

Exhibit C

Neighborhood Refinement Plan Amendments for Co-adoption

For Elected Officials – October 16, 2023
incorporating revisions identified by staff

Gateway Refinement Plan:

- Replace the Parks and Open Space designation with a Public Land and Open Space designation, as shown on the Refinement Plan Diagrams in Exhibit A
- Apply Nodal Development as an overlay where shown on the Metro Plan Diagram, as shown on the Refinement Plan Diagrams in Exhibit A
- Replace the Parks and Open Space designation with Public Land and Open Space, as shown in track changes on the following pages
- Replace reference to the Metro Plan Diagram with reference to the Springfield Comprehensive Plan Map and replace reference to the Metro Plan text with reference to the Springfield Comprehensive Plan, as shown in track changes on the following pages
- Add text referencing the Springfield Comprehensive Plan to make the distinction between the Metro Plan and/or relationship to refinement plans, as shown in track changes on the following pages

Glenwood Refinement Plans (1999 and 2014 plan update):

- Replace the Public Land and Parks and Open Space designations with a Public Land and Open Space designation, as shown on the Refinement Plan Diagrams in Exhibit A
- Replace the public/semi-public references and Public/Semi-Public designation with a Public Land and Open Space designation, as shown in track changes on the following pages
- Remove reference to the Metro Plan Diagram or replace with reference to the Springfield Comprehensive Plan Map, as shown in track changes on the following pages
- Replace reference to the Metro Plan text with reference to the Springfield Comprehensive Plan, as shown in track changes on the following pages
- Add text referencing the Springfield Comprehensive Plan to make the distinction between the Metro Plan and/or relationship to refinement plans, as shown in track changes on the following pages

GATEWAY REFINEMENT PLAN

(Interim Printing June 2023)

Prepared by:

**Development and Public Works Department
City of Springfield**



ADOPTION DATES:

City of Springfield – October 19, 1992

Lane County – September 1, 1992

City of Eugene (Metro Plan Amendments Only) – November 9, 1992

TEXT AMENDMENT DATES:

January 10, 2005

DIAGRAM AMENDMENT DATES:

July 6, 1993

August 17, 1993

November 18, 1999

December 9, 2002

April 21, 2003

July 7, 2003

January 10, 2005

January 22, 2019

April 15, 2019

October 21, 2019

May 18, 2020

INTRODUCTION

PURPOSE

~~The Gateway Refinement Plan (Refinement Plan) is one of several Springfield refinement plans that refine and augment the Eugene-Springfield Metropolitan Area General Plan (Metro Plan). The Metro Plan is the general land use policy document that guides all land use decision making in Springfield, Eugene, and Lane County. "Sub-area" or "neighborhood" refinement plans are developed to provide more specific application of Metro Plan policies, and to provide site-specific determination of Metro Plan land use designations. Refinement plans resolve any pre-existing conflicts between local zoning districts and Metro Plan designations. They also provide the opportunity to examine, in greater detail, the area's future public facilities and transportation needs, and to resolve potential conflicts between adjoining land uses. "All refinement plans and regulatory measures must be consistent with the Metropolitan Plan, and should inconsistencies occur, the Metropolitan Plan is the prevailing policy document." (Metro Plan, 1987, p. IV-3)~~

The Gateway Refinement Plan guides local development and decisions with land use policies addressing this area's specific issues and needs. The application of site-specific plan designations is based on findings of fact and clear criteria. Refinement Plan designations, policies, and implementation actions are designed to minimize the negative impacts of development on existing residential neighborhoods and natural resources, while facilitating development consistent with applicable comprehensive plans.

PLAN RELATIONSHIPS TO OTHER PLANS

~~The Refinement Plan Diagram is more specific than the Metro Plan Diagram. Whereas the Metro Plan Diagram is of a scale that illustrates only general area designations, the Refinement Plan Diagram provides site-specific land use designations that sometimes cover areas too small to appear on the Metro Plan Diagram. Like all other elements of the Gateway Refinement Plan, the Refinement Plan Diagram must be consistent with the Metro Plan Diagram. Upon adoption (consistent with the Metro Plan), the Gateway Refinement Plan shall be definitive in making site-specific land use decisions. Land use decisions made as a result of adoption of this Plan shall be incorporated into Metro Plan inventories and shall be reflected on the Metro Plan Diagram as part of the next Metro Plan update.~~

~~In addition to serving as a land use policy guideline and as an information source, this Refinement Plan will guide local decision-makers in dealing with area issues and infrastructure needs. This Refinement Plan will be used in conjunction with the Metro Plan, TransPlan, the Public Facilities Plan, and the Willamalane Comprehensive Plan in making land use and public facilities decisions for the Gateway area. The Gateway Refinement Plan also is intended to provide certainty for developers and residents throughout the land development process. The application of site-specific land use designations is based on findings of fact, and clear and understandable criteria. Refinement Plan land use designations, policies, and implementation actions are designed to minimize the negative impacts of development on existing residential neighborhoods and natural resources, while facilitating commercial and industrial areas to develop consistent with the Metro Plan, and with the growing economic development needs of the greater metropolitan area community.~~

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 202X, 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 on page 5 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.

PLANNING PROCESS

Springfield began land use planning activities in 1968 with the development of the 1990 Plan, a metropolitan-wide long-range plan. Springfield grew rapidly between 1968 and 1982. During that time, Springfield conducted planning studies and continued participating in Metropolitan-level planning work in response to the 1975 adoption of Oregon's Statewide Planning Goals and Guidelines. The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) was developed by Springfield, Eugene, and Lane County to replace the 1990 Plan, and was acknowledged by the Land Conservation and Development Commission (LCDC) in 1982 for compliance with the Statewide Goals and Guidelines.

The Metro Plan was most recently updated in 1987, and it continues to undergo periodic review and updates to ensure that it reflects changing circumstances in the metropolitan area, and to ensure continued compliance with LCDC goals. (E.g., in 1990-91 the Natural Resources Special Study and the Industrial Lands Special Study were developed as updates to the Metro Plan.) The Metro Plan Update process, which was initiated in 1986, provides an overall review of the Metro Plan, including its findings, research, data, assumptions, and projections. The update process provides the mechanism for "re-evaluating and possibly changing or modifying basic concepts, goals, and policies." (Metro Plan, p. IV-5) As a result of the 1986-87 Update Process, the Metro Plan was amended and republished in 1987.

The refinement planning process is provided by the Metro Plan as a means to address the special needs of specific geographical areas and/or special purpose or functional elements, "as determined appropriate by each governing body" (Metro Plan, p. IV-5). Springfield began its refinement planning program in the early 1980's, and had adopted neighborhood refinement plans covering several geographically defined areas throughout the City. The Gateway Refinement Plan is the first Springfield refinement plan that included land outside the City limits.

Lane County and the City of Springfield entered into an urban transition agreement in 1986, which transferred planning and building jurisdiction in the urbanizable area to the City. Under this agreement, the City is responsible to plan for the future land use, facilities, and transportation needs of the area, based on the goals, policies, and projections of the metro plan. Lane County, however, must jointly adopt land use planning regulations that are to be applied in the urbanizable area. Adoption of this Refinement Plan was therefore contingent on approval by the elected officials of Lane County as well as the City of Springfield. This Refinement Plan also was reviewed by the City of Eugene. Metro Plan Diagram amendments, as well as amendments to the TransPlan and the Public Facilities Plan, proposed in association with this Refinement Plan, were adopted by all three jurisdictions.

RESIDENTIAL ELEMENT

INTRODUCTION

The Residential Element of the Gateway Refinement Plan addresses lands within the Refinement Plan area that are residentially designated ~~on the Metro Plan Diagram~~. It also addresses conditions that may warrant changes in ~~Metro p~~Plan designations to reflect more appropriate uses ~~(consistent with Metro Plan text)~~, or to acknowledge well-established, compatible residential uses consistent with the goals and policies of applicable comprehensive plans, which meet the goals and policies of the Metro Plan, and which would otherwise be considered non-conforming. The purpose of this Element is to provide site-specific application of ~~adopted Metro Plan~~ residential land use plan designations, to resolve plan/zone conflicts, and to resolve land use conflicts as they relate to the livability of residential neighborhoods. This Element also is intended to implement the Metro Plan's "Residential Land Use and Housing Element" policies by providing policies to guide development of the remaining vacant residential land in the Refinement Plan area.

Three residential land use plan designations are established on the Refinement Plan Diagram, i.e., Low Density Residential (LDR), Medium Density Residential (MDR), and High Density Residential (HDR). An overview and analysis of residentially-designated areas, an assessment of relevant land use issues, and the designation criteria used to assess the appropriateness of residential designations in potential conflict areas are included in the Residential Element of the GRP Technical Supplement. Findings, which support the residential policies, also are included in the Residential Element of the GRP Technical Supplement, and are divided into four sub-areas; 1) South Harlow Sub-areas; 2) Gateway Multi-Family Sub-areas; 3) Game Farm Single-Family Sub-areas; and 4) McKenzie-Gateway MDR Sub-areas. (See the "Residential Sub-areas" Map on page 18.)

GOALS

1. Provide for a diversity of sound, affordable housing in the Refinement Plan area.
2. Ensure availability of adequate supplies of land appropriate for low-medium-, and high-density residential development, while allowing for an appropriate mix of commercial, employment, and residential uses. (Text amended by Ordinance No. 6109, adopted January 10, 2005.)
3. Achieve the gross densities allowed in the Metro-Springfield Comprehensive Plan for LDR (up to 10 du/gross acre), MDR (11-20 du/gross acre), and HDR (21-30 du/gross acre). Encourage optimization of densities, reducing the amount of underdeveloped land within the three categories in order to achieve the Metro Plan's overall target density (for all residential development in urbanized areas) of 6 du/acre.
4. Minimize potential conflicts between LDR, MDR and HDR uses, and between residential and other less intensive land uses.
5. Maintain and enhance the livability of Refinement Plan area neighborhoods.
6. Minimize adverse environmental impacts of residential development. Integrate identical natural assets into residential development planning to the maximum extent practicable.
7. Minimize the adverse impacts of public facilities on residential neighborhoods.
8. Ensure efficient and safe transportation systems in and around residential areas. Promote walking and bicycling as alternative modes of travel by providing pathway connections between residential areas and other important destinations.

9. Work on an incentive-based approach for acquisition or use of areas to be dedicated for recreational pathways and other public amenities.

POLICIES AND IMPLEMENTATION ACTIONS

- 1.0 The City shall, through site plan review, home and neighborhood improvement programs, and/or other related programs, actively participate in efforts to maintain and enhance existing residential neighborhoods and attract compatible multi-family developments that would enhance the Gateway Refinement Plan area.
- 2.0 The City shall provide continued support for the Substantial Home, Rental Rehabilitation, and Emergency Minor Home Repair Programs, using Community Development Block Grant funds and/or other sources.
- 3.0 Mitigate negative impacts on the Beverly Park and Ken Ray subdivisions from the freeway traffic on I-5.
 - 3.1 Work with the appropriate agencies to establish a buffer planting of trees and shrubs in the open area between I-5 and the Beverly Park and Ken Ray Park subdivisions.
- 4.0 Identify potential wetlands in the Clear Vue neighborhood, and improve pedestrian access to Guy Lee Park and School.
 - 4.1 Require a wetlands assessment and delineation of Assessor's map 17-03-27-12, Tax Lot 4000, east of the Guy Lee Ash Forest, prior to granting development approval. Work with the property-owner, Willamalane and School District 19 to investigate the feasibility of including wetlands or potential wetlands in the demonstration wetland restoration project proposed in Policy 6.2 of the Natural Assets, Open Space/Scenic Areas, and Recreation Element.
 - 4.2 Through the site plan review, partition, and subdivision processes, require easements as needed to establish pedestrian connections from the Lindale multi-family residential area to the east, through Clear Vue Lane neighborhood, to Guy Lee Park and School, especially along SCS Channel 6.
- 5.0 Resolve the existing plan/zone conflict at the Shady View PUD (see GRP Tech. Supp., Residential Element, Map 3, Area 5).
 - 5.1 Rezone the Shady View PUD from MDR to LDR, consistent with the existing ~~Metro-pPlan~~ designation.
 - 5.2 Existing and future developments on Assessor's map 17-03-27-12, lot #'s 1100, 1200, 1300, and 1400, in the Shady View PUD, shall not be considered non-conforming uses in terms of minimum lot size or maximum density requirements.
- 6.0 Resolve the existing plan/zone conflicts at the Lindale Street Multi-family Residential Area (see GRP Tech. Supp., Residential Element Map 3, Area 6).
- 7.0 Recognize the suitability of Assessor's map 17-03-27-12, tax lot #500 (Sampson property; GRP Tech. Supp., Residential Element Map 3, Area 7) for HDR development.
 - 7.1 Redesignate and rezone Assessor's Map 17-03-27-12, tax lot #500 to HDR.
- 8.0 Resolve the existing plan/zone conflict at the southwest quadrant of the Game Farm/Harlow intersection.
 - 8.1 Rezone Assessor's map 17-03-22-44, tax lot #7200 from HDR to MDR, consistent with its ~~existing Metro-pPlan~~ Designation.

- 9.0 Recognize the suitability of GO zoning at the McKenzie-Willamette site, and at the adjacent Evans and Dilts properties (see GRP Tech. Supp., Residential Element Map 3, Areas 9, and 10), while mitigating negative impacts on the neighboring uses from future GO development.
- 9.1 Consistent with applicable goals and policies of the Metro Plan and of this Refinement Plan, and with the intent of the GO District, GO zoning at the MDR-designated McKenzie-Willamette site, and at the Evans and Dilts properties, shall not be considered a plan/zone conflict.
 - 9.2 Redesignate the Evans and Dilts properties (Assessor's map 17-03-27-22, tax lot #'s 300 and 200) from LDR to MDR.
 - 9.3 Rezone the Evans and Dilts properties from LDR to GO. These two properties shall be exempt from the 1-acre minimum development area standard established in the SDC for the GO District.
 - 9.4 Through the site plan review process, require a landscaped front yard setback of 10 feet at the McKenzie-Willamette site. Encourage the special treatment of the Harlow Road frontage to enhance the visual quality of this entry to the City.
 - 9.5 Through the site plan review process, require a 15-foot landscaped setback from GO-zoned sites property lines adjacent to residential areas to the south. Pay special attention to the need to buffer the adjacent residential area from potential negative impacts from the proposed medical services center.
 - 9.6 Require a development Area Plan (DAP) for the entire McKenzie-Willamette site prior to development approval for any portion.
 - 9.7 Coordinate with McKenzie-Willamette Hospital, as well as with Guy Lee School, School District 19, the Guy Lee PTA, and affected property owners, when planning for the placement and construction of the possible future pedestrian overpass at Guy Lee School.
 - 9.8 Through the site plan review process, require a detailed traffic impact study in connection with future GO development, with special attention to potential traffic impacts at the Guy Lee School crossing at the Harlow/Hartman intersection.
 - 9.9 Through the site plan review process, pay close attention to visibility of the Harlow Road/Hartman Lane intersection to maximize safety at the Guy Lee School crossing.
- 10.0 Improve access to the Granada Subdivision and to the undeveloped MDR-designated land between Harlow Road and Oakdale Street, while addressing concerns regarding pedestrian safety at the Harlow/Hartman school crossing. (See GRP Tech. Supp., Residential Element Map 4.)
- 10.1 Through the site plan review, partition, and subdivision processes, consider the need for requiring improvement agreements and dedication of rights-of-way to provide access to the development area and adjacent Granada Subdivision.
 - 10.2 Require traffic impact studies in connection with development planning for the McKenzie-Willamette site and the undeveloped MDR-designated land between Harlow and Oakdale. These studies shall address concerns regarding pedestrian safety at the Harlow-Hartman school crossing.
- 11.0 Recognize that the vacant 5-acre site (the northerly 5 acres of Assessor's map 17-03-22, tax lot #2600) on Pheasant Boulevard, north of Harlow Road, has limited capability for development at HDR densities and that it is more suitable for MDR development. Protect LDR uses to the north from potential negative impacts resulting from such MDR development. (See GRP Tech. Supp., Residential Element Map 4, area 2.)
- 11.1 Redesignate and rezone the northerly 5-acres of Assessor's map 17-03-22, tax lot #2600 from HDR to MDR.

- 11.2 Through the site plan review process, require improvements agreements and dedication of right-of-way for the Oakdale extension, in a manner consistent with the policies of the Transportation Element of this Refinement Plan, prior to development approval.
- 11.3 Through the site plan review process, pay special attention to buffering the adjacent LDR uses from potential negative impacts and to protecting their solar access, as well as to minimizing land use conflicts between proposed MDR development and existing or future CC development to the south.
- 12.0 Allow rezoning of land within the “McKenzie-Gateway MDR site” to Medical Services (“MS”) on land designated Community Commercial or Mixed Use ~~on the Metro Plan diagram~~, and rezoning to Mixed Use Commercial (“MUC”) on land designated Mixed Use ~~on the Metro Plan diagram~~ as implemented during Master Plan and/or during the City’s nodal implementation project. (Text amended by Ordinance No. 6109, adopted January 10, 2005.)
- 12.1 Redesignation of a total of 99 acres land within the city limits at the McKenzie/Gateway MDR site to Community Commercial and/or Mixed Use through the Metro Plan amendment process shall be allowed and shall be implemented by application of Mixed Use Commercial (“MUC”) or Medical Services (“MS”) zoning district through the Master Plan approval and/or during the City’s nodal implementation project. (Text amended by Ordinance No. 6109, adopted January 10, 2005.)
- 12.2 Rezoning to NC shall be allowed for the following historic houses, and up to .3 acre of the associated property (these re-zonings shall be exempt from the 3-acre maximum area specified in policy 12.1): Stowbridge House, 203 Deadmond Ferry Road, (c. 1930); Conley Farm House, 3345 Game Farm Road (c. 1920) un-named house at 273 Deadmond Ferry Road (c. 1925). The following provisions shall apply:
- Re-zoning of these properties shall occur automatically upon approval (under Type II procedure) of a site plan for the properties listed in 12.2.
 - City landmark status shall be applied, in all cases, in conjunction with rezoning of the properties identified in 12.2, and future expansion or remodeling shall comply with all provisions of SDC Article 30 [now Section 3.3.900].
 - Development Area Plan requirements are waived for approved NC uses in historic structures.
- 12.3 Rezoning of the properties specified above shall not preclude maintenance of a residence at the site (i.e., a residential use shall not be considered non-conforming with NC zoning applied at any of the historic resource sites).
- 12.4 In addition to all applicable standards and provisions regulating development in Springfield, any development adjacent to the McKenzie River or McKenzie River riparian setback shall provide public access to the McKenzie River or McKenzie River riparian setback. Surface parking areas shall not be visible from the McKenzie River corridor and shall be screened from public streets. (Text amended by Ordinance No. 6109, adopted January 10, 2005.)
- 12.5 MU districts within the McKenzie-Gateway MDR Site shall meet the provisions of SDC Article 40 [now Section 3.2.600]. (Text amended by Ordinance No. 6109, adopted January 10, 2005.)
- 12.6 Within the city limits at the McKenzie-Gateway MDR Subarea, the Medical Services (“MS”) zoning district shall implement the Community Commercial designation if part of an approved Master Plan for development of a major medical facility. The adopted Master Plan shall demonstrate that the subject property will be able to accommodate the number of housing units within the range for the MDR land use designation in the Metro Plan and Gateway Refinement Plan. In addition to meeting the standards of the SDC, at the time of Master Plan approval, the

COMMERCIAL ELEMENT

INTRODUCTION

The Commercial Element of the Gateway Refinement Plan addresses lands within the Refinement Plan area that are commercially designated ~~on the Metro Plan Diagram~~. It also addresses conditions that may warrant changes in ~~Metro Plan~~ designations ~~(or application of compatible Refinement Plan designations)~~ to reflect more appropriate uses ~~(consistent with Metro Plan text)~~, or to acknowledge well-established, compatible commercial uses, which meet the goals and policies of ~~applicable comprehensive plan~~~~the Metro Plan~~, and which would otherwise be considered non-conforming. The purpose of this Element is to provide site-specific applications of adopted ~~Metro Plan~~ commercial ~~land-use plan~~ designations, to resolve plan/zone conflicts, and to resolve identified land use conflicts and neighborhood compatibility issues.

Three types of commercial ~~land-use plan~~ designations are established on the Refinement Plan Diagram, i.e., Community Commercial (CC), Neighborhood Commercial (NC), and General Office (GO). The “Commercial Areas” Map on page 23 shows the primary commercial areas within the Refinement Plan area. An overview and analysis of commercially-designated areas, an assessment of relevant land use issues, and the designation criteria used to assess the appropriateness of commercial designations in potential conflicts areas are included in the Commercial Element of the GRP Technical Supplement. Findings, which support the commercial policies, also are included in the Commercial Elements of the GRP Technical Supplement.

GOALS

1. Improve the appearance and vitality of all commercial activities in the Gateway Refinement Plan area, especially those that promote regional economic development and provide everyday neighborhood services.
2. Minimize potential conflicts between residential and commercial development.
3. Ensure availability of an adequate supply of land appropriate for commercial development.

POLICIES AND IMPLEMENTATION ACTIONS

- 1.0 Provide for appropriate buffering between commercial and adjacent residential uses.
 - 1.1 Give particular attention, during the site plan review process, to minimizing lighting, noise, and visual impacts from commercial development on adjacent residential areas.
- 2.0 Improve the appearance of the freeway commercial area around the intersection of Gateway Street and Belt Line Road.
 - 2.1 As part of the site plan review process for development, require all landscaped areas to be at least 75 percent covered with living plant materials within 3 years of the date of installation.
 - 2.2 Through the site plan review process requires 7.5% of the interior of parking lots visible from arterials and collectors to be landscaped. Require vegetative screening of parking lots. Allow such vegetative screens to include shrubs to 3 ½' high, except in vision clearance areas.
 - 2.3 Require properties developing along the potential access routes to the McKenzie-Gateway Special Light Industrial site to provide planter strip and front yard landscaping designed to enhance the site's entryway. Examples could include additional street trees and landscaped areas.

INDUSTRIAL ELEMENT

INTRODUCTION

The Industrial Element of the Gateway Refinement Plan addresses lands within the Refinement Plan area that currently have industrial ~~Metro Plan~~ designations, and lands that may warrant re-designation in order to reflect a more appropriate use, or to acknowledge a pre-existing, well-established, compatible use that would otherwise be considered non-conforming. The purpose of this Element is to provide site-specific application of ~~adopted Metro Plan~~ industrial ~~land use plan~~ designations, to resolve plan/zone conflicts, and to resolve identified land use conflicts and neighborhood compatibility issues.

Two industrial ~~land use plan~~ designations are established on the Refinement Plan Diagram, i.e., Special Light Industrial (SLI), and Light-Medium Industrial (LMI). The Refinement Plan Diagram also indicates a “mixed-use asterisk” for a portion of the LMI-designated area, which allows for limited development of commercial uses. An overview and analysis of industrially-designated areas, an assessment of relevant land use issues, and the designation criteria used to assess the appropriateness of industrial designations in potential conflicts areas are included in the Industrial Element of the GRP Technical Supplement. Findings, which support the industrial policies, also are included in the Industrial Element of the GRP Technical Supplement, and are divided into three sub-areas: 1) Shelley Street Sub-area; 2) “Q”/Laura Street Mixed-Use Sub-areas; and 3) the McKenzie-Gateway SLI Site. (See the “Industrial Areas” Map on page 30.)

GOALS

1. Enhance the appearance and economic viability of the Shelley Street and the “Q”/Laura Street Sub-areas.
2. Minimize environmental impacts associated with industrial development in the Refinement Plan area.
3. Minimize potential conflicts between industrial and commercial development in the Shelley Street and “Q”/Laura Street Sub-areas and the neighboring residential developments to the north, and between the commercial and industrial developments within the “Q”/Laura Street Sub-areas.
4. Minimize uncertainty in the development process, as it applies to the “Q”/Laura Sub-area.
5. Recognize the existing mix of commercial and industrial uses in the “Q”/Laura Street Sub-areas, and the suitability of this area for a limited amount of CC uses, while preserving its suitability for its primary (industrial) purpose.
6. Encourage infill development in the Shelly Street and “Q”/Laura Street Sub-areas, consistent with Metro Plan policy guidance.
7. Ensure the suitability and desirability of the McKenzie-Gateway SLI Site for its primary intended (Special Light Industrial) use in a way that is consistent with the campus-industrial park concept.
8. Ensure the orderly and efficient development of the McKenzie-Gateway SLI Site.
9. Ensure the economic viability and attractiveness of the McKenzie-Gateway SLI Site development.
10. Minimize the potential for conflict between McKenzie-Gateway SLI Site development and other neighboring land uses, including existing on-site residential and agricultural uses.
11. Minimize impacts of McKenzie-Gateway SLI Site development on scenic, environmental and cultural resources.

- 5.2 The City shall, no later than six months following the adoption of this Refinement Plan, amend the SDC to include a Mixed-Use LMI/CC zoning District, with development standards and approval criteria designed to address compatibility and traffic issues.
- 5.3 When the SDC has been amended to include the MU LMI/CC zoning District, all properties in the "Q"/Laura Street Sub-area will be rezoned MU LMI/CC.
- 5.4 CC uses not specifically listed in SDC Article 20 [now Section 3.2.400] as permitted in the LMI District shall be allowed on a maximum of 40% (14 acres) of the "Q"/Laura Mixed-Use Sub-area.
- 5.5 In the interim (until items 5.2 and 5.3 above have been implemented) all uses permitted in the LMI Zoning District, Article 20 of the SDC [now Section 3.2.400], shall be permitted in the "Q"/Laura Mixed-Use Sub-area, as follows:
- a) Such uses shall comply with the provisions of SDC Article 20 (LMI, HI, and SHI Industrial Zoning Districts) [now Section 3.2.400]; and
 - b) Such uses shall be zoned LMI.
- 5.6 In the interim (until item 5.2 and 5.3 above have been implemented), CC uses not specifically listed in SDC Article 20 [now Section 3.2.400] as permitted in the LMI District shall be permitted in the "Q"/Laura Mixed-Use Sub-area, under LMI zoning, as follows:
- a) Such CC uses shall be permitted on a maximum of 40% (14 acres) of the "Q"/Laura Mixed-Use Sub-area;
 - b) Such CC uses shall not be permitted unless traffic and compatibility issues can be resolved in the site plan review process. Traffic impact studies may be required; and
 - c) Such CC uses shall comply with CC parking, screening, setback, and other development standards contained in SDC Article 18, Commercial Zoning Districts [now Section 3.2.300].
- 6.0 Eliminate plan/zone conflicts in the "Q"/Laura Street Sub-area.
- 6.1 Rezone the King Arthur subdivision to LMI and designate it as MU-LMI/CC on the Refinement Plan Diagram.
- 6.2 Designate the KORE site (Assessor's Map 17-03-27-10 tax lot #' 4200 and Assessor's Map 17-02-17-13 tax lot # 10900) MU-LMI/CC on the Refinement Plan Diagram.
- 7.0 Ensure that McKenzie-Gateway SLI Site development achieves a high level of aesthetics and amenity, consistent ~~with the intent of the Metro Plan SLI designation and~~ with the "campus industrial" concept.
- 7.1 Through the conceptual development plan and site plan review processes, encourage an integrated system of useable shared open spaces and recreational trails linking development areas to each other and to the river.
- 7.2 Through site conceptual development plan and site plan review processes, encourage the separation of bicycle and pedestrian paths from roadways wherever possible.
- 7.3 Through the conceptual development plan and site plan review processes, encourage the provision of on-site passive and active recreational facilities.
- 7.4 Through the conceptual development plan and site plan review processes, encourage the use of site design techniques to emphasize the site's main access points; for example, additional setbacks, additional landscaping designed to accentuate the entry, and monument signage identifying the site.
- 7.5 Encourage conceptual development plans to include recommendations or requirements for unified planting themes and streetscapes along the internal collector system.
- 8.0 Provide for an efficient and flexible transportation system for the McKenzie-Gateway SLI Site.

- (a) Water-side protection (policy #2a)
 - (b) Public access (policy #4)
 - (c) Clean-up, restoration and education (policy #5)
 - (d) Stormwater planning (policy #6)
- 5.0 Willamalane shall continue to provide adequate parks and recreational facilities in the Refinement Plan area, which are sensitive to natural assets and scenic values, and are of appropriate size and type for their surrounding environments.
- 5.1 Willamalane shall work to improve the function and design of, and access to, Gamebird and Guy Lee parks, and upgrade outdated and aging park facilities. Evaluation of the needs and timelines for improvement projects at these parks shall be included in Willamalane's facilities planning process.
- 5.2 In neighborhood and school parks (such as Gamebird and Guy Lee), Willamalane shall provide opportunities for both active and passive recreation, including picnic areas, playgrounds, multi-use turf areas, and unorganized sports facilities.
- 5.3 Where natural resource values are present in Willamalane parks, the District shall provide passive recreation opportunities, such as trails, observation platforms, boardwalks, and educational/interpretive facilities, in a manner consistent with the applicable adopted natural resources policies. These facilities shall be approved under the site plan review process.
- 5.4 If natural assets in Willamalane parks/facilities have been disturbed, Willamalane shall initiate reclamation and management plans.
- 5.5 Willamalane shall evaluate impacts of the sports facility orientation of Guy Lee Park, and explore options for modifying and improving the park to be more compatible with the neighborhood.
- 5.6 Willamalane shall work with School District 19 to explore the possibility of joint school/park development with the School District-owned parcel to the South of Gamebird Park.
- 5.7 Willamalane shall consider acquisition of, and improvements to, Deadmond Ferry Landing in its facility planning process, in order to increase its functionality and improve its ability to serve public recreation needs.
- 5.8 Every effort should be made to provide incentives for achieving high quality design in future projects. Examples of such incentives include offering tax concessions, density transfers, or other bonuses as credits for setting aside and constructing pathways and greenways, natural storm water management facilities, and other efforts to provide public amenities and sound land use practices.
- 6.0 Maintain and enhance the natural resource, recreational, and educational values associated with the Guy Lee Ash copse and the adjacent SCS Channel #6.
- 6.1 Redesignate the publicly-owned land adjacent to SCS Channel #6 from Low Density Residential to Parks and Open Space.¹
- 6.2 The City shall encourage and support Willamalane and School District 19 in their efforts to develop a demonstration wetland restoration/education project at the Guy Lee Ash copse (NRSS site S14)
- 6.3 The following policies shall be applied to the Guy Lee Ash copse (NRSS site S14) as recommended in the NRSS (see GRP Tech. Supp., Appendix C):
- (a) Watershed protection (policy #2a)
 - (b) Low impact recreation access (policy #4a)

¹ Ordinance XXXX changed the name of the plan designation from Parks and Open Space to Public Land and Open Space.

GLENWOOD



REFINEMENT PLAN

November 1999

Design Recommendations are suggestions for public and private actions that would result in better urban design in Glenwood.

Plan Implementation lists priorities for actions that will implement the plan. These implementation priorities are recognized by the elected officials as the most important actions to consider in carrying out the intent of the plan. This section also describes the plan amendment processes.

The Glenwood Refinement Plan also includes an Appendix dated April 1989 printed under separate cover. The Appendix contains background material used in developing the plan, including materials from both issues sessions; history of zoning and annexation; Bancroft and assessment practices; and detailed information on the planning team's discussions on the vacation of 21st Avenue in the Phase I area.

VI. PLAN RELATIONSHIPS TO OTHER PLANS AND POLICIES

~~The Glenwood Refinement Plan is a refinement of the Eugene-Springfield Metropolitan Area General Plan, adopted in 1982. This plan is the guiding document for public decisions affecting the metropolitan area. Refinement plans must be consistent with the direction established by the Metropolitan Plan. Any inconsistencies are addressed through amendments to the Metropolitan Plan at the time of the refinement plan adoption.~~

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 202X, 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 on page 20 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.

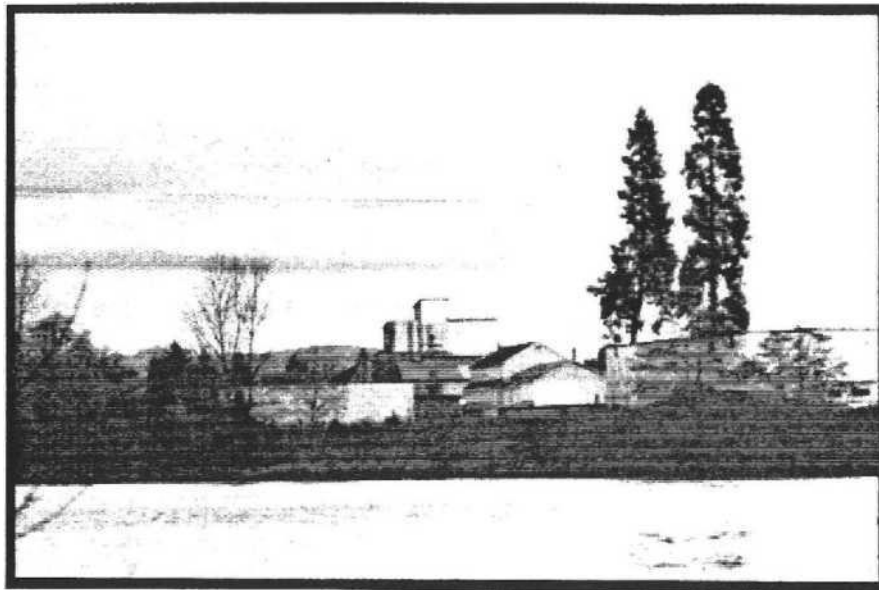
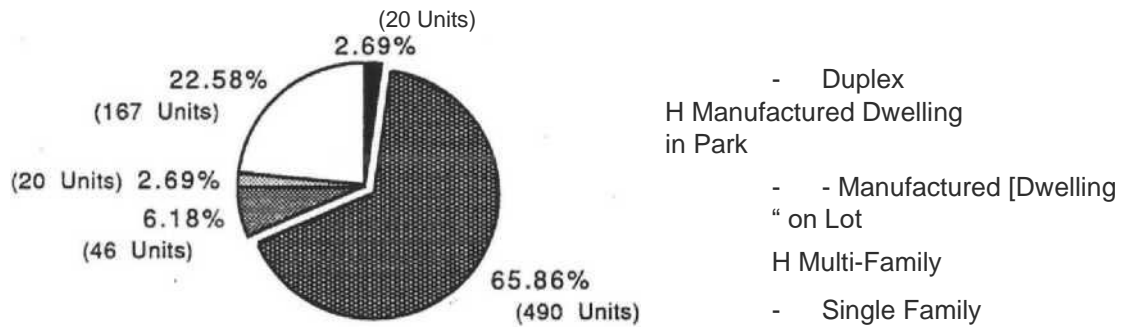


Figure 3

Number of Residential Units by Structure Type



2/87
Source: Lane Council of Governments

There are 167 single-family residences in Glenwood. Of these, 42 percent are owner-occupied. Eugene’s windshield survey conducted to determine general housing quality *has* indicated that a majority (62 percent) of the residential structures in Glenwood are in need of major repair.

C. Industrial and Commercial Land Use

Over the past 30 years, industrial development has gradually become the single most predominant form of development (14 percent) in Glenwood. In line with this industrial orientation, a majority of Glenwood's total acreage (59 percent) and of Glenwood's vacant acreage (65 percent) is designated ~~in the Metropolitan Plan~~ for light-medium industrial use. Industrial park sites and freestanding industrial sites are available for development as well. A majority of the land (68 percent) in Glenwood is also zoned for industrial use.

On the other hand, there is very little land developed (six percent), designated (eight percent), or zoned (two percent) for retail commercial uses. These commercial uses are located mostly along Franklin Boulevard.

About 116 acres of industrially zoned land in Glenwood is vacant. Of this total, a majority of these parcels are five acres or less in size (There are 73 acres in 67 parcels). Conversely, there are 43 acres in five parcels that are six acres or larger (See Figure 4 Page 13, Industrially Zoned Undeveloped Area). These figures indicate that most of the industrial land in Glenwood is best suited for small to mid-size industrial uses.

1. **This subarea shall be considered appropriate for low-density residential use.**
2. **The City shall act to maintain the viability of existing residential development, including single-family homes and manufactured dwellings.**
 - 2.1 Adopt methods to allow for the replacement of existing manufactured dwellings or placement of new manufactured dwellings on vacant lots.
 - 2.2 Adopt methods to allow small-scale manufactured dwelling parks (3-10 manufactured dwellings) to remain.
3. **Where appropriate, the City shall allow continuation of existing nonconforming uses established under earlier Lane County zoning.**
 - 3.1 Recognize the granola-making business on the southwest corner Concord and 15th Avenue as a non-conforming use.
 - 3.2 Consider amending Article 5, the Springfield Development Code regulations pertaining to pre-existing non-conforming use status and Articles 18 and 20, Commercial and Industrial zoning districts.
4. **The City shall support residential zoning that allows farm animals for non-commercial purposes.**
 - 4.1 Retain LDR zoning upon annexation to the City.

SUBAREA 2. SOUTH 17TH AVENUE TRANSITIONAL AREA (Refer to the Plan diagram on Page 20)

The South 17th Avenue Transitional area is a small residentially developed area consisting of 19 tax lots in nine acres. The area is developed with 17 houses, two manufactured dwellings, and a logging supply business. Lane County originally zoned this area for, industrial use in 1955. In 1982, Lane County changed the zoning to RA Suburban Residential to conform to the existing residential land use in the area. ~~This area is e Metropolitan Plan-designateds this area for light-medium industrial use.~~

The area is currently bordered by industrial zoning on the south, west, and north sides and partially on the east side. Most of the industrially zoned land is vacant, at this time.

POLICIES

1. **This subarea shall be considered appropriate for eventual light-medium industrial use.**
2. **The City shall allow for a gradual transition from residential to future industrial use.**
 - 2.1 Retain existing low-density residential zoning until individual property owner's request a change to light-medium industrial zoning.

Glenwood Boulevard is classified as an arterial street. It extends from Franklin Boulevard to 1-5 with access to and from the freeway. A drainage slough forms the southern boundary of this subarea. The slough is identified as a potentially regulated wetland area in a metropolitan-level review of wetlands.

The primary land use pattern for this area should remain industrial in the future to accommodate light manufacturing and/or distribution activities. The central location of this subarea in the metropolitan area and the access to Franklin Boulevard and 1-5 via Glenwood Boulevard make this location particularly well suited for distribution facilities.

While the primary designation for this area should be industrial, there are certain characteristics peculiar to the area that indicate other options could also be appropriate. Development of LTD'S facilities may ultimately generate some local demand for supporting commercial development. The subarea's central location and access factors may also make the area attractive for an independent retailer, such as a discount store. The intent here would be to accommodate a single user or single development site that requires a relatively large land area, and to avoid the creation of additional strip commercial through development of a multiplicity of small, independent uses.

The subarea is designated ~~in the Metropolitan Plan~~ for light-medium industrial use.

POLICIES

1. This subarea shall be considered appropriate for:

- mixed-use for the northwest, southwest, and southeast corners of Glenwood Boulevard and 17th Avenue.
- light-medium industrial for the rest of the subarea.

2. The City shall allow for the possibility of a locally oriented commercial site to serve the developing needs of the area.

- 2.1 Permit rezoning of the approximately three acres in the southeastern quadrant of the intersection to a Neighborhood Commercial district or other commercial district that would provide for locally oriented uses.

3. The City shall allow for the possibility of a large single commercial use or development site, such as a discount store.

- 3.1 Permit rezoning of a development site at the southwestern or northwestern corner of the intersection to the Community Commercial district, provided the entire ownership as it exists on the date of the refinement plan's adoption is included. Any tract rezoned to a commercial district under this provision should not be approved for further land division.

SUBAREA 4. GLENWOOD INDUSTRIAL AREA (Refer to the Plan diagram on Page 20)

The Glenwood Industrial Area encompasses a large portion of Glenwood. It includes all portions of Glenwood not within a specific subarea. The major portion of this subarea is in the interior of Glenwood. Much of this area is vacant or underdeveloped and the rest of the area is developed

with a variety of industrial uses. The area includes such major industrial uses as P. W. Pipe Company, United Parcel Service, and the Lane County Central Receiving Station for solid waste.

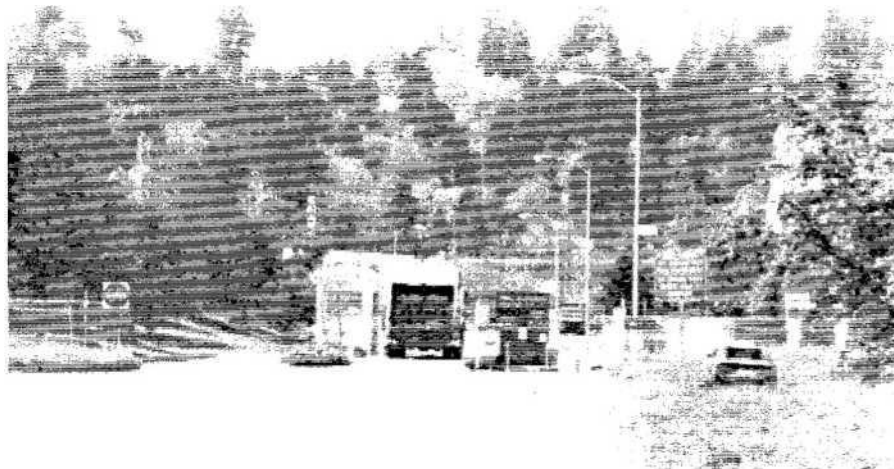
The majority of the area was zoned M-2 Light Industrial by Lane County in 1955 with scattered parcels zoned M-1 Limited Industrial at the same time. The area is still zoned for light-medium industrial use. The most westerly portion of this area is already within the City.

In 1976 Lane County constructed a solid-waste facility in Glenwood. The Central Receiving Station is a transfer site for solid waste from the metropolitan area. Solid waste is received and deposited in the facility's pit where it is compacted and then trucked to the Short Mountain landfill. The site also has a recycling station and a composting project for yard waste. Because of the nature of the activity, the facility does affect surrounding areas in Glenwood. These impacts range from litter generated by uncovered loads traveling through Glenwood to odors from the pit itself.

This ~~Subarea e Metropolitan Plan is~~ designates ~~ds this Subarea~~ for light-medium industrial use.

POLICIES

1. **This subarea shall be considered appropriate for light*medium industrial use.**
2. **The City shall protect nearby residential development from the impact of industrial expansion.**
 - 2.1 Use the Industrial Site Development Guidelines as criteria in reviewing development proposals through the site plan review process.
3. **The City shall consult with Lane County to reduce litter and odors from the solid waste facility.**



SUBAREA 5. GLENWOOD OPEN SPACE (Refer to the Plan diagram on Page 20)

This Subarea includes two separate geographic areas: 1) the Laurel Hill Cemetery on Judkins Road; and 2) the area between I-5 and the railroad tracks in southeast Glenwood. Both areas are ~~presently~~ designated for publicarks land and open space ~~in the Metropolitan Plan~~.

The southeast Glenwood area is currently undeveloped and has steep terrain. It is an area that

regulations to take into account when reviewing development proposals within the Greenway. Springfield has established a Greenway Setback Line along the Willamette River, both within the city limits and the City's urban transition area. The City will establish a Glenwood Greenway Setback Line within one year of the adoption of this plan. The Willamette River Site Development Guidelines beginning on Page 37 shall continue to apply until the Glenwood Greenway Setback Line is established.

Because of the breadth and diversity of land uses and character of the corridor, this subarea is broken into five smaller subareas: River Industrial, Franklin Commercial-Industrial Strip, River Opportunity Area, McVay Mixed-Use Area, and South McVay Industrial. These subareas are discussed below and have policies and implementation strategies specific to them.

SUBAREA 6. RIVER INDUSTRIAL (Refer to the Plan diagram on Page 20)

The River Industrial area includes all parcels between Franklin Boulevard and the Willamette River from the I-5 bridge to the Jay Oldham storage yard. It also includes the first seven parcels on the south side of Franklin Boulevard ending just west of Brooks Auto Parts.

The parcels on the north side of Franklin Boulevard have historically been used for major industrial uses and the area is still predominantly industrial with such large well-established uses as Myrmo's and Willamette Graystone. There are also smaller, more commercially oriented uses on parcels fronting Franklin Boulevard such as car dealerships and pawn shops.

The majority of the parcels on the south side of Franklin Boulevard are vacant and under one ownership. One parcel has two houses. All of these parcels back up to the Lane County Solid Waste Facility on the south.

Because these parcels are vacant and have frontage on Franklin Boulevard, the site may also be desirable for commercial use. The intent here would be to accommodate a single large user rather than a proliferation of smaller commercial uses so that strip commercial would not be extended on Franklin Boulevard.

The River Industrial area is designated for light-medium industrial use ~~in the Metropolitan Plan.~~

POLICIES

1. This subarea shall be considered appropriate for:

- **mixed use for the parcels on the south side of Franklin Boulevard;**
- **light-medium industrial for the rest of the subarea.**

2. The City shall recognize existing commercial development.

- 2.1 Allow for continued commercial use of smaller parcels with frontage on the north side of Franklin Boulevard and a shallow lot depth by allowing Community Commercial zone changes.

3. The City shall recognize the possibility of commercial development on the south side of Franklin Boulevard.

- 3.1 Allow rezoning of parcels on the south side of Franklin Boulevard to the Community Commercial district, provided the entire ownership as it exists on the date of the

SUBAREA 7. FRANKLIN BOULEVARD COMMERCIAL- INDUSTRIAL STRIP (Refer to the Plan diagram on Page 20)

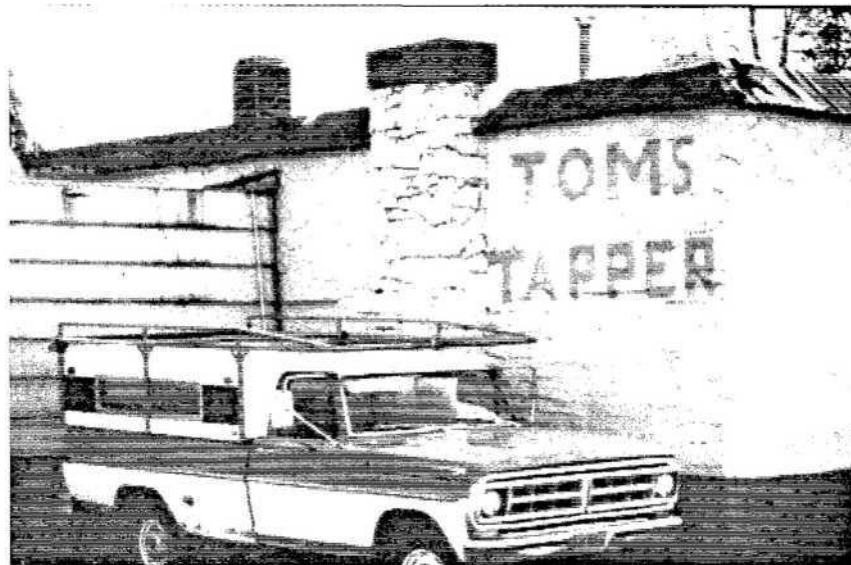
The Franklin Boulevard Commercial-Industrial Strip is located along the south side of Franklin Boulevard and it extends east from Brooks Auto Parts to the railroad overpass. Although most of the strip has industrial zoning, many of the uses are commercial in nature (such as the Glenwood Market) or commercially oriented industrial uses (such as Case Equipment). The area also includes scattered residential uses.

In some cases this area extends more than a block south of Franklin Boulevard in recognition of existing industrial development patterns. This is particularly true on the east side of Brooklyn Street, which is currently developed with a mixture of industrial and residential uses, including houses, a church, a warehouse, and a truck repair business.

The Franklin Boulevard Commercial-Industrial Strip, except for the east side of Brooklyn Street, is designated for commercial use ~~in the Metropolitan Plan~~. The east side of Brooklyn Street is designated for light-medium industrial use.

POLICIES

1. **This subarea shall be considered appropriate for mixed commercial-industrial use.**
2. **The City shall allow a mix of zoning districts in order to reflect the combination of land uses in the subarea.**
 - 2.1 Allow Community Commercial zoning (parcels may retain Light-Medium Industrial zoning).



- 2.2 Allow residential uses to retain Low Density Residential zoning.

with a total of 80 manufactured dwellings and 49 RV spaces on 15 acres on the west side of the McVay Highway. It also includes some commercial and industrial uses oriented to the McVay Highway near 20th Avenue and houses scattered throughout the area, especially along 20th Avenue. This area also includes a large vacant parcel which fronts on the river and James Park, a neighborhood park located off 19th Avenue owned and operated by the Willamalane Park and Recreation District. The Parks and Recreation section of the Public Facilities and Services Element discusses James Park and explores the possibility of creating a park on the river side of McVay Highway.

All of the mobile home parks in Glenwood allow overnight RV usage. The Springfield Development Code currently allows RV parks only within the Community Commercial district. Overnight RV usage within parks is only allowed under certain conditions in certain parts of the City.

The manufactured dwelling parks on the west side of McVay are generally older than the ones on the east side and will probably be redeveloped within the next 15 years. While the manufactured dwelling parks on the west side of McVay are currently designated for low-density residential use, in the long term this area will probably be redeveloped for industrial use. This change would require a plan amendment.

Most of the parcels on the river side of the McVay Highway are within the Willamette River flood hazard area, either within the floodway itself or in the 100-year floodplain. New development within the floodway is extremely restricted. Replacement of existing manufactured dwellings within the flood hazard area is currently allowed.

~~The Metropolitan Plan designates P~~part of the area along the McVay Highway is designated for commercial use, while ~~designating~~ the areas of the existing manufactured dwelling parks on both sides of McVay are designated for low-density residential use and the rest of the area for light-medium industrial use.

POLICIES

- 1. This subarea shall be considered appropriate for:**
 - **mixed use for parks, office and industrial parks and medium-density residential use on the east side of the McVay Highway;**
 - **low-density residential use for the two manufactured dwelling parks on the west side of McVay Highway;**
 - **commercial use in the vicinity of 20th Avenue;**
 - **park use for James Park and the old Glenwood school site; and**
 - **light-medium industrial for the remainder of the subarea.**
- 2. The City shall allow for appropriate zoning reflecting the land use designations within this subarea.**
 - 2.1 Allow for a mixture of zoning districts that would allow parks, office and industrial parks, and medium-density residential use.
 - 2.2 Allow manufactured dwelling parks to have Low Density Residential zoning.

2.3 Allow Neighborhood Commercial or Community Commercial zoning within the commercially designated area.

3. The City shall consider this area as appropriate for RV use.

3.1 Continue to allow RVs to replace RVs and manufactured dwellings in existing manufactured dwelling parks that contain RVs.

4. The City shall defer to Willamalane to consider the potential for future park development within the area adjacent to the Willamette River.

Refer to the Franklin Boulevard/Willamette River Corridor policies on Page 27 for additional policy direction.



SUBAREA 10. SOUTH MCVAY INDUSTRIAL (Refer to the Plan diagram on Page 20)

This area is located on both sides of the southern portion of the McVay Highway as it exits the Glenwood area. While existing uses are mostly industrial in nature, the opportunity exists for office or industrial park development that takes advantage of the riverfront location.

The South McVay Industrial area is designated for light-medium industrial use ~~in the Metropolitan Plan.~~

POLICIES

1. This subarea shall be considered appropriate for light-medium industrial use.



glenwood

refinement plan

Introduction

Plan Purpose ~~& Relationship to Other Plans~~

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

The Glenwood Refinement Plan (GRP) is one of several neighborhood-specific refinement plans that ~~further refine and augment the Metro Plan and the community-focused refinement plans. They~~ 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.

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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

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

Nodal Development

Certain neighborhood design patterns are sometimes referred to as ‘nodes’ in the Eugene-Springfield metropolitan area. The nodal concept was accepted by the Oregon Department of Land Conservation and Development as a measure for the region to reduce vehicle miles traveled in compliance with the Oregon Transportation Planning Rule in 2001. As described in the [Metro 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 Metro 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 Metro Plan's Nodal Designation to the approximately 50-acre Glenwood Riverfront Plan District boundary, as depicted in Figure 1. Implementation Action 2.4 in the Springfield 2030 Refinement Plan Residential Land Use and Housing Element calls for Springfield to increase opportunities for mixed-use nodal development, including considering expansion of the Glenwood node through the Glenwood Refinement Plan Update process. This Plan contains objectives, policies, and implementation strategies, as described later in the Land Use Chapter, that include direction for meeting this implementation strategy in the Glenwood Riverfront.

Land Use Framework

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

and redevelopment in the Glenwood Riverfront that will, in turn, complement redevelopment in downtown Springfield.

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

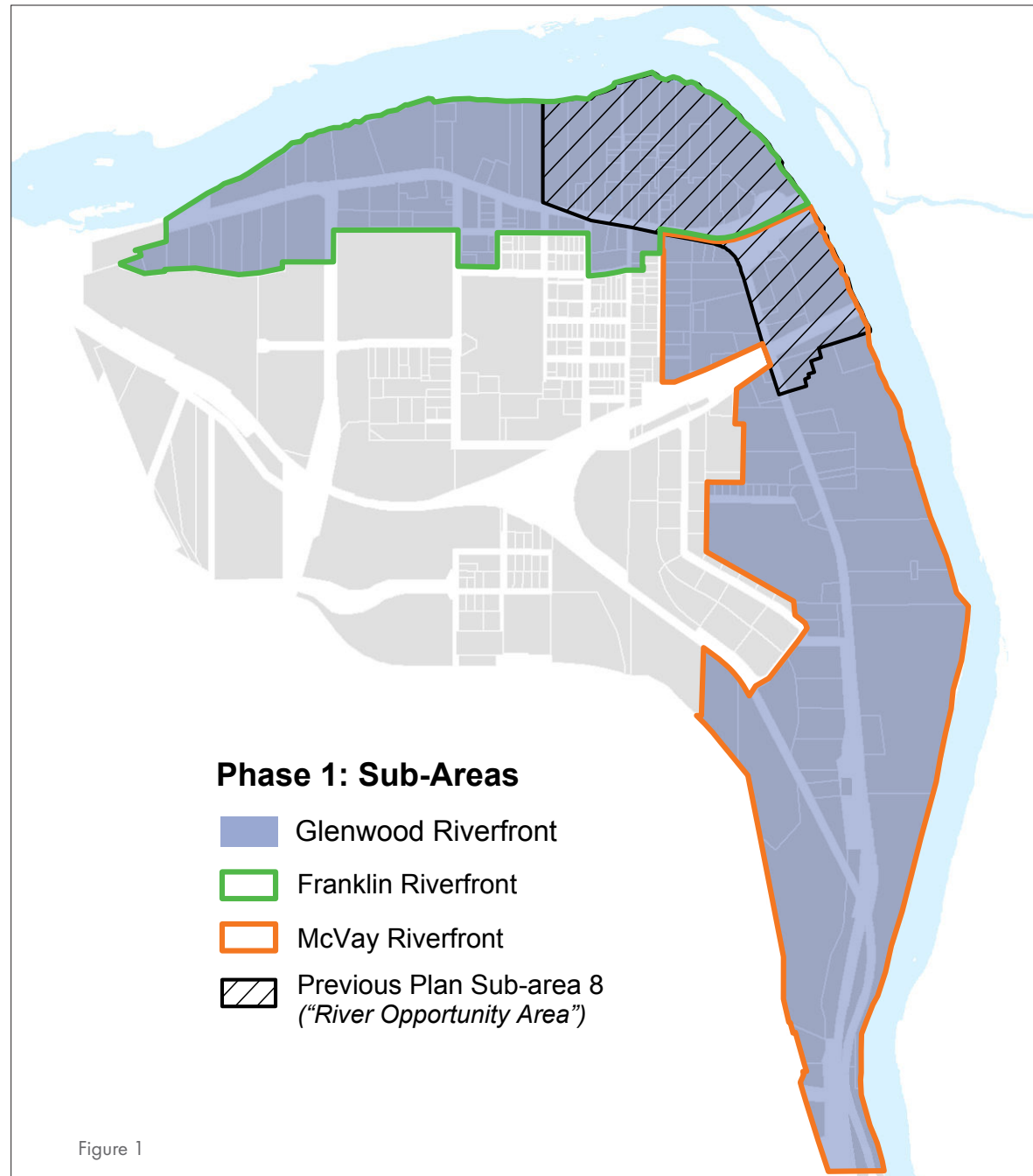
Land Use Designations, Zoning & Subareas

Designations

The Glenwood Phase I plan designation map ~~refines the Metro Plan Diagram to~~ 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 ~~plan designations and policies of the Metro Plan 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 categories also meet the fundamental characteristics of a node as defined in the [Metro-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.

from previously prepared materials) of finished products or parts, including processing, fabrication, assembly, treatment, testing, or packaging of these products. Emphasis is placed on uses that are not potentially dangerous or environmentally incompatible with office employment uses, i.e. not generating air pollution, hazardous waste, or excessive noise. These uses typically generate limited/light freight traffic, and all manufacturing and storage of materials and company vehicles are obscured from public view. Examples include, but are not limited to: manufacture of electronic instruments; specialty food processing; pharmaceutical manufacturing; research and scientific laboratories; and businesses that recycle manufactured materials for sale to the public.

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

Subareas

Subarea A

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

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 [MetroSpringfield 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

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 **through the Metro Plan**. In 2007, the Oregon Legislature passed House Bill 3337, which required Eugene and Springfield to establish separate UGBs that included separate 20 year residential lands inventories for each city. In response to House Bill 3337, Springfield conducted a study to determine the City's housing needs for 2010-2030 and to evaluate the sufficiency of land available for residential uses within Springfield's UGB. The adopted study, the Springfield Residential Land and Housing Needs Analysis (RLHNA) is the basis upon which the adopted Springfield 2030 Residential Land Use and Housing Element were developed.

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