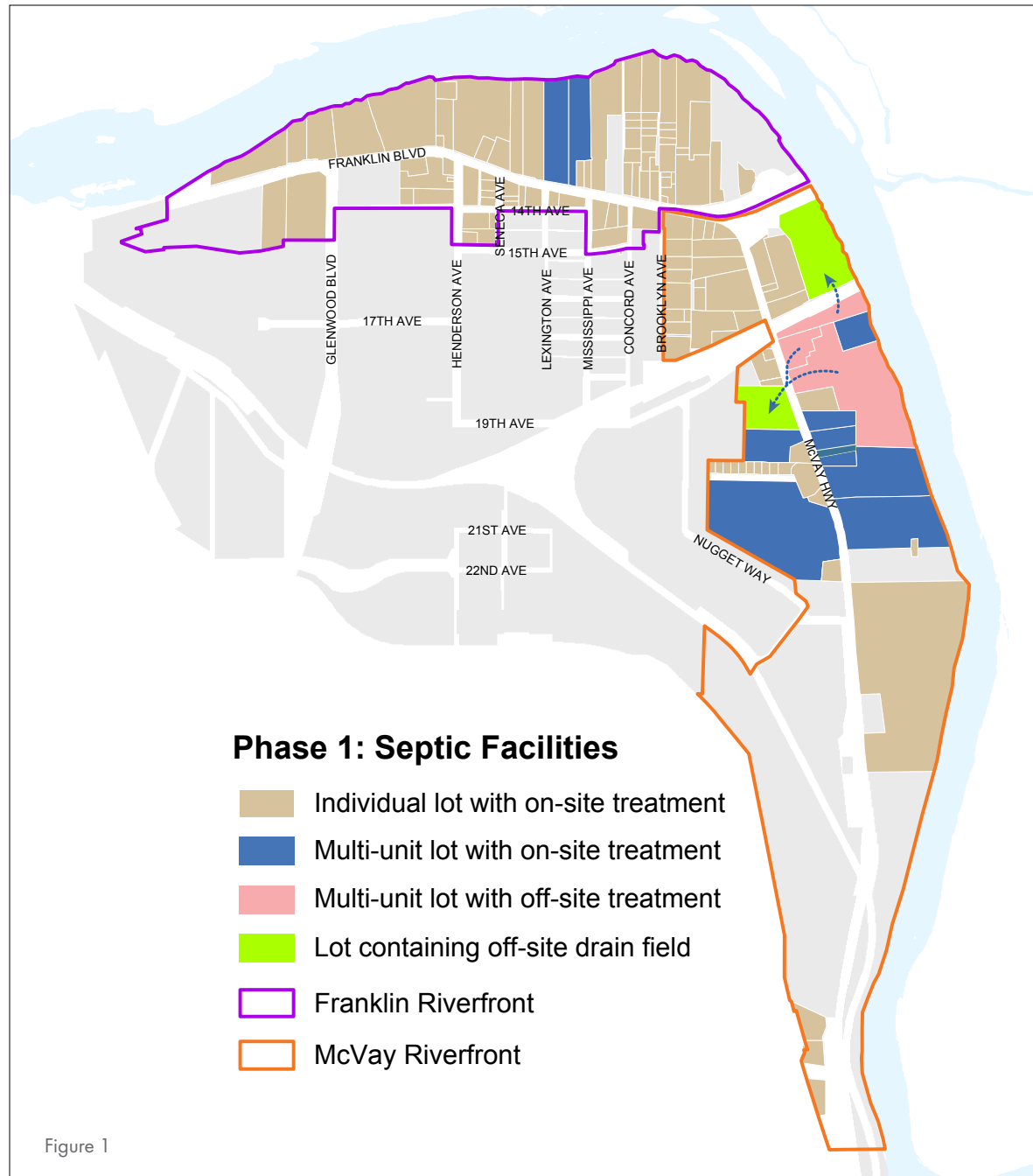


Figure 1

Objective:

Continue to apply Springfield's citywide policy on private wastewater systems in the Glenwood Riverfront, and provide public wastewater service to properties that do not have functional on-site treatment systems.

Policies & Implementation Strategies:

- Allow the use of on-site wastewater systems in unincorporated areas of the Glenwood Riverfront to continue and/or expand as may be permitted in the Oregon Administrative Rules, Springfield Development Code and Springfield Municipal Code, unless a health hazard is declared as specified in Oregon Revised Statutes.
- Collaborate with property owners to eventually eliminate on-site wastewater systems as properties are annexed to Springfield.

Public Wastewater System

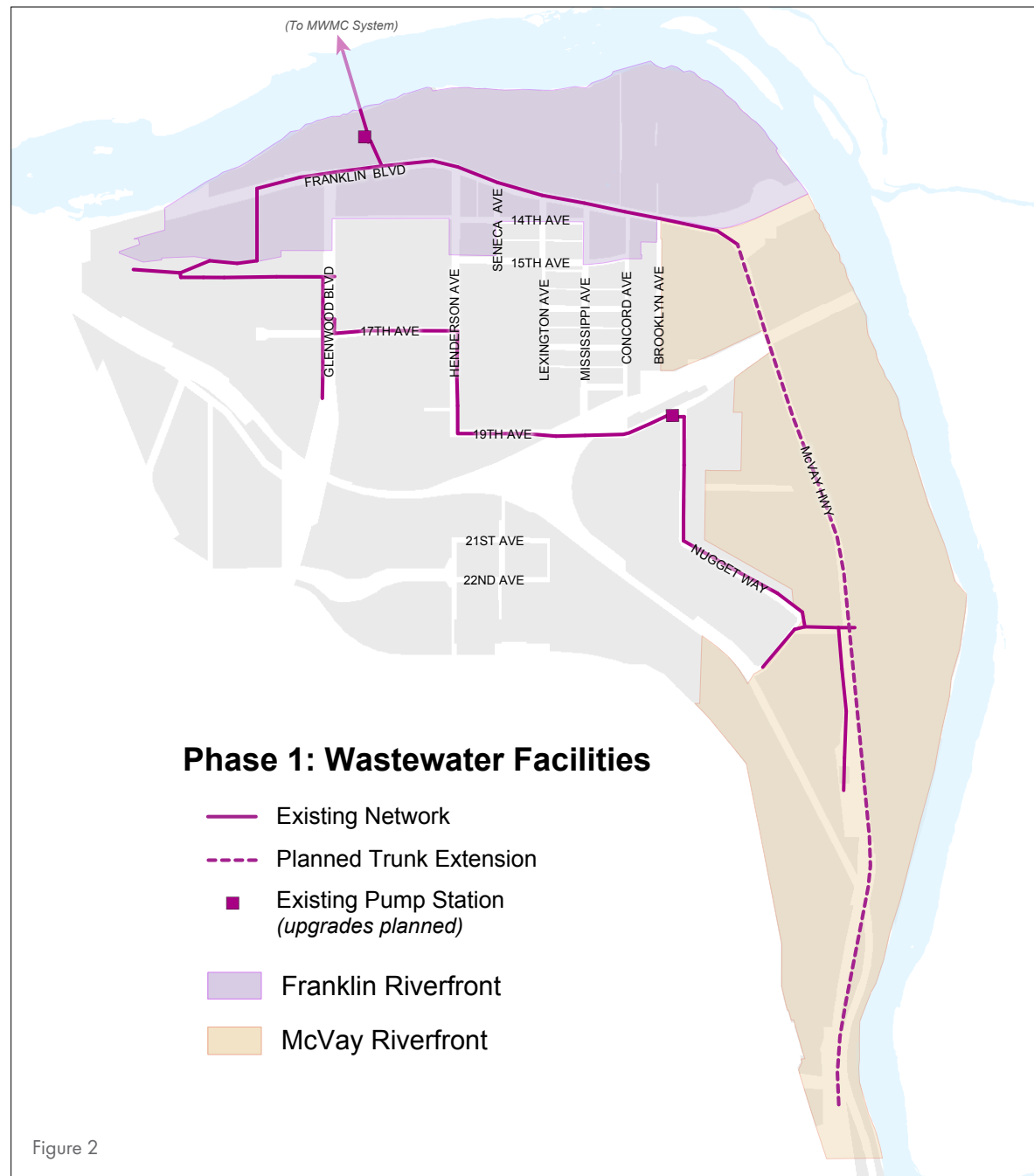
The Springfield Wastewater Master Plan states that adequate wastewater capacity will be available in Glenwood with the completion of the backbone system, including: upgrades to the Glenwood Pump Station; upgrades to, or decommissioning of, the Nugget Way Pump Station; and extension of the Glenwood Trunk Sewer, as discussed below and as depicted in Figure 2.

The Glenwood Pump Station is owned and operated by the Metropolitan Wastewater Management Commission (MWMC). It is located north of Franklin Boulevard, and east of Glenwood Boulevard. While the Glenwood Pump Station is capacity-constrained under 2008 land use zoning, reserve capacity would exist within the station via the installation of additional pumps. The timing of the installation of additional pumps will be driven by the type and rate of new development and redevelopment connecting to the wastewater system within the basin, both from Eugene and Springfield.

The Nugget Way Pump Station, owned and operated by Springfield, is located near the intersection of East 19th Avenue and Nugget Way. The Springfield Wastewater Master Plan identifies the Nugget Way Pump Station as capacity-deficient for both existing and future developed conditions under 2008 land use zoning. Although the Springfield Wastewater Master Plan and the 2011-2015 Capital Improvement Program (CIP) identify the Nugget Way Pump Station for an upgrade, the recent rehabilitation of manholes in Nugget Way have removed excess flow from the station, providing additional available capacity for growth. A preferred alternative to upgrading the pump station is to decommission the station and to construct a local sewer line in East 19th Avenue to connect to the future Glenwood Trunk Sewer extension in McVay Highway when this becomes available. However, funding for the project has not yet been secured.

The Glenwood Trunk Sewer, owned and operated by Springfield, currently extends east from the Glenwood Pump Station in Franklin Boulevard to the intersection with McVay Highway. This line was constructed in 2004 and has several laterals stubbed out at adjacent street intersections with Franklin Boulevard to allow for future wastewater line extensions in local streets. To accommodate projected growth in Glenwood, the Springfield Wastewater Master Plan identified extending the Glenwood Trunk Sewer southward in McVay Highway to the overpass for the Central Oregon and Pacific Railroad.

Extension of the Glenwood Trunk Sewer requires major capital funding. Timing of the construction of wastewater trunk lines depends on when Springfield will have funds available to construct the system, and how much demand there is for wastewater facilities or the need to replace failing septic systems. Springfield could utilize a Reimbursement District, as specified in Springfield Municipal Code, which provides a mechanism where owners of property that benefit from the construction of public improvements (by another property owner or the City) will share in the cost of those improvements through payment of a reimbursement charge at the time each benefited property is developed and/or the improvements are utilized. After the Trunk Sewer is constructed, the timing of the construction of local gravity collection lines depends, in part, upon the pattern of annexation. Generally, any extensions of the public wastewater system will be located within public right-of-ways. Location of service lines connecting individual properties to the Trunk Sewer will depend on a variety of factors, including land uses, adopted street pattern, and topography.



Objective:

Provide a public wastewater system capable of serving existing and future development and redevelopment in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Provide wastewater service in response to a demand for increased urban levels of development and adopted CIP priorities.
 - Evaluate and monitor the capacity of the Glenwood Pump Station to determine if additional pumps are necessary, and if so, place the project on the CIP.
 - Either upgrade or decommission the Nugget Way Pump Station, as funding becomes available.
 - Complete the extension of the Glenwood Trunk Sewer, as funding becomes available.

Water Reuse and Decentralized Design

As populations and cities' economies grow, water resources become increasingly stressed. Episodic and long-term climatic variations will further exacerbate these conditions. Comprehensive water resource strategies recognize the value of non-centralized sources of water supplies, including water reuse and reclamation practices. Water sources can include rainwater harvesting, stormwater infiltration management, graywater reuse, localized blackwater reclamation systems, and high-quality recycled water production. These practices are suited for new development and urban redevelopment efforts, such as in the Glenwood Riverfront. Federal and state policies² on water reuse currently exist to promote and guide community uses.

Rainwater

Rainwater harvesting is an ancient practice that is becoming popular as an alternative modern water supply. Rainwater harvesting captures, diverts, and stores rainwater for later use. Collection is usually from rooftops and storage in catchment tanks. Implementing rainwater harvesting techniques benefits the local area by reducing demand on the water supply and reducing runoff. Reducing runoff can help prevent localized flooding and helps to reduce contamination of surface water with pollutants such as sediment, fertilizers, and pesticides. The stored water can be used for non-potable purposes such as irrigating lawns, washing cars, or flushing toilets.

Stormwater

As described in the Open Space Chapter, runoff from urban areas, also known as stormwater, is one of the biggest threats to water quality in local rivers and streams. During rainy weather, contaminants

are flushed into the stormwater system that leads directly to local waterways. On-site treatment of stormwater, such as rain gardens, swales, and stormwater planters increase infiltration, filter out contaminants and replenish groundwater supplies.

Graywater

At the time this Plan was written, the Oregon Department of Environmental Quality's (DEQ) fact sheet on graywater stated the following: "Under Oregon law, graywater refers to shower and bath wastewater, bathroom sink water, kitchen sink wastewater, and laundry wastewater. Graywater does not include toilet or garbage wastes or wastewater contaminated by soiled diapers." Graywater can be contaminated with organic matter, suspended solids or, potentially, pathogenic microorganisms. However, if appropriately collected and handled, graywater can be safely reused for flushing toilets and urinals, as well as for irrigating certain trees and plants. Reuse of graywater reduces the demand on other sources of water, such as potable water, surface water, and groundwater.

Blackwater

Blackwater, in contrast to graywater, is domestic wastewater derived from all combined uses, including toilet and kitchen waste. Blackwater cannot be directly reused, but can be treated onsite for reuse. Advantages of blackwater reuse include onsite nutrient recovery and reduction in waste load on the centralized system. Modern closed-loop urban buildings can incorporate blackwater treatment systems such as Living Machine® and Eco-Machine™ technology, to biologically treat and filter blackwater for irrigation and other appropriate uses.

Recycled Water

Water has been naturally recycled through the earth's water cycle for millions of years. During the past 200 years, "unplanned recycling" has occurred. This is when upstream cities discharge their treated wastewater to a river or other waterway from which downstream cities obtain water for treatment to drinking water standards. For example, the Willamette River receives both treated wastewater and serves as a water source for many towns and cities. For approximately the past 75 years, water agencies have constructed "planned" recycling projects where treated wastewater is used for non-potable purposes.

Recycled water is thus wastewater that is purified through multiple levels of treatment. Recycled water is treated to strict standards and is rigorously monitored by local, state, and Federal agencies to ensure it meets those standards. Recycled water production results in a dependable, drought-proof, locally-controlled supply of non-potable water that is safe for beneficial purposes such as landscape and agricultural irrigation, toilet flushing, and industrial processes. Recycling water may also provide water

quality benefits by decreasing the diversion of freshwater from sensitive ecosystems and reducing the amount of nutrients and temperature introduced to water bodies.

The MWMC produces recycled water through its current treatment processes and uses recycled water for irrigation of landscaping and its poplar plantation. At the time this Plan was written, the MWMC was evaluating community interest in increasing recycled water use. Any development of recycled water use considerations in the Glenwood Riverfront should seek potential partnership with the MWMC.

Objective:

Foster opportunities for new development and redevelopment in the Glenwood Riverfront to take advantage of water reuse to provide economic and environmental benefits to the community.

Policies & Implementation Strategies:

- Explore opportunities to support the implementation of water reuse practices including, but not limited to: rainwater; stormwater; graywater; blackwater; and recycled water, as properties redevelop and develop.
- Collaborate with MWMC to implement planned water recycling projects, as properties redevelop and develop.

Stormwater Facilities and Services

Glenwood has never had a public stormwater collection system or a comprehensive plan guiding how stormwater runoff should be managed. Most of the runoff from Glenwood either infiltrates or flows overland to low areas, such as the Glenwood Slough and wetlands along the Union Pacific railroad right-of-way. The water pools in these low spots and then either finds its way to the Willamette River or infiltrates or evaporates over time. Most of the Glenwood Riverfront infiltrates or sheet flows into the wetlands that border the Willamette River with an occasional outfall from a public conveyance system and/or a private outfall discharging directly into the river.

The LID approach is the most efficient and preferred method to manage stormwater runoff in high density urban development and re-development in the Glenwood Riverfront. LID works with the natural and urban surroundings to manage stormwater as close to its source as possible. The LID method strives to treat runoff as a resource that is utilized to enhance a development rather than a waste product. This approach has several technologies including, but not limited to rain gardens, infiltration swales/ planters, vegetated roofs, rainwater harvesting, and permeable pavements. If effectively implemented, LID may have lower construction costs than conventional stormwater treatment infrastructure and can

reduce the needed space for these facilities. In many cases, LID can supplement and even replace irrigation systems for landscaped areas and reduce the need for a traditional, extensive underground piping network to drain a dense, urban area.

Private Stormwater Management Systems

Most of the existing private development in the Glenwood Riverfront does not have access to a public stormwater management system. Consequently, each individual site has developed a way to dispose of its runoff either onsite or as a direct discharge to the river. The existing private stormwater systems in the Glenwood Riverfront take advantage of the naturally pervious ground conditions to infiltrate the runoff on-site. Infiltration at these sites is provided by either a drywell system or surface sheet flows that pond in low areas. In these cases, flows are somewhat filtered before entering and recharging the ground water and making their way to the river. For systems that discharge directly by way of a piped system to the rivers, the runoff currently may be untreated and unfiltered.

As properties in the Glenwood Riverfront develop and redevelop, they will need to follow the current City policy that requires management of stormwater runoff on-site to provide for water quality treatment and groundwater recharge to the maximum extent practicable. This can be accomplished through a variety of ways that can be adapted to match the conditions found for each development, based on the natural and urban surrounding and LID application. Where available, a publicly owned conveyance channel may have additional capacity and be utilized to accept excess flows during large storm events. In general, vegetative stormwater treatment facilities are preferred over mechanical treatment. However, when site conditions or constraints related to the unique character of a site and its redevelopment activities make vegetative treatment unattainable, a suitable mechanical treatment can be utilized. LID facilities may be co-located in required landscaping as a feature that further maximizes the developable area. In addition to the increase in developable area, long-term benefits can be achieved by reducing the need for maintenance of separate landscaping and stormwater management areas.

Objective:

Encourage development and redevelopment in the Glenwood Riverfront by enabling property owners to utilize a range of options to manage stormwater runoff through LID, and reducing the expense incurred to install a conventional stormwater collection system in order to provide for stormwater quality treatment.

Policies & Implementation Strategies:

- To the extent practicable, amend the Springfield Development Code and the Springfield Engineering Design Standards and Procedures Manual to facilitate the use of LID techniques to achieve stormwater quality and optimal capacity management.
- Allow the use of mechanical stormwater treatment, where necessary.
- Allow the use of public infrastructure (if available for overflow capacity), where necessary.

Public Stormwater System

The Springfield Stormwater Facility Master Plan, adopted in 2008, identifies Glenwood as the highest priority area for stormwater infrastructure improvements. The construction of a stormwater system to serve the public infrastructure in Glenwood will facilitate high-density urban development of the Glenwood Riverfront area. It will also help improve water quality along the Willamette River with stormwater quality treatment facilities that will be constructed as part of the public infrastructure.

The existing public stormwater facility serving Franklin Boulevard is an undersized system. Current plans call for replacement with a minimally-sized system for the future Multi-Way Boulevard that utilizes LID to minimize and infiltrate most runoff. Where capacity is available, Springfield will utilize this system to accept treated stormwater overflows from adjacent development for large rainfall events, but not runoff from regularly occurring rainfall events that should be addressed on each development site.

A portion of the park blocks in the Franklin Riverfront will be utilized to convey, treat and infiltrate most runoff from the adjacent streets. Similar areas will be utilized in the Riverfront Linear Park for treatment and conveyance from public roads. The surface level stormwater treatment areas in the park blocks (e.g. vegetative facilities) will be used to treat and convey stormwater from adjacent private development where capacity exists. Simultaneous development of the park blocks, Riverfront Linear Park, and adjacent private development will allow this capacity to be fully utilized for denser development along the park and river frontage. In either case, the stormwater areas within the Glenwood Riverfront open space system can be used for overland conveyance of treated stormwater and limited additional infiltration capacity for adjacent development where excess capacity exists.

In some cases, it may not be feasible to immediately treat stormwater runoff from public roadways. Limited underground conveyance may be utilized for runoff from the public right-of-way to the nearest treatment facility, which may be located in the Glenwood Riverfront open space system. These limited underground conveyance systems will be utilized to minimize the required area of public right-of-way and to assist with managing accepted runoff from private development resulting from large storm events.

Objective:

Provide a public stormwater system capable of serving and managing existing and future development and redevelopment in the Glenwood Riverfront, and that provides for conveyance and treatment of stormwater runoff.

Policies & Implementation Strategies:

- Provide stormwater runoff management in response to a demand for urban levels of development and adopted CIP priorities.
 - Provide treatment and conveyance of stormwater runoff for new public facilities.
 - Provide for conveyance of treated stormwater from private development to receiving areas, such as the Glenwood Slough and the Willamette River.
 - Provide treated emergency overflow conveyance to receiving waters to meet Council Stormwater Goal 1: Protect citizens and property from flooding (Springfield Stormwater Management Plan, Chapter 4) from large rainstorm events, where possible.

Electric Facilities and Services

In 2001, the Springfield Utility Board (SUB) and the Eugene Water and Electric Board entered into an agreement transferring electric service responsibility in Glenwood to SUB. SUB is now the electric service provider for all of Glenwood. Communication facilities and services are made available to existing and future development/redevelopment by private service providers. This Chapter therefore does not contain specific objectives, policies, or implementation strategies regarding communication facilities and services. Nevertheless, current Development Code standards direct developers, in contracting with these service providers, to follow regulations similar to electric standards regarding capacity, placement, and mitigating visual impacts.

System Capacity

A system of above-ground and underground distribution feeder lines, as well as above-ground and underground service laterals, provide electricity to existing development in Glenwood³, as depicted in Figure 3. These existing electric facilities are adequate to meet the electricity demand in Glenwood at this time (approximately six annual megawatts (aMW)⁴). However, SUB has identified the need for an additional substation to provide electric service to Glenwood, in particular the Glenwood Riverfront, as redevelopment or new development occurs. Specifically, this need will be triggered when a single new load requires greater than three aMW or there is a cumulative need for a total of ten aMW. SUB has indicated that from the

time this need is identified to the time the substation would be able to provide the additional capacity in the Glenwood Riverfront will be approximately three years.

SUB's identification of potential sites for acquisition and development of a future substation is ongoing and guided by the following SUB siting requirements:

- a minimum of two acres in size (preferably flat and rectangular);
- relatively flat access with no sharp bends to accommodate delivery of the transformer;
- proximity to an existing regional transmission line;
- the ability to acquire dedicated easements for extending the transmission line to the substation; and
- the ease of connectivity to existing distribution lines and loads.

Given the influence of the substation (and associated transmission and distribution lines to and from the substation) on the landscape in the Glenwood Riverfront, evaluation of sites must be coordinated with the City, as discussed in the Utility Placement and Visual Impact section below.

Objective:

Provide a public electric system capable of serving existing and future development and redevelopment in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Collaborate with SUB to increase the capacity of the electric system to meet future development needs.
 - Evaluate potential locations for and construct a future substation in Glenwood in coordination with expected development.
 - Locate and design the future substation and transmission, distribution, and service facilities as specified in the Utility Placement and Adverse Environmental, Visual, and Health Impacts section.
 - Make electric service available as part of the Land Division and Site Plan Review processes.

Utility Placement & Adverse Environmental, Visual and Health Impacts

Electric services infrastructure is an essential part of development, but it can be a source of adverse visual impact and its placement can affect the walkability of the neighborhoods in which it is located. Further, the location of transmission lines in relation to avian migratory patterns, vegetative management practices used to maintain safe access to transmission lines, and the noise pollution created by the

'hum' of overhead transmission and distribution lines may affect the environment and public health. As stipulated in the SDC, wherever possible, all utility lines must be placed underground. However, the SDC provides for some exceptions, such as transmission lines and distribution feederlines. Thus, the placement of electric utilities in the Glenwood Riverfront, both in the public right-of-way and on private property, should be coordinated with SUB to ensure that the character of the neighborhoods and streetscape envisioned for the Glenwood Riverfront are achieved as development or redevelopment occur.

Objective:

Minimize the impact of electric facilities on the visual and natural environment, public health, noise pollution, and pedestrian paths of travel as new development or redevelopment occur in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Coordinate with SUB to develop criteria for locating and obscuring electric facilities that consider visual, auditory, health and environmental impacts; pedestrian mobility; operational ease; and initial costs and maintenance costs in association with proposed development in the Glenwood Riverfront.
- Consider views, visual pollution, public health, natural environment, and noise pollution in locating and obscuring transmission facilities.
 - Follow natural landforms in aligning transmission lines while avoiding alignments along hillcrests or steep grades that expose the facilities to views; and cross hills obliquely rather than at right angles.
 - Align transmission lines along edges of land uses to avoid scenic areas and to avoid dividing land use patterns.
 - Utilize trees to provide a backdrop to minimize the silhouette of transmission lines against the sky.
 - Reduce the length of visible segments of transmission lines by interrupting views with trees or offsetting the location of segments behind trees and other topographic features where long views of the transmission lines would otherwise occur.
 - Minimize the 'tunnel effect' of long, straight, uninterrupted views along transmission lines by only clearing vegetation that threatens the lines and by joggling the alignment at road crossings.
 - Minimize the number of transmission poles and consider color and materials in designing the appearance of transmission poles and line attachments so that they blend harmoniously with their surroundings.
 - Route and locate transmission lines to minimize or eliminate the need for vegetation management.

- Route and locate transmission lines to minimize potential health effects and noise pollution on Glenwood residents.
- Route and locate transmission lines to minimize potential effects on avian migratory patterns.
- Consider views and visual pollution in locating and obscuring distribution lines.
 - Coordinate with SUB to locate new distribution feeder lines underground as part of the Franklin Boulevard and McVay Highway transportation facility upgrades.
- Consider views, visual pollution, and pedestrian mobility in locating and obscuring feeder lines, transformers, junction boxes, vaults and equipment cabinets.
 - Locate or relocate service lines underground in coordination with proposed streets, driveways, accessways, and paths.
 - Coordinate the routing or re-routing of service lines with private developers to minimize potential detrimental effects on the layout of new development/redevelopment.
 - Locate transformers, equipment cabinets, vaults, and junction boxes within buildings or underground, where possible; where not possible, locate these facilities outside of pedestrian routes, such as sidewalks, crosswalks, and building entrances, and utilize landscaping and public art to make these facilities as unobtrusive as possible on the public realm/streetscape.
- Consider views and visual pollution in locating and obscuring the future substation.

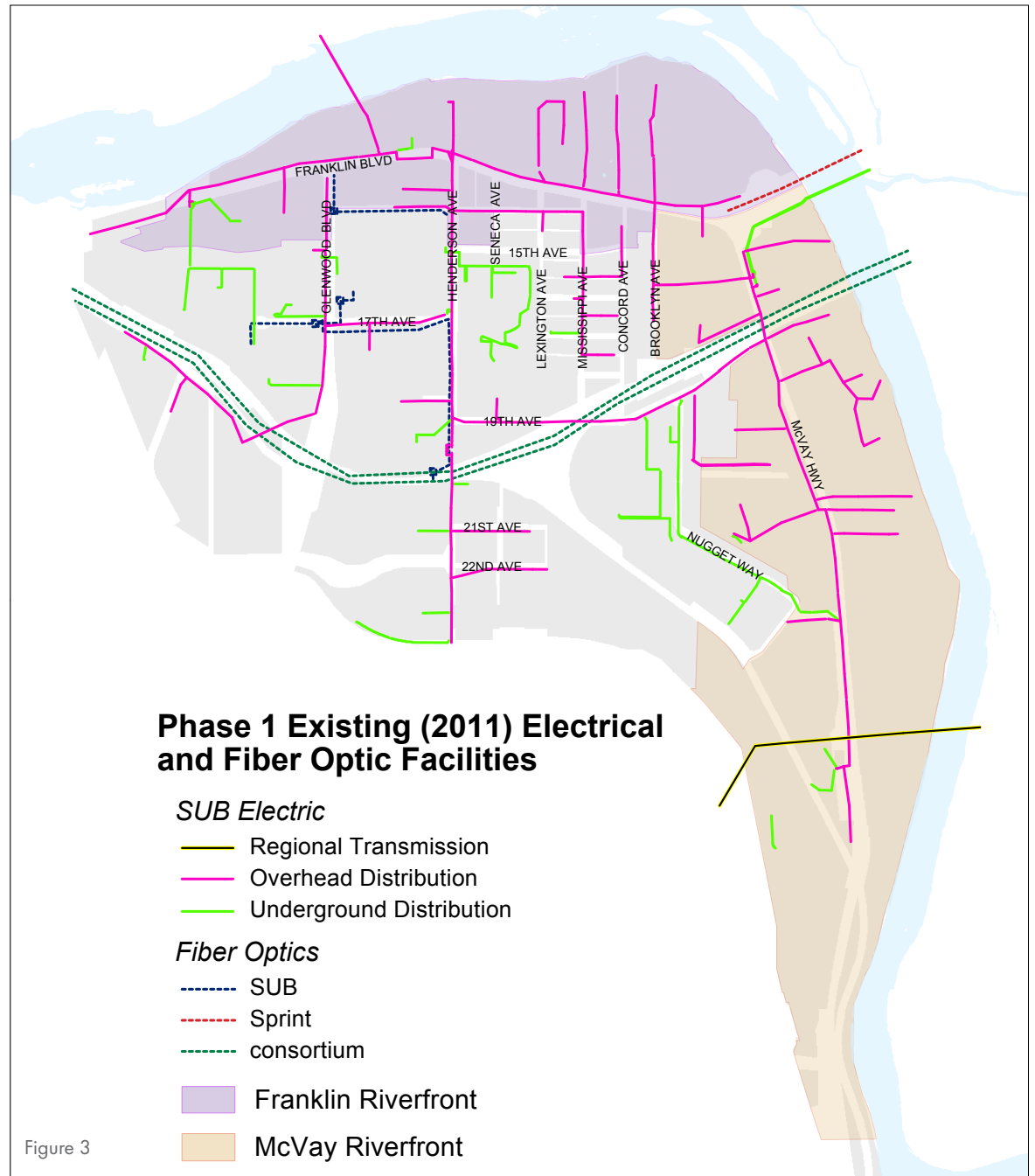


Figure 3

- Locate the substation in an industrial or employment-designated parcel outside the boundary of the Phase I Glenwood Riverfront.
- Obscure the substation and transformer from public view and attenuate the noise generated by these facilities by means of plant materials, earth berms, or enclosure walls.

Water Facilities and Services

There are three water districts currently in Glenwood: The Glenwood Water District (GWD); the Eugene Water and Electric Board (EWEB); and the SUB. Until 2001, the GWD contracted with EWEB for water service. At that time, SUB and the GWD signed a Water Supply and Services Agreement stating that SUB will provide water supply and related operational and maintenance services to the GWD. SUB purchased water from EWEB and resold it to the GWD during the interim period while SUB constructed new water transmission facilities to provide water to the GWD. The purchase of water from EWEB was incrementally reduced as SUB constructed new water distribution facilities in Glenwood and was discontinued in April 2009. The SUB-GWD Agreement was updated in 2006.

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

In 2001, SUB and EWEB signed a Transfer Agreement that discussed the termination of the water service agreement between the GWD and EWEB and specific EWEB water facilities. There are 16- and 24-inch water mains along the southern border of Glenwood that will remain under EWEB's jurisdiction in order to serve Eugene's southern regions and along 30th Avenue, directly north of Lane Community College. These mains currently terminate at Nugget Way. SUB is leasing a portion of the 24-inch EWEB water main east of the Laurel Hill Pump Station to provide a looped system in this area, until such time as EWEB is prepared to extend the transmission main further to the south. EWEB will continue to own the water mains in its possession.

System Capacity

The water system in the Glenwood Riverfront is comprised of hydrants and distribution piping, as depicted in Figure 4. The system is fed from an intertie with SUB's west distribution system located at the east end of the South A Street Bridge. In 2004, SUB constructed a 24-inch transmission pipeline across the bridge. Large diameter 16-inch water mains have been constructed from the bridge west to Glenwood Boulevard and south to East 19th Avenue and Nugget Way. Personnel from the GWD and SUB have reported that existing pipe sections removed from the water system during water improvement construction projects show existing pipe to be in relatively good hydraulic condition. Additional large diameter water mains are planned as development occurs that requires the additional capacity. There are a number of private water wells that service Glenwood properties that will continue in operation at least until the property is annexed to Springfield.

Objective:

Provide a public water system capable of serving existing and future development and redevelopment in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Provide water service either directly or by contract.
 - Continue to contract with EWEB for the use of their transmission pipeline to provide a looped SUB water system in south Glenwood until both utilities agree upon an alternative.
 - Continue the contract with the GWD to provide water service to customers in the unincorporated portions of Glenwood until the GWD is dissolved.
 - Monitor development in Glenwood and establish a plan for the construction of additional water mains.
- Determine the appropriate timing for dissolution of the GWD.
 - Address the provision of fire protection service to unincorporated Glenwood prior to the dissolution of the GWD.
 - Ensure that the GWD notifies Springfield and SUB well in advance of the dissolution of the GWD to facilitate orderly transition.

Utility Placement & Adverse Visual and Walkability Impacts

Similar to electric services, water services infrastructure is an essential part of development, but it can be a source of adverse visual impact and its placement can affect the walkability of the neighborhoods

in which it is located. Water mains and water service laterals are placed underground. However, SUB requires the placement of water apparatus, such as water meters and backflow prevention devices, above-ground due to Oregon Health Division rules regarding flooding and draining. Thus, the placement of water utilities in the Glenwood Riverfront, both in the public right-of-way and on private property, should be coordinated with SUB to ensure that the character of the neighborhoods and streetscape envisioned for the Glenwood Riverfront are achieved as development or redevelopment occur.

Objective:

Minimize the impact of water facilities on the visual environment and pedestrian paths of travel as new development or redevelopment occur in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Coordinate with SUB to develop criteria for locating and obscuring water facilities that consider visual, auditory, health and environmental impacts; pedestrian mobility; operational ease; and initial costs and maintenance costs in association with proposed development in the Glenwood Riverfront.
- Consider views, visual pollution, and pedestrian mobility in locating and obscuring water meters, backflow prevention devices, and other above-grade water apparatus.

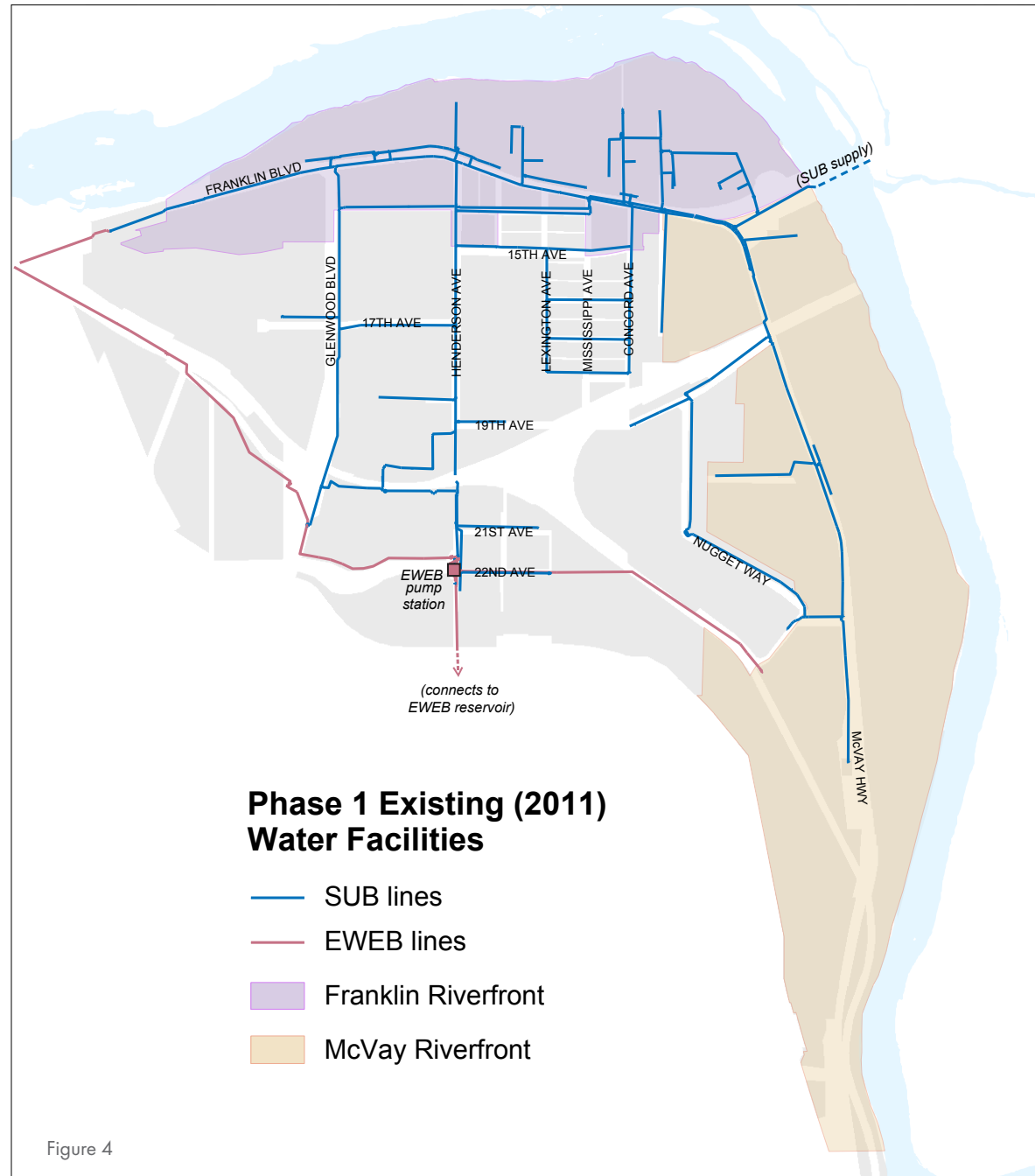


Figure 4

- Locate or relocate water lines in coordination with proposed streets, driveways, accessways, and paths.
- Coordinate the routing or re-routing of service lines and above-grade water apparatus with private developers to minimize potential detrimental effects on the layout of new development/redevelopment.
- Locate above-grade water apparatus including, but not limited to water meters and backflow prevention devices, outside of pedestrian routes, such as sidewalks, crosswalks, and building entrances; and utilize landscaping and public art to make these facilities as unobtrusive as possible on the public realm/streetscape.

Police Facilities and Services

The Springfield Police Department provides patrol service and police protection to those portions of the Glenwood Riverfront that have been annexed to Springfield. Police protection is currently provided to the unincorporated portions of the Glenwood Riverfront by the Lane County Sheriff's Department and the Oregon State Police. As property owners of unincorporated portions of the Glenwood Riverfront seek annexation for development and redevelopment, annexed properties will receive the same level of police services that are provided to other areas within Springfield.

System Capacity

The Springfield Police Department's Long Range Plan for Police Services considers the impact of adding additional acreage in the Glenwood Riverfront to Springfield's police service area as these properties are annexed. One of the goals of the document is to establish objective criteria that would be used to evaluate staffing levels. Adding additional acreage in the Glenwood Riverfront to the service area will have an impact on those models. However, none of the Springfield Police Department's long-range planning will affect Glenwood Phase I for a number of reasons. Glenwood Riverfront redevelopment/new development is just one part of a larger conversation about measuring police services (population, crime rates, call loads, geographic coverage, etc.). There are no plans to request specific system improvements for the Springfield Police Department, such as substations; the issue will be staffing levels as calls for service grow (a work load issue) and as the geographical coverage expands (a response time issue). Response times are driven by three primary considerations: seriousness of the call; availability of units; and geographic location of units. Higher priority calls in the Glenwood Riverfront will result in field units being pulled off other calls and re-routed. That has always been the Springfield Police Department's practice, but as southern and western areas of the Glenwood Riverfront are annexed, the likelihood is that field units will be farther away, and response times across Springfield will be slower.

Objective:

Provide patrol service and police protection services capable of serving existing and future development and redevelopment in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Make Springfield Police services available for those properties within the city limits.
 - Offer services as specified in Springfield’s Long Range Plan for Police Services.
- Continue to rely on Lane County Sheriff and Oregon State Police services available for those properties outside of the city limits until annexation to Springfield occurs.

Fire & Emergency Medical Facilities and Services

The Springfield Fire and Life Safety Department currently provides fire and emergency medical services to all of the Glenwood Riverfront. Springfield provides fire protection services within the city limits, and the GWD contracts with Springfield to provide fire protection services to unincorporated areas of the Glenwood Riverfront. Since 2010, Eugene and Springfield have signed agreements regarding mutual aid and initial response by the closest unit known as the 3 Battalion System. Additionally, a functional consolidation of both fire departments has occurred as an initial phase of the eventual possible merger of both fire departments.

System Capacity

Current fire station locations in Eugene and Springfield are adequate to meet the four-minute response time standard⁵ for nearly all of the Glenwood Riverfront under proposed conditions, as depicted in Figure 5. A new fire station may be constructed near downtown Springfield to better balance overall system response time and equipment capabilities for West Springfield and East Glenwood. If a merger occurs, a new fire station may be located off Franklin Boulevard in Springfield. If a merger does not occur, the existing 3 Battalion agreement is anticipated to be continued.

The Springfield Fire and Life Safety Department, through the Fire Marshal’s Office, also issues permits for the use and storage of hazardous materials, and for operations utilizing hazardous materials that are regulated by the Springfield Fire Code.

Objective:

Provide fire and life safety services capable of serving existing and future development and redevelopment in the Glenwood Riverfront.

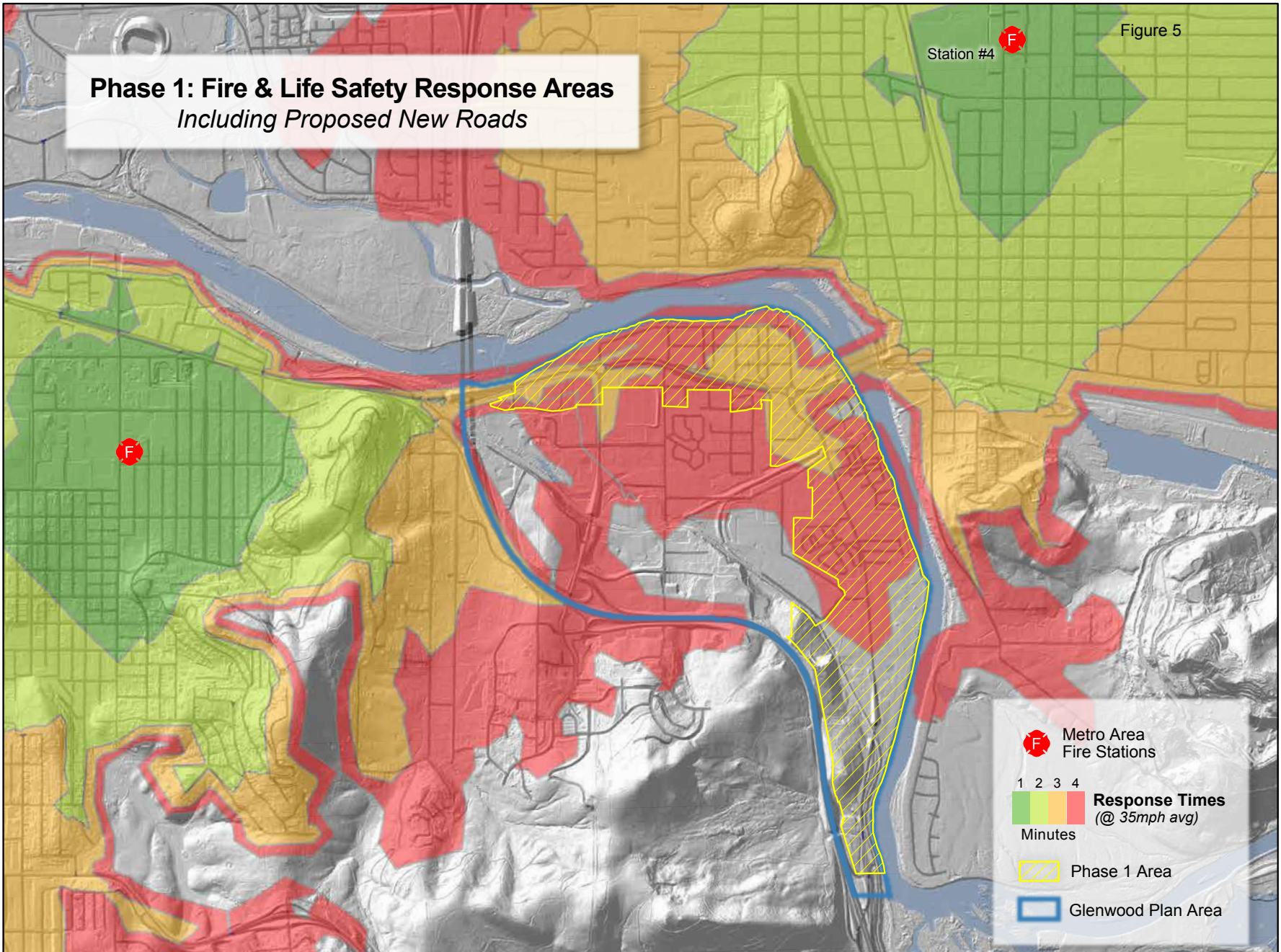


Figure 5

Policies & Implementation Strategies:

- Make Springfield fire and emergency medical services available for properties within the city limits.
 - Consider the impact of a merger between Springfield’s Department of Fire and Life Safety and Eugene’s Department of Fire and Emergency Services when evaluating emergency response capability in the Glenwood Riverfront, even after annexation to the City.
- Consider siting a new fire station in the southwest corner of Subarea C in the event a merger of the Springfield and Eugene fire departments occurs.
- Consider the relocation of Springfield Fire Station #4 closer to the Pioneer Parkway/Main Street intersection to better balance overall system response time and equipment capabilities for West Springfield and East Glenwood.
- Continue to make fire and emergency medical services available in unincorporated areas under contract with the Glenwood Water District.
 - Address the provision of fire protection service to unincorporated areas prior to the dissolution of the Glenwood Water District.

School Facilities and Services

A majority of the Glenwood Riverfront area falls within the Eugene School District 4J (District 4J) boundary, with the southernmost portion of the Glenwood Riverfront falling within the Springfield School District 19 (District 19) boundary, as depicted in Figure 6. Glenwood students are bused to schools in either District 4J or District 19 because, currently, there are no public schools in Glenwood.

There have been recent conversations between the two school districts concerning the possible transfer of jurisdiction from District 4J to District 19. While District 19 recognizes the validity of the concerns about boundary adjustments expressed by District 4J due to declining enrollment and costs, District 19 desires to continue to investigate the topic of jurisdictional transfer. However, school district boundary changes are regulated under Oregon Revised Statutes and Oregon Administrative Rules. School district boundary changes require the mutual consent of the involved district school boards, and/or a request submitted by the electors of the affected districts, or legislative action. In the Glenwood Riverfront, annexation to Springfield will not directly affect current school district boundaries. Any resolution of the transfer of jurisdiction question must be brought about by agreement between the two school districts outside of the scope of Glenwood Phase I.

System Capacity

Both school districts have seen a steady decline in both funding and enrollment, and have had to consolidate and/or close schools in recent years. In addition, population projections indicate decreasing household size over the next decade. Any proposed increased residential density and development in the Glenwood Riverfront may impact this situation. Nevertheless, both school districts have indicated that an increase in student enrollment in the Glenwood Riverfront could be served by existing schools. Thus, it is doubtful a new public school will be built in Glenwood. Both school districts will continue to serve any increase in Glenwood student enrollment by busing.

Objective:

Continue to provide quality public education to students residing in the Glenwood Riverfront.

Policies & Implementation Strategies:

- Make public education services available to students in either District 4J or District 19 according to existing school district service boundaries.
- Encourage Districts 4J and 19 to continue discussions on the transfer of school boundaries, as appropriate.

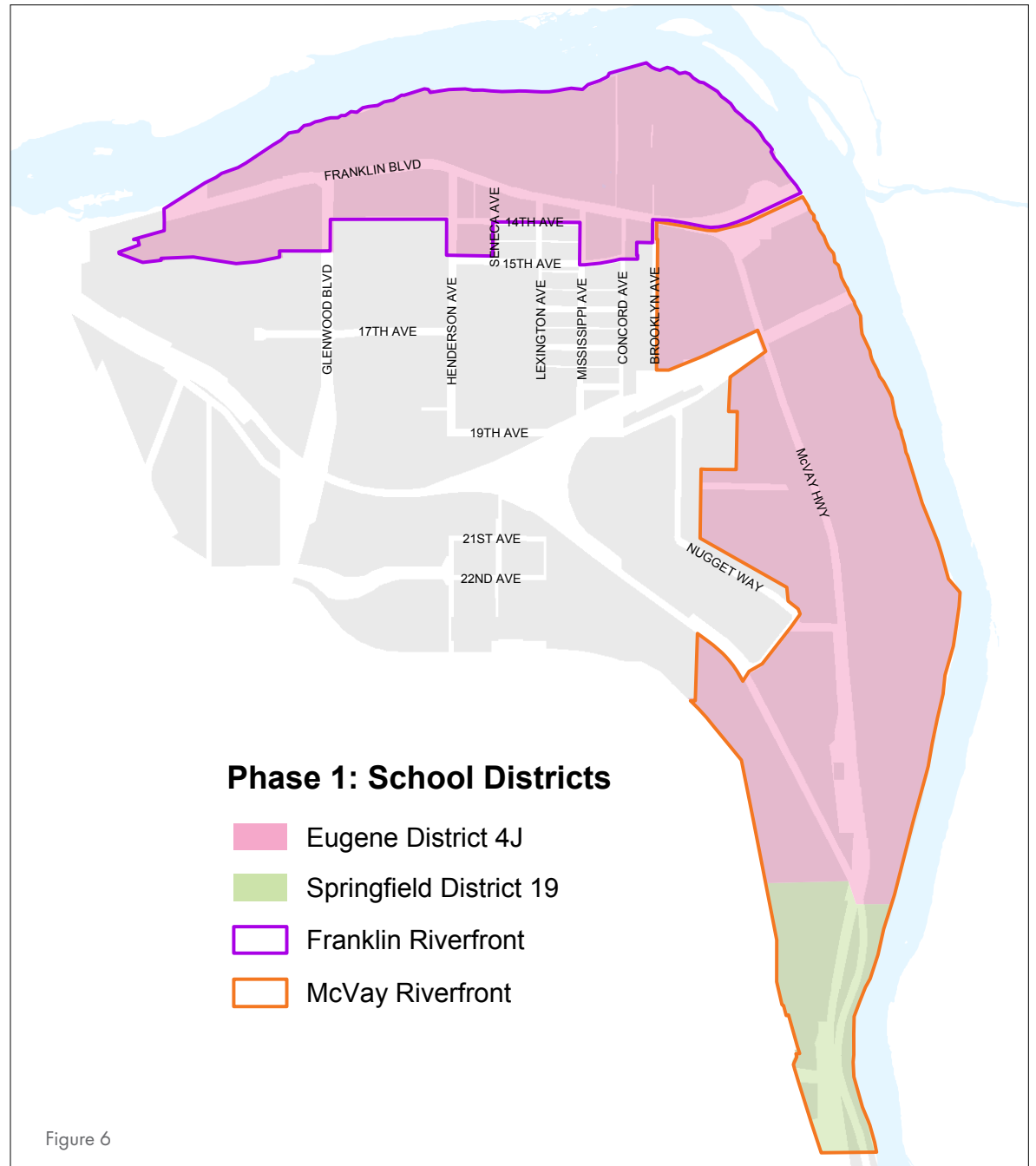


Figure 6

¹The Metro Plan defines the minimum level of key urban facilities and services as: wastewater service; stormwater service; transportation; solid waste management; water service; fire and emergency medical services; police protection; citywide park and recreation programs; electric service; land use controls; communication facilities; and public schools on a district-wide basis (in other words, not necessarily within walking distance of all students served). The Metro Plan defines a full range of key urban facilities and services as the minimum level plus urban public transit, natural gas, street lighting, libraries, local parks, local recreation facilities and services, and health services.

²At the time this Plan was written, the following documents provided state and Federal guidance on water reuse: Guidelines for Water Reuse (EPA/625/R-04/108, September 2004); House Bill 2080: Legalization of graywater for beneficial use in Oregon; OAR 340-053: Rulemaking Plan for Graywater Treatment, Disposal, and Reuse; OAR 340-055: Recycled Water Use Rules; Governor's Executive Order No. 05-04 (March 2005): lists water reuse as an integral component of economic development, water conservation and environmental sustainability in Oregon; Oregon's Integrated Water Resources Strategy (OWRD, in progress); and the Oregon DEQ web site.

³An above-ground transmission line crosses the Willamette River at the southern end of the McVay Riverfront but is not associated with service provision in the Glenwood Riverfront at this time. It will, however, be instrumental in providing service to the Glenwood Riverfront in the future.

⁴An aMW is 8,760 megawatt hours. This is the continuous output of a resource with one megawatt of capacity over a full year. A megawatt hour is 1,000 kilowatt-hours, which is the amount of electricity the average Oregon household uses in a month.

⁵Annexation of property outside the four-minute response time requires the property owner to conduct and document a response time study.

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Financing Public Infrastructure



Public private partnerships are an important option that can be utilized in times of economic uncertainty and in periods of prosperity. There is a nexus between the public sector's needs and the private sector's goals. Local and state governments, particularly in today's challenging economic times, need to find innovative ways to improve infrastructure that makes sense to the taxpayer.

- Doug Domenech, Secretary of Natural Resources of the Commonwealth of Virginia

Financing Public Infrastructure

Introduction

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

A discussion of capital financing resources naturally divides into two categories: locally controlled sources and sources of funding from external sources. Within each category, there are a number of sub-categories, as described below.

Locally Controlled Sources

Systems Development Charges

For most Oregon cities, the method of choice for local funding of new capital infrastructure is the Systems Development Charge (SDC)¹. Also known as Impact Fees, SDCs are charges imposed on development to recover the costs associated with providing infrastructure to meet the demands of growth. The imposition of these charges, and the use of the revenue, is carefully regulated by state statute. Springfield imposes SDCs for transportation, local wastewater collection, and stormwater collection. In addition, MWMC imposes charges for regional wastewater treatment; Willamalane imposes charges for park and recreation facilities; and SUB imposes charges for water and electric service. Each of the charges is set by a detailed methodology which depends, in large part, on projects lists of the facilities that are reasonably expected to be required to meet the needs of growth over a period of approximately 20 years.

Like many cities, the SDCs imposed by Springfield are implemented on a city-wide basis, with no distinction for particular geographical areas. While some Oregon cities create surcharges or differential SDCs for particular areas within the city, a Citizen Advisory Committee, which considered updates to Springfield's SDC methodologies in 2008, recommended against creating differential SDC rates. That recommendation was adopted by the Springfield City Council. Willamalane's park and recreation SDCs also are implemented on a community-wide basis.

Operating Reserves

A second locally controlled source of capital funding is to reserve amounts from operations revenues for future capital purposes on a pay-as-you-go basis. This typically occurs when infrastructure systems are operated as utilities, as Springfield does for its local wastewater, stormwater, and transportation systems. Although Springfield has typically done this, financial challenges and emerging capital needs have resulted in these reserves being essentially depleted.

Debt Financing

A third locally driven source of capital funding is the issuance of some form of debt. While the variety of debt instruments available to local governments is too broad for a detailed discussion in this Plan, two are worthy of mention: general obligation bonds; and revenue bonds.

General Obligation Bonds

General obligation debt is backed by the full faith and credit of Springfield and all of its General Fund resources, although for most purposes this means the property tax revenues of the City. If Springfield issues this particular debt and relies only on existing sources of property tax revenue, the debt may be issued at the direction of the City Council. More commonly, a city would seek to rely on supplemental property tax revenue to provide a source of repayment. In that case, the issuance of debt requires the affirmative vote of Springfield residents.

Like Springfield and other units of local government with taxing authority, Willamalane may also fund capital projects through the use of general obligation bonds. During the last thirty years, Willamalane has used general obligation bonds to construct the Willamalane Adult Activity Center and SPLASH at Lively Park, and to renovate and reconstruct Willamalane Park Swim Center. In all cases, Willamalane has relied upon the voters to approve bond measures to make these improvements. Willamalane may consider a bond measure in the near future to support additional land acquisition, park development, and facility improvements as supported by community input and the District's Comprehensive Plan.

Revenue Bonds

Revenue bonds do not require a vote of the people, but can be issued only if there is a source of revenue for repayment which is satisfactory to the purchaser of the bonds. Generally, this means a reliable revenue source such as a user fee. Recently, Springfield has issued revenue bonds supported by the user fees collected from wastewater and stormwater drainage users. Historically, Springfield has not issued revenue bonds to fund street capital improvements. In large part, this is because customarily an issuer must demonstrate that user fee revenue equal to 1.25 times the debt service on the

bonds is available to pay the debt service. At the time this Plan was written, the financial condition of Springfield's Street Fund does demonstrate this revenue source.

Willamalane has used a similar mechanism for revenue bonds called Full Faith and Credit Obligations. These obligations were issued to construct the Community Recreation Center in 2006, and to purchase and remodel the Regional Sports Center in 2010. Repayment of the obligations is based on the ability of Willamalane use general fund resources, such as property tax receipts and user fee revenue. The amount of use and revenue generated from users of the facilities is key to Willamalane's internal decision to proceed with issuance of such obligations.

Tax Increment Financing

Tax-increment financing (TIF), which was developed in California in the 1950s, has been enabled by Oregon statute since 1960. In general, TIF laws allow local officials to designate a geographical area within their community as a TIF district. In Oregon, TIF districts are referred to as Urban Renewal Districts². Once the district boundary is established and the city receives approval to create the district, property taxes generated within the district are frozen at the current level for the life of the district. This base level of taxes continues to be allocated as it always has, but any additional taxes that are collected above that base level due to market appreciation, improvements to existing properties, and new development, are set aside. This incremental tax revenue is then used for major investments in the district on a pay-as-you-go basis, or to support the issuance of tax increment bonds. At the end of the life of the district, all tax revenue from the district is allocated to the original taxing authorities.

In 2004, a majority (72%) of Springfield voters approved establishing a Glenwood Urban Renewal District to: help facilitate the expansion of industrial areas available to firms; revitalize emerging industrial areas in this part of Springfield; and redevelop the Glenwood Riverfront. The district was subsequently adopted by the Springfield City Council and Lane County Board of Commissioners and is governed by the Springfield Economic Development Agency, comprised of City Councilors and County Commissioners. The Glenwood Urban Renewal Plan outlines development strategies, priorities, projects and incentives to guide the use of tax-increment funds generated over the life of the district (20 years).

Funding from External Sources

There are opportunities that may be derived from other levels of government and external sources, which involve Springfield partnering with private enterprise to secure available capital funding.

State and Federal Programs

Both the State of Oregon and the Federal government have a number of programs that offer grants, loans, or loan subsidies for capital improvements. Most of these programs are system dependent. For example, the Federal Transportation Improvement Generating Economic Recovery (TIGER) program has funded a number of major transportation improvements across the country, including in Oregon. Springfield, in conjunction with the Lane Transit District and Eugene, has applied, unsuccessfully, for funding for Franklin Boulevard from this program. However, the City might seek to re-apply should new phases of the program be announced. Federal funds are also available under the Surface Transportation Program. The Clean Water State Revolving Fund is an Oregon program backed by Federal funding that offers grants and loans for wastewater and stormwater projects. Springfield and MWMC both have projects on the funding priority list for this program. Other programs, such as the Oregon State Public Works Fund offer grants and loans for a variety of infrastructure programs.

Congressional Funding

In addition, at the Federal level, Springfield has had some success in the past securing funding for transportation and stormwater projects by directly seeking Congressional funding. These involve 'earmarks' by members of the Oregon Congressional delegation in authorization or appropriation bills passed by the Congress. Although there seemed to be a general consensus that the earmark approach would not be favored by Congress at the time this Plan was written, the possibility exists that some form of targeted spending, under some new name, might be available. To ensure that Springfield positions itself well to take advantage of these opportunities, it will be useful to continue to participate in the 'United Front' effort that many local agencies have joined in to present a consolidated list of funding proposals to the Oregon Congressional delegation.

Local Improvement & Reimbursement Districts

Springfield has also experienced past success in partnering directly with developers and residents to secure capital funding. Springfield can use Local Improvement Districts (LIDs), or assessment districts, to secure private funding for infrastructure that specifically benefits certain properties. Springfield can also create reimbursement districts that permit a developer to fund significant capital improvements and then recover some portion of the cost through payments from subsequent development that takes advantage of those improvements. This approach can be attractive to developers who wish to move in advance of Springfield's ability to generate adequate resources to fund a capital improvement whose benefits extend beyond the particular development that requires the project to proceed.

Exactions and Dedications

Lastly, Springfield does have the power to require that a developer, either in the context of an annexation agreement or a development agreement for a specific development, provide the infrastructure that is required to serve that development. This ability to exact improvements is limited by judicial interpretations of both Federal and state constitutional limitations against taking private property for public use.

Objective:

To the extent practicable, utilize a broad variety of funding strategies and partnerships with other public agencies and private interests to provide the public infrastructure needed to support the Glenwood Refinement Plan.

¹State statutes also authorize a reimbursement SDC. Although Springfield imposes a reimbursement SDC, revenue from that source, while it can be used to meet the needs of growth, is typically used to fund capital preservation of existing facilities.

²Urban renewal is a program of land redevelopment in areas of moderate to high-density urban land use. Its modern incarnation began in the late 19th century in developed nations and experienced an intense phase in the late 1940s – under the rubric of reconstruction. The process has had a major impact on many urban landscapes, and has played an important role in the history and demographics of cities around the world. Many cities link the revitalization of the central business district and gentrification of residential neighborhoods to urban renewal programs of the 1940s – 1960s. Over time, urban renewal has evolved into a policy based less on destruction and more on renovation and investment, and today is an integral part of many local governments--often combined with small and large incentives.

Urban Transition and Annexation



Annexation is probably the most valuable tool a city has to ensure orderly growth and development.

- Jeff Hawkins

Urban Transition and Annexation

Introduction

Annexation of undeveloped and underdeveloped properties in the Glenwood Riverfront enhances the opportunity for compact urban growth, an efficient land use pattern, and a well-planned supporting street and infrastructure system.

The Glenwood Riverfront includes land within Springfield's UGB that is both inside and outside of the city limits. In 1987, Springfield and Lane County entered into an intergovernmental agreement (which remains in effect) whereby the County agreed to transfer jurisdiction of building, zoning, and planning services for land between Springfield's UGB and the city limits. This concept of turning over service functions from the County to a City is referred to in this context as 'urban transition'. The purpose of urban transition is to give regulatory and administrative responsibility to the jurisdiction that will be responsible for providing urban services to that area. Specifically, in the future Springfield would provide these urban services to Glenwood. In 1998, Springfield, Eugene, and Lane County agreed that properties in Glenwood that had previously been annexed into Eugene would be annexed into Springfield and that future annexations would be into Springfield.

Annexation Process

Currently, approximately one-third of the Glenwood Riverfront is annexed into Springfield, with the remainder of the area being unincorporated--in part due to the desire of property owners and in part due to a lack of urban public facilities. Most of the annexed acreage is located on the south side of Franklin Boulevard and the southern end of McVay Highway, as depicted in Figure 1. In those areas of the Glenwood Riverfront that are not currently within Springfield's city limits, annexation is necessary prior to any new development, redevelopment, or expansion of existing uses. Since current City policy requires annexation before wastewater services are extended, the Glenwood Trunk Line would need to be completed (as discussed in the Public Facilities and Services Chapter) for annexation to be approved in areas of the Glenwood Riverfront not currently served by a public wastewater system.

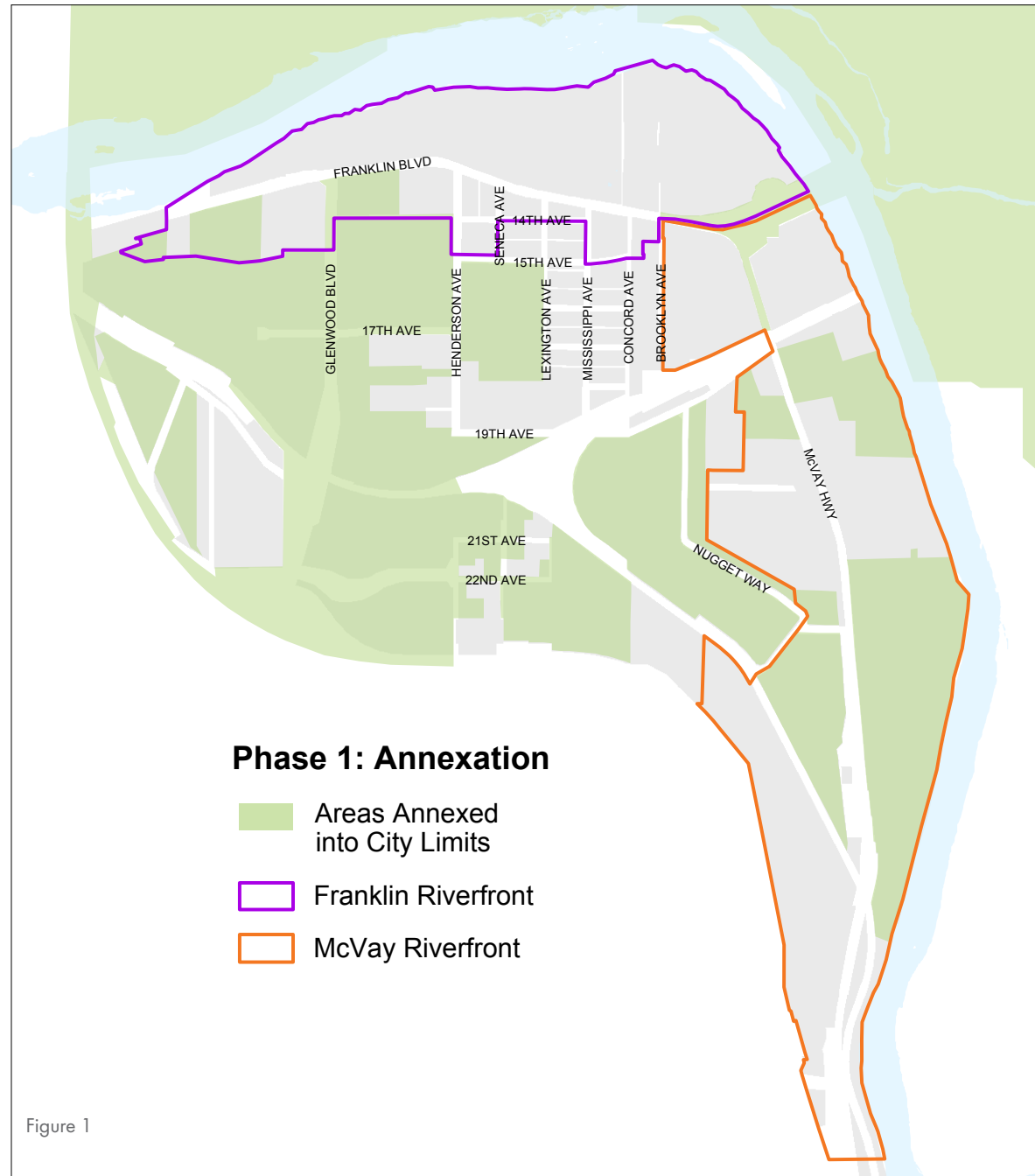
Springfield has not traditionally supported mandatory annexations of developed property, except when the property is proposed to be redeveloped or to abate public health hazards such as failed septic systems. The intent is that annexation will occur incrementally as property owners desire to develop in the Glenwood Riverfront. Annexation generally fulfills one or more of the following purposes:

- Provide land to accommodate future urban development;
- Provide land for the provision of necessary public facilities or services;

- Ensure that properties adjacent to Springfield are developed in a manner consistent with the urban development standards of the Springfield Development Code; and/or
- Allow development of the full economic potential of sites.

Oregon Revised Statutes¹ grants Springfield the sole responsibility for the review and approval or denial of all annexation applications. It also stipulates requirements that must be met prior to annexation approval to ensure orderly growth, such as prohibiting non-contiguous annexations and providing information about properties' contribution to offsite public systems. The annexation application process thus provides land owners with a clear understanding of what is needed to fully develop their property as planned. Oregon Administrative Rules (OAR)² require connection to a public wastewater system for any property proposed to be divided, or for any proposed expansion of an existing use or a new use that is outside of the city limits and is within the distances specified in the OARs to the nearest public wastewater line. The Metro Plan provides policy direction regarding approval of requests for annexation that includes the prerequisite that a minimum level of key urban facilities and services³ be provided in an orderly and efficient manner, or a logical time within which to deliver these services, based upon demonstrated need and budgetary priorities. The Springfield Development Code specifies the City's annexation application process.

The availability of public services is determined by Springfield and/or applicable public and



private service providers, based upon existing and planned capacity and cost, as specified in the Transportation, Open Space, and Public Facilities and Services Chapters. The annexation application process described in the Springfield Development Code includes a requirement that property owners enter into an Annexation Agreement, where applicable, with Springfield prior to the submittal of an annexation application if the minimum level of key urban services are not available at that time to serve the property. An Annexation Agreement states the terms, conditions, and obligations of the property owner and the service providers regarding the fiscal and service impacts to Springfield associated with the annexation, provision of infrastructure, and future development of the property.

Objective:

Provide orderly and efficient conversion of land from urbanizable to urban in the Glenwood Riverfront through the annexation process based upon the availability of a minimum level of key urban facilities and services.

Policies & Implementation Strategies:

- Continue recognizing existing public agency service agreements on land outside of the city limits until annexation occurs.
- Provide for annexation of urbanizable land to occur in a manner consistent with State law and the Metro Plan, as well as City annexation policies and procedures.
- Provide for annexation on a voluntary basis, except when health and safety concerns trigger the need for mandatory annexation, consistent with State law.

¹At the time this Plan was written, this language was contained in OAR Chapter 222.

²At the time this Plan was written, this requirement was contained in ORS 340-071-0160.

³The Metro Plan defines the minimum level of key urban facilities and services as: wastewater service; stormwater service; transportation; solid waste management; water service; fire and emergency medical services; police protection; citywide park and recreation programs; electric service; land use controls; communication facilities; and public schools on a district-wide basis (in other words, not necessarily within walking distance of all students served.)

Historic and Cultural Resources



A building does not have to be an important work of architecture to become a first-rate landmark. Landmarks are not created by architects. They are fashioned by those who encounter them after they are built. The essential feature of a landmark is not its design, but the place it holds in a city's memory. Compared to the place it occupies in social history, a landmark's artistic qualities are incidental.

- Herbert Muschamp, former architecture critic for the New York Times

Historic and Cultural Resources

Introduction

It is true that, at first glance, it may not appear there is much remaining of historic Glenwood. However, it is only through an understanding of Glenwood's history that significant details will begin to reveal themselves. In Glenwood, these details will not be observed in the more popular image of high-style Victorian architecture. The types of historic images that Glenwood has to offer lie more in its "rural vernacular" architecture¹ with an emphasis on general development patterns, landscape features, and possible archeological sites. Historic preservation policies and programs can be a challenging undertaking when such efforts are measured against the more tangible and immediate results of new construction and redevelopment. The policy direction contained in this Chapter is thus intended to encourage Springfield, its Historic Commission, and the community at large to document Glenwood's history and protect resources that are identified as meriting preservation.

Statewide Planning Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces – provides policy direction regarding historic resources in Oregon. Specifically, Oregon Administrative Rules state that local comprehensive plans should foster and encourage the preservation, management, and enhancement of structures, resources, and objects of historic significance within the jurisdiction. In conformance with Goal 5, the Metro Plan's Historic Preservation Element outlines the goals, objectives, and policies for historic preservation in the metropolitan area. In accordance with one of the goals of this Phase I Glenwood Refinement Plan update, 'celebrate Glenwood's contributions to the region's historic development', this Chapter refines the Metro Plan's historic preservation policies specifically for Glenwood and, in particular, for the Glenwood Riverfront.

A growing body of knowledge exists regarding Glenwood's historic development pattern. The 1989 Oregon Agricultural Development Context Statement, 1996 Eugene Area Historic Context Statement, and 1999 Springfield Historic Context Statement contain information about Glenwood's early history. The Historic Qualities section of the Environmental Design Element in the 1989 Glenwood Refinement Plan also provides a brief historical sketch of Glenwood's development from the 1850s to the 1980s. Additional historic information is included in the final report of a 2001 windshield survey of Glenwood's historic resources. While these documents contribute to Springfield's knowledge of Glenwood's history, the history of Glenwood has never been thoroughly documented in a Glenwood-specific context statement.

In 2010, the Springfield Historic Commission contracted with Historic Preservation Northwest to conduct a Reconnaissance Level Survey (RLS)² to further investigate properties identified in the 2001 windshield survey as having potential historic resources (Figure 1). The purpose of the survey was

to: provide the residents of Springfield with an assessment of the historic resources in Glenwood; provide Springfield with an informational basis for policy and planning decisions regarding the management and protection of historic resources located within Glenwood; and add to the body of knowledge maintained by the Oregon State Historic Preservation Office with regards to historic resources within Springfield, Lane County, and the State of Oregon. The information gleaned from the survey within the Glenwood Phase I boundary provided a basis for this Chapter. The survey information outside of the Phase I boundary will provide the basis for the Glenwood Phase II Historic & Cultural Resources Chapter.

Historic & Cultural Resources

Historic Resources

The 2010 RLS identified eight structures within the Glenwood Riverfront that have resources of local and/or national significance and warrant further examination as they have the potential for individual listing, as depicted in Figure 2³. Of those, the consultants⁴ who conducted the RLS named the Myrmo & Sons, Blue Cross Animal Hospital, and Intercity Engineering structures as being the ‘most interesting’ should Springfield pursue further research for any of these potentially eligible structures. An Intensive Level Survey was conducted for the Blue Cross Animal Hospital as part of the bus rapid transit station development along Franklin Boulevard in 2000. In reviewing the results of the RLS, the Springfield Historic Commission requested that staff seek opportunities to document the other eight potentially eligible properties within the Glenwood Riverfront.

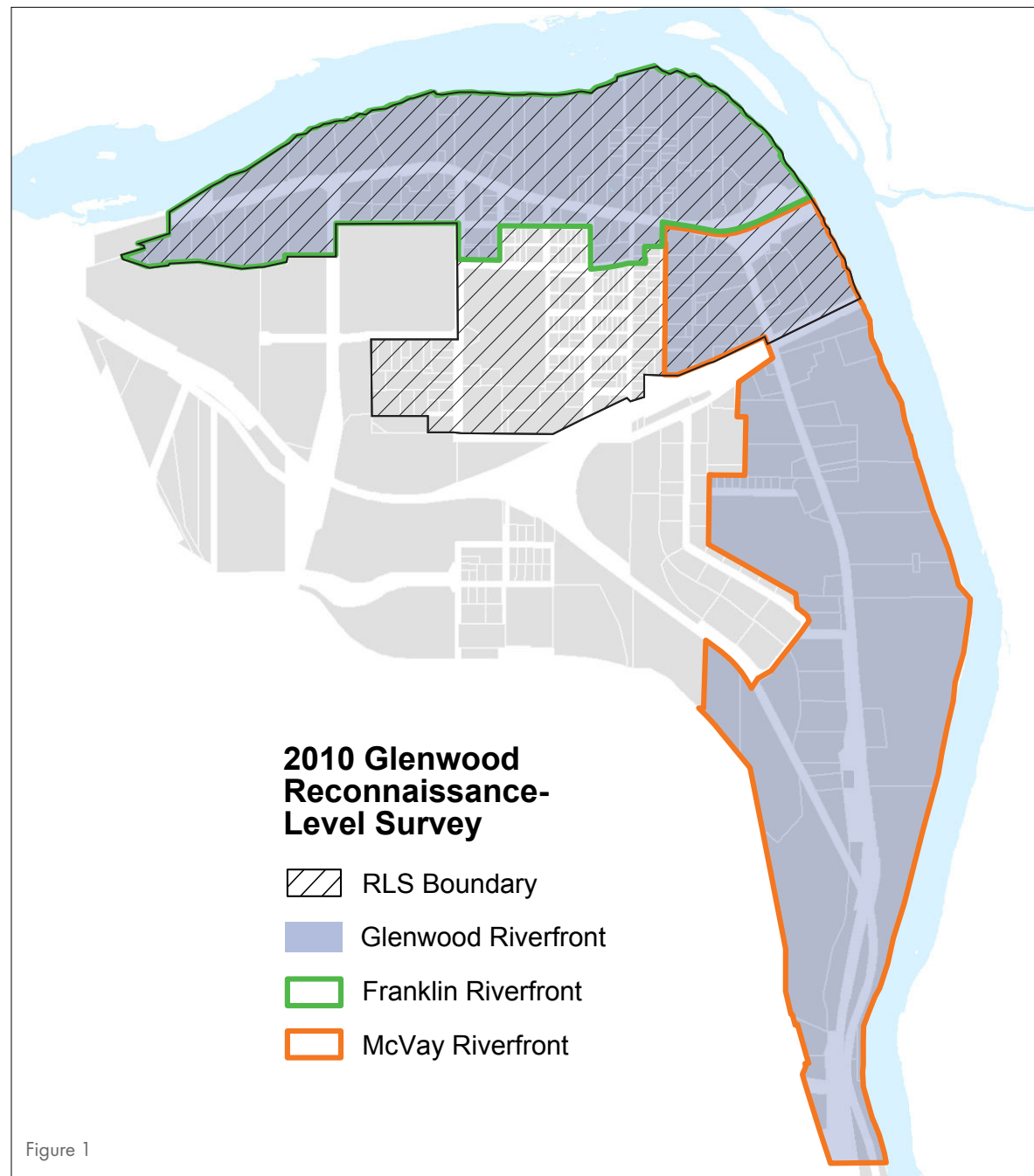


Figure 1

Cultural Resources

In March 2009, the State Archaeologist responded to the City's request for information regarding potential archeological resources in Glenwood. The State Archaeologist noted that in reviewing the statewide cultural resources database, he determined that no previous cultural resource surveys have been completed within the Glenwood Refinement Plan boundary⁵. Further, there are no known prehistoric archaeological resources in Glenwood, and the only historic archaeological site in the State's records is the railroad junction trestle built around 1926 near East 19th Avenue (Glenwood Phase II). The State Archaeologist added, however, that Glenwood lies within an area generally perceived to have a high probability for possessing archaeological sites and/or buried human remains regardless of the persistent historical flooding of the Glenwood Riverfront.

State and Federal regulations and Springfield Development Code standards require the protection of areas of archaeological significance found through development and redevelopment⁶. Finding objects during the site preparation process adds time and costs to the development project. Given the State Archaeologist's professional opinion that the Glenwood Riverfront has a high probability of possessing archaeological sites and/or buried human remains, this land would be considered more 'shovel ready' if an archaeological survey⁷ is conducted prior to the submittal of development applications.

Objective:

Expand awareness of Glenwood's natural and cultural history.

Policies & Implementation Strategies:

- Collaborate with the Springfield Historic Commission to complete an historic context statement for Glenwood to: provide an understanding of the trends and events that influenced the development of the area; and to provide a better context for evaluating the significance of Glenwood's potential historic resources, as funding becomes available.
- Collaborate with the Springfield Historic Commission to identify potential projects and themes to memorialize significant historic structures, sites, events, and/or people in Glenwood in the design of public art and public spaces in the Glenwood Riverfront, upon completion of an historic context statement for Glenwood.

Objective:

Recognize potential historic and cultural resources that exist in the Glenwood Riverfront, as documented in historic and archaeological resource surveys, and support historic preservation efforts.

Policies & Implementation Strategies

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

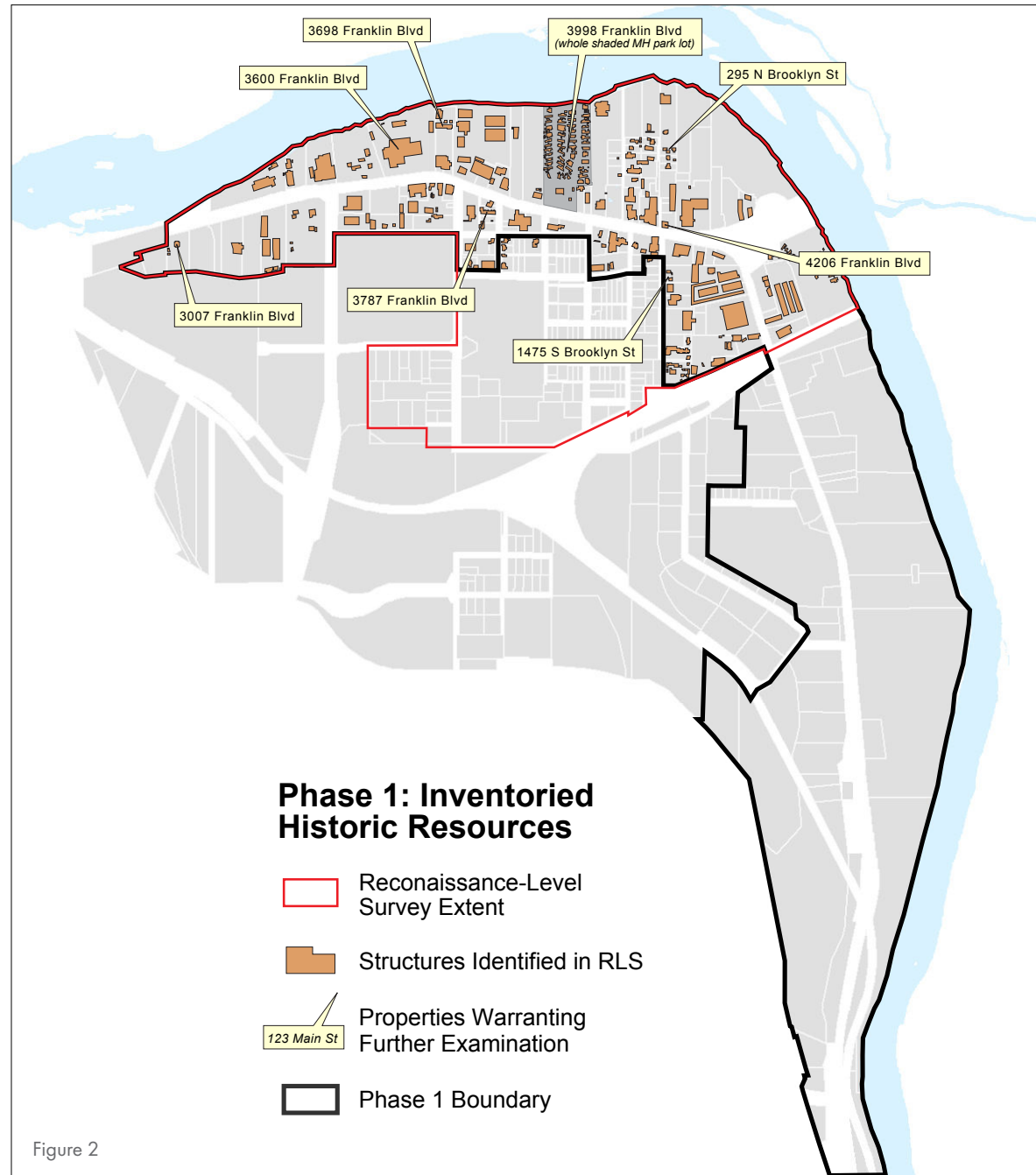


Figure 2

- Coordinate with the State Historic Preservation Office to develop a probability model that depicts the location of areas with a high probability of archaeological sites and/or buried human remains, as funding becomes available.
- Encourage developers to conduct an archaeological survey to determine whether objects of cultural or archaeological significance exist prior to excavation of land in areas with a high probability of archaeological sites and/or buried human remains, as development or redevelopment occurs.
- Support efforts of the Springfield Historic Commission to restore, preserve, or memorialize sites, objects, or areas of cultural or archaeological significance.

¹Vernacular architecture refers to the design of structures constructed by builders without the intervention of professional architects.

²Surveys of historic and archaeological resources are mandated by the National Historic Preservation Act of 1966, as amended, and are carried out and supported by the State Historic Preservation Office, as well as by historic preservation professionals on contract. The Oregon historic resource survey program is designed as a three-part linear process beginning with identifying potential historic resources and culminating in the nomination of individual properties and historic districts to the National Register of Historic Places. The three components of the survey process are: 1) the Reconnaissance Level Survey (RLS); 2) the Intensive Level Survey (ILS); and 3) nomination to the National Register. The RLS is designed as an identification and evaluation tool to provide general information about resources within a designated survey area. The primary purpose is to provide a “first cut” of buildings in a given area that appear to be eligible for listing in the National Register of Historic Places. A RLS involves only a visual evaluation of properties, not an assessment of associated historical events or individuals. Specific information on residents and the history of a particular resource can be only obtained through historical research conducted as part of an Intensive Level Survey (ILS), the next level of survey.

³Surveys require specific methods of documentation and reporting in order to maximize their accuracy and their usefulness in later stages of the survey process. The Guidelines for Conducting Historic Resource Surveys in Oregon details the types of surveys conducted in Oregon and how to complete them. Properties identified as “eligible” in a RLS need to meet National Register age and integrity requirements (outlined in federal regulations 36 CFR 60 and National Register Bulletin 15). This means that they should retain most of their original appearance and be at least 50 years old. In order to extend the “life” of the survey, however, it is advisable to include buildings that will turn 50 in the next several years as eligible properties.

⁴Oregon requires preservation professionals to direct all aspects of the survey work as the Lead Surveyor. “Professionals” should meet the architectural historian qualifications outlined by the federal government in 36 CFR 61, Appendix A. These qualifications, in general, are a graduate degree in architectural history or a closely related field, or a bachelor’s degree in the same fields, plus at least two years of full-time experience in architectural history related work.

⁵The environmental assessment for the I-5 Willamette River Bridge Project cited archaeological investigations in 2003 and 2006 within the I-5 north/south corridor, including the Glenwood Interchange (outside the GRP boundary). No prehistoric artifacts or features were discovered; however, historic artifacts were recovered from probes located in the far northeastern portion of the surveyed area.

⁶In Oregon, several State laws protect archaeological sites and Native American graves. These include the ORS 97.740 (the Indian Graves and Protected Objects Act), ORS 358.905-962 (the Archaeological Objects and Sites Act), ORS 390.235-240 (Archaeological Sites and Historical Materials), OAR 736-051-0000 to 0090 (Administrative Rules for Archaeological Permits), ORS 166.076 (Abuse of a Memorial of the Dead), and ORS 166.085 (Abuse of a Corpse in the Second Degree).

⁷Identification or a “survey” is undertaken for the purpose of locating and compiling information about cultural resources within a defined geographic area. Survey work is comprised of a number of activities including, but not limited to, research design, archival research, informant interviews, field survey, and analysis. To assist historic preservation practitioners, the National Park Service (as the federal government’s chief steward of the nation’s heritage) has articulated four principles that form a theoretical basis for the design and implementation of survey projects. These four principles are: Identification and Survey of Historic Properties are Undertaken to the Degree Required to Make Specific Decisions; Results of Identification Activities are Integrated Into the Planning Process; Identification Activities Include Explicit Procedures for Record Keeping and Information Distribution; and Survey Activity Entails Effective Consultation with Concerned Tribes, Local Governments, Interested Public, Professional Community and Other Governmental Agencies. Specific technical guidance is provided in the State of Oregon Archaeological Reporting Guidelines.

Thank you for your interest in the City of Springfield's
Phase 1 Glenwood Refinement Plan.