
AGENDA ITEM SUMMARY

Meeting Date: 9/26/2011
Meeting Type: Work Session
Staff Contact/Dept.: Molly Markarian/DSD
Staff Phone No: 541-726-4611
Estimated Time: 60 Minutes
Council Goals: Community and Economic Development and Revitalization

**SPRINGFIELD
CITY COUNCIL**

ITEM TITLE:

GLENWOOD REFINEMENT PLAN PHASE I REFINEMENT PLAN AMENDMENT TYP411-00005, METRO PLAN AMENDMENT TYP411-00006, DEVELOPMENT CODE AMENDMENT TYP411-00007, AND ZONING MAP AMENDMENT TYP311-00001.

ACTION

REQUESTED: None – for information only.

ISSUE

STATEMENT: This Work Session is the third of three sessions intended to provide the Council with a detailed summary of the Glenwood Refinement Plan (GRP) Update Project, a comprehensive planning process the City, citizens, and partner agencies have been engaged in since 2008. This Session will outline the proposed amendments to Springfield Development Code Section 3.4-200 that will enable implementation of the Phase I GRP.

ATTACHMENTS:

Attachment 1 – Draft Glenwood Riverfront Mixed-Use Plan District
Attachment 2 – Citizen Advisory Committee Comments and Staff Response

**DISCUSSION/
FINANCIAL
IMPACT:**

The final work products of this project will be an updated Glenwood Refinement Plan for the Phase 1 area and an updated Glenwood Plan District section in the Springfield Development Code to guide the redevelopment of Glenwood.

At the July 5 and September 12, 2011 Work Sessions, Staff provided the Council with a detailed overview of the project and the GRP policy recommendations developed to date. Staff engaged the Glenwood Citizen Advisory Committee (CAC) in a detailed review of the Development Code amendments as they were developed, along with private sector designers and developers. Staff also asked the CAC to indicate their level of support for forwarding these amendments to the Planning Commission for their review. Attachment 2 summarizes the comments received from the CAC, along with the staff response to those comments.

A joint Springfield and Lane County Planning Commission work session and public hearing on the Plan and Code amendments is scheduled for October 18, 2011. A joint City Council and Board of Commissioners work session on the Plan and Code amendments will take place on November 7, 2011 with a joint public hearing scheduled for November 21, 2011.

GLENWOOD RIVERFRONT MIXED-USE PLAN DISTRICT

Commentary: *The establishment of the Glenwood Riverfront Mixed-Use Plan District implements the following policy of the updated Glenwood Refinement Plan Land Use and Built Form Chapter that states: "Adopt the Glenwood Riverfront Mixed-Use Plan District and apply it to all parcels in the Glenwood Riverfront." All Glenwood Refinement Plan implementation strategies listed under this policy have been met.*

3.4-200	GLENWOOD RIVERFRONT MIXED-USE PLAN DISTRICT
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Subsections:

- 3.4-205 Purpose**
- 3.4-210 Applicability**
- 3.4-215 Review**
- 3.4-220 Non-Conforming Uses**
- 3.4-225 Conflicts**
- 3.4-230 Glenwood Riverfront Mixed-Use Plan District Modifications**
- 3.4-235 Design Standards Alternatives/Exemptions from Design Standards**
- 3.4-240 Phased Development**
- 3.4-245 Land Use Designations, Zoning District Descriptions and Applicable Overlay Districts**
- 3.4-250 Schedule of Use Categories**
- 3.4-255 Prohibited Uses**
- 3.4-260 Use Interpretations**
- 3.4-265 Base Zone Standards**
- 3.4-270 Public and Private Development Standards**
- 3.4-275 Building Design Standards**
- 3.4-280 Willamette Greenway Development Standards**

3.4-205 Purpose

Commentary: *The Glenwood Riverfront Mixed-Use Plan District will result in the deletion of the existing Glenwood Riverfront Plan District. The Glenwood Riverfront Mixed-Use Plan District contains development and design standards based upon Glenwood Refinement Plan Riverfront policies and implementation strategies. The Glenwood Riverfront Mixed-Use Plan District will also result in the deletion of Springfield Development Code Appendix 3, Temporary Glenwood Riverfront Plan District Master Plan Standards. Appendix 3 was added to the Springfield Development Code when the Master Plan regulations were amended in 2008. The “old” Master Plan review process was necessary to apply to any changes in the Glenwood Riverfront Plan District because that Plan District was adopted as a Master Plan. The amended Appendix 3 will contain all of the Glenwood Refinement Plan Riverfront policies and implementation strategies to address the outcome of “Opus”, a Land Use Board of Appeals case that stated in part that refinement plan policies and implementation strategies could not be used as part of a land use decision unless they were adopted as part of a Development or Zoning Code. Appendix 3 will be finalized prior to the start of the public review process.*

- A.** Plan Districts are customized development standards applied to unique areas within the City where traditional zoning mechanisms are unlikely to achieve desired development objectives. An area may be unique based on natural, economic or historic attributes. The Glenwood Riverfront has all of these attributes which maximizes the value of the area’s proximity to the Willamette River; major transportation corridors, notably Interstate 5; and the University of Oregon; as well as Glenwood’s strategic location between downtown Eugene and downtown Springfield.

Commentary: *The visioning goals are those approved by the CAC in 2009.*

- B.** The Glenwood Riverfront Mixed-Use Plan District takes policies from the Glenwood Refinement Plan and establishes and implements development standards and building design standards specifically applicable to this Plan District. The Glenwood Riverfront Mixed-Use Plan District implements the following visioning goals:
1. Improve public connections to the Willamette River;
 2. Establish inviting public spaces, including parks, plazas, and multi-use paths;
 3. Encourage aesthetically pleasing, sustainable buildings and sites that are context sensitive and oriented to human activity;
 4. Provide opportunities for the installation, display, and creation of public art;
 5. Allow for a mix of uses suitable to the unique development opportunities in Glenwood;
 6. Provide opportunities for the development of a variety of housing types to meet the needs of a range of households;
 7. Facilitate opportunities for businesses to provide goods and services to local, regional, statewide, national, and international markets;

8. Restore, enhance, and protect the ecological function of natural resources, and increase public awareness of these resources;
9. Protect the public from potential natural and manmade hazards;
10. Celebrate Glenwood’s contributions to the region’s historic development;
11. Enhance the transportation system to improve safety, convenience, and movement for all modes of travel, including vehicles, trains, public transit, bicycles, and pedestrians;
12. Provide a full range of urban public facilities and services for redevelopment and new development; and
13. Facilitate redevelopment while addressing the consequences of change to existing residents and businesses.

3.4-210 Applicability

The Glenwood Riverfront Mixed-Use Plan District includes all land in the Glenwood Riverfront that abuts the Willamette River and both sides of Franklin Boulevard and McVay Highway from the I-5 Bridges to the south boundary of Glenwood. The Glenwood Riverfront Mixed-Use Plan District is divided into two distinct areas:

- A. The Franklin Riverfront; and
- B. The McVay Riverfront.

3.4-215 Review

- A. Any proposed development within the Glenwood Riverfront shall require a Development Issues Meeting or a Pre-Application Report as specified in Section 5.1-120.
- B. All required applications in the Glenwood Riverfront Mixed-Use Plan District shall be reviewed as specified in Chapter 5 including, but not limited to: Annexations; Master Plans; the Willamette Greenway Overlay District; the Floodplain Overlay District; the Hillside Development Overlay District; the Historic Overlay District, as applicable; Site Plan Review; and Land Divisions.
 1. The development and design standards specified in Sections 3.4-270 and 3.4-275 shall supersede the Site Plan Review submittal requirements for the applicable topics specified in Section 5.17-120 and/or the Master Plan submittal requirements specified in Section 5.13-120, in lieu of the comparable submittal requirements of these applications.

Commentary: *The Glenwood Refinement Plan Housing and Economic Development Chapter, Economic Development Section states: “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.... 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.” The limitation on land divisions is necessary to protect commercial and industrial land of both small and large acreages as specified in CIBL. Springfield Development Code Subsection 5.13-116.C. regarding Master Plans states: “Subdivision and/or Site Plan applications that initiate the various phases of proposed development shall not be submitted concurrently with the Preliminary Master Plan. These applications shall not be submitted until Final Master Plan approval is effective, as specified in Section 5.13-133.” This text is added in response to Randy Hledik’s question raised at the 05/11 CAC meeting.

2. Land divisions shall be prohibited on lots/parcels larger than one acre and designated and zoned Office Mixed-Use or Commercial Mixed-Use, or on lots/parcels larger than 20 acres and designated and zoned Employment Mixed-Use until Final Site Plan Review or Final Master Plan approval has been granted by the City.

Commentary: *These other applications are referenced here for the developers’ convenience, even though they are discussed in detail below.*

C. Other Glenwood Riverfront application review procedures include, but are not limited to:

1. Glenwood Riverfront Mixed-Use Plan District Modifications, which shall be reviewed as specified in Section 3.4-230.
2. Design Standards Alternatives/Exemptions from Design Standards, which shall be reviewed as specified in Section 3.4-235.
3. Glenwood Riverfront Mixed-Use Plan District use interpretations, which shall be reviewed as specified in Section 3.4-260.
4. Any other applicable standard as specified elsewhere in this Code.

D. Any other applicable agency permits/approvals/coordination including, but not limited to:

1. The Army Corps of Engineers/the Department of State Lands (wetland/riparian areas, stormwater outfalls/discharges and fills/excavations);
2. The Department of Environmental Quality (contaminated sites);
3. The Oregon Department of Transportation (access to/from Franklin Boulevard and McVay Highway); and
4. Lane County Transportation (vacation of local access roads).

3.4-220 Non-Conforming Uses

Commentary: *The intent of the redesignations and rezoning discussed above is to allow developers to go directly to the land use application process, something that in most cases cannot now occur due to plan/zone conflicts (a situation where the zoning is different from the land use designation; e.g., Light-Medium Industrial zoning with a Commercial designation). While the majority of properties in the Glenwood Riverfront are already considered non-conforming, the redesignations and rezoning discussed above will not eliminate existing non-conforming situations until new development or redevelopment occurs. In addition, while several new non-conforming situations may be created upon the redesignation and rezoning of the Glenwood Riverfront, they too will disappear when new development or redevelopment occurs. However, the citations listed below do allow modifications to any existing non-conforming uses, upon the applicable review approval.*

Any existing non-conforming building, structure and/or use may continue, expand, or be modified as may be permitted in Sections 5.8-120, 5.8-125 and 3.4-280 until they are either abandoned, as defined in Section 5.8-130, and/or redeveloped as defined in Section 6.1-110.

3.4-225 Conflicts

In cases where:

- A. The development standards of the Glenwood Riverfront Mixed-Use Plan District conflict with local standards found in other Sections of this Code, the standards of the Plan District will prevail, unless there is a specific reference to another SDC Section. In that case, the referenced Section's standards will prevail.
- B. These development standards conflict with Federal and/or State regulations, the Federal and/or State regulations will prevail.

3.4-230 Glenwood Riverfront Mixed-Use Plan District Modifications

Commentary: *The Major/Minor format is similar to the two-tier Master Plan Modification process found in Section 5.13-135.*

Glenwood Riverfront Mixed-Use Plan District modifications shall be categorized as Minor and Major.

- A. A Minor Glenwood Riverfront Mixed-Use Plan District modification shall be subject to a Director's decision under either a Type I or a Type II review procedure. Minor Modifications are those which result in any of the following:
 - 1. Type I review procedure.
 - a. Changes related to the streetscape, the visual elements of a street, including, but not limited to the street, adjacent buildings, street furniture, trees and open spaces, etc, that combine to form the street's character, in a manner consistent with the Glenwood Refinement Plan Transportation Chapter policies and

implementation strategies and the Springfield Engineering Design Standards and Procedures Manual.

- b. A change in the design of a street in a manner consistent with the Glenwood Refinement Plan Transportation Chapter policies and implementation strategies and the Springfield Engineering Design Standards and Procedures Manual.
- c. A change of 20 percent or less to a quantified building design standard as specified in Section 3.4-275.

2. Type II review procedure.

- a. A modification of a driveway access location in a manner consistent with the Glenwood Refinement Plan Transportation Chapter policies and implementation strategies.

B. A Major Glenwood Riverfront Mixed-Use Plan District modification shall be subject to a public hearing and decision under a Type III review procedure. Major Modifications are those that result in any of the following:

- 1. A change of more than 20 percent to a quantified building design standard as specified in Section 3.4-275.
- 2. A change that requires a street, mid-block connector, multi-use path or other transportation facility to be shifted, provided the change maintains the connectivity requirements established by the Glenwood Refinement Plan Transportation Chapter policies and implementation strategies and that the shift does not impact the integrity of a Subarea.
- e. A modification not specifically listed under the minor modification categories specified in Subsection A and the major modification categories specified in this Subsection.

EXCEPTION: Any modification to the street grid that necessitates a street or other transportation facility to be eliminated (unless permitted as specified in the Glenwood Refinement Plan, Transportation Chapter, Franklin Riverfront Local Street Network), a modification that proposes to eliminate or change the minimum width or length of one or both of the park blocks, or other proposal that is not consistent with applicable Glenwood Refinement Plan policies and/or implementation strategies shall require an amendment of the Glenwood Refinement Plan as well as the Glenwood Riverfront Mixed-Use Plan District as specified in Section 5.6-100.

C. All Major Glenwood Riverfront Mixed-Use Plan District Plan modifications shall include a peer review of the proposed modification, at the applicant's expense, to supplement the record of the public hearing. Peer review is a process used for evaluating modifications proposed by the design team specified in Subsection 3.4-275B. Peer review is performed by firms employing architects, engineers and planners. The Director shall choose the peer review firm based upon the following criteria:

1. A description of the firm's history, size and professional capabilities to undertake the project in a timely manner;
 2. An outline of the firm's experience with regard to achieving high-quality functional, aesthetic and economical building design;
 3. Demonstrated experience with sustainable construction, such as completed projects that received a LEED rating, or other similar sustainable design programs;
 4. A list key personnel assignments for the peer review;
 5. The proposed format for the presentation of the review and recommendations;
 6. The time schedule to perform the review;
 7. The submittal of 3 separate professional references with persons who are familiar with the work of the firm. References will be contacted by person, phone and/or correspondence as to the firm's past performance; and
 8. Any experience with previous peer reviews to include the type and number of reviews conducted.
- D.** Major and Minor Glenwood Riverfront Mixed-Use Plan District Plan modification criteria. The proposed modification shall:
1. Maintain the integrity of the north/south east-west street grid that provides multi-modal internal circulation in the Franklin Riverfront and the future internal street layout in the McVay Riverfront established by the Glenwood Refinement Plan Transportation Chapter policies and implementation strategies, or the proposed modification shall be necessary to adjust to physical constraints evident on the property including, but not limited to:
 - a. Hillsides;
 - b. Protecting significant natural features such as trees, rock outcroppings, wetlands, or similar natural features; or
 - c. Adjusting existing property lines between proposed development area boundaries.
 2. Not significantly affect the landscaping, stormwater management, design, circulation and access policies and implementation strategies in the applicable chapters of the Glenwood Refinement Plan or the Springfield Engineering Design Standards and Procedures Manual.
 3. Result in a development design that meets or exceeds the applicable purposes of Section 3.4-205. This criterion applies to Major Modifications only.

3.4-235 Design Standards Alternatives/Exemptions from Design Standards

Commentary: *Metro Plan Housing Policy A.24 states: "Consider adopting or modifying local zoning and development regulations to provide a discretionary design review process or clear and objective design standards, in order to address the issues of compatibility, aesthetics, open space, and other community concerns." This Section establishes a discretionary design review process.*

- A. Sections 3.4-270 and 3.4-275 list development and design standards that require compliance from the developer. A developer may choose to:
 - 1. Comply with the development/design standards;
 - 2. Request an exemption from certain development/design standards; and/or
 - 3. Propose alternative development/design standards that shall meet or exceed the standard in question.

- B. The developer shall submit a request in writing to the Director for a development/design exemption or alternative development/design proposal at the time of application for a Development Issues Meeting or Pre-Application Report, as specified in Subsections 5.1-120A. and B. The request shall be revised as necessary and submitted with the Pre-Submittal Meeting application, as specified in Subsection 5.1-120C. to allow the City sufficient time for review and consideration. If the applicant desires to proceed with the development/design exemption or alternative development/design proposal, at the Pre-Submittal Meeting the Director shall reclassify the Site Plan Review or Master Plan application from a Type II procedure to a Type III review procedure as specified in Section 5.1-130. It shall be the developer's responsibility to make the case for a development/design exemption or alternative development/design proposal as part of the formal Site Plan Review and/or Master Plan application submittal. In this case, a peer review of the proposed exemption and/or alternative standard shall be submitted at the applicant's expense.

3.4-240 Phased Development

Commentary: *Note: The minimum development area in all Subareas is 5 acres as specified in Section 3.4-265 (see that Section for more information).*

- A. If development that is planned to occur in phases will be completed in less than 3 years, a phased development plan shall be submitted concurrently with the Site Plan Review application as specified in Section 5.17-100.

- B. For phased developments lasting more than 3 years, or in situations described in Section 3.4-235, a Master Plan application, as specified in Section 5.13-100, shall be required to guarantee phasing continuity.

3.4-245 Land Use Designations, Zoning District Descriptions and Applicable Overlay Districts

Commentary: *This Section implements the following policy of the Glenwood Refinement Plan Land Use and Built Form Chapter that states: “Designate and zone land that meets the fundamental characteristics of Mixed Uses and Nodal Development Area designations, as defined in the Metro Plan.” All Glenwood Refinement Plan Land Use and Built Form implementation strategies listed under this policy have been met.*

A. Applicable land use designations.

1. The Metro Plan designations are as follows:

- a.** The Metro Plan’s Mixed-Use designation applies to all land within the Glenwood Riverfront.

Commentary: *The application of this Metro Plan designation proposes to expand the existing Glenwood Riverfront Metro Plan Nodal Development Area designation that is concurrent with the existing Glenwood Riverfront Plan District boundary to include both sides of Franklin Boulevard and land west of Henderson Avenue.*

- b.** The Metro Plan’s Nodal Development Area designation applies to all land within the Franklin Riverfront and the land along McVay Highway, north of the Union Pacific Railroad trestle. The Nodal Development Area designation supports a mixed-use, pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment in well-defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be oriented to pedestrians and transit.

Commentary: *This is a placeholder for the conversion of Open Space areas and sites for public facilities to be re-designated at some time in the future. The appropriate local agency to acquire parkland is the Willamalane Park and Recreation District.*

- c.** The Metro Plan’s Public and Semi-Public designation includes existing publicly owned metropolitan and regional scale parks, and publicly and privately owned golf courses and cemeteries in recognition of their role as visual open space, as well as some other areas needed for public open space at a non-local level. This designation may apply to public open spaces envisioned in the Glenwood Refinement Plan, and/or any necessary major public facility, at such time as they are placed under public jurisdiction. Until that time, these public open space areas and future major public facilities, (e.g., a fire station) will retain the applicable mixed-use designation and zoning described in Subsections A.2 and B. When appropriate, the City or an affected public agency may initiate a Metro Plan and Zoning Map amendment for the subject property to be designated Public and Semi-Public and zoned Public Land and Open Space.

- 2.** The Glenwood Refinement Plan designations are Residential Mixed-Use, Commercial Mixed-Use, Office Mixed-Use and Employment Mixed-Use and are delineated(?) as Subareas A, B, C, and D, respectively. The descriptions of these designations are the same as the base zoning districts described in Subsection B.

- B.** Establishment of base zoning districts. The Glenwood Riverfront Mixed-Use Plan District is comprised of Subareas A, B, C and D that comply with the Glenwood Refinement Plan designations and establish the following base zoning districts. Note: The definitions of Primary Use, Secondary Use, and Accessory Use can be found in Section 3.4-250 and in Chapter 6, Definitions.

Commentary: *The basis for Subarea A, which establishes a high-density residential neighborhood, is the Springfield Residential Land and Housing Needs Analysis (RLHNA). The Glenwood Refinement Plan Housing and Economic Development Chapter, Housing Element states: "As described in the Land Use and Built Form 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 33.3 gross acres with a minimum density of 50 dwelling units per net acre in the Glenwood Riverfront as Residential Mixed-Use to provide a high density housing choice for Springfield residents and ensure that Springfield's high-density housing needs can be met through annexation and redevelopment, consistent with Springfield's adopted housing policies." **Note:** A number of Citizen Advisory Committee (CAC) members stated that the proposed 50 dwelling unit minimum density standard proposed by staff was too high; a minimum density range of 25 to 40 dwelling units was discussed. This issue will be resolved during the public review process. Subarea A contains a total of 33.3 gross acres.*

- 1.** Residential Mixed-Use. Subarea A addresses the need for high-density residential development sites discussed in the Springfield Residential Land and Housing Needs Analysis (RLHNA) and the Residential Land Use and Housing Element of the Springfield 2030 Refinement Plan adopted on June 20, 2011. This planned high-density neighborhood is intended to be pedestrian-friendly and includes park blocks and a riverfront linear park to incorporate public open space needs that are also discussed in the RLHNA and the Springfield 2030 Refinement Plan. Subarea A provides opportunities for high-density residential mixed-use development opportunities with riverfront views and points of access to the river. In Subarea A:
 - a.** The primary use shall be high-density residential development with a minimum density of 50 dwelling units per net acre, on any floor of a building.

EXCEPTION: The minimum density may be reduced if the total average density of 50 dwelling units per net acre for the minimum 5 acre or larger development area is a condition of either Site Plan Review or Master Plan approval. For example, if a developer proposed a minimum density of 35 dwelling units per net acre for the first development, future development would be required at a higher density to achieve the 50 dwelling unit per net acre standard. In these cases, the minimum density threshold shall be 28 dwelling units per net acre.

- b. Secondary commercial uses, while not required, will provide some of the commercial needs of this high density residential neighborhood.
 - i. Secondary educational facilities and commercial uses including, but not limited to retail sales and services; eating and drinking establishments; professional, scientific, and technical services; and personal service uses shall be limited to the ground floor of a building.
 - ii. Secondary commercial uses may occupy up to 100 percent of the ground floor of a building provided that all space above the ground floor meets the minimum density of 50 dwelling units per net acre within the development area.
- c. No stand-alone commercial building shall be permitted.

EXCEPTION: In Subarea A, on the street side of buildings fronting Franklin Boulevard, permitted secondary commercial uses may also occur on upper stories. This will allow these commercial uses to take advantage of the exposure to the north side of Franklin Boulevard and other permitted commercial uses on the south side. Any high density residential development in these buildings shall meet the residential density standard specified above within the development area.

Commentary: *The basis for Subareas B, C and D is the Springfield Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis, and Economic Objectives and Implementation Policies (CIBL). The Glenwood Refinement Plan Housing and Economic Development Chapter states: "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 compatible 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 medical center 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 corridor, and the Downtown Urban Renewal District.' The Employment Mixed-Use, Office Mixed-Use, and Commercial Mixed-Use refinement plan designations and zoning...respond accordingly. However, meeting Statewide Planning Goal 9, Economic Development, requires not only providing an adequate land supply to provide for an adequate 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 land use designations and the zoning districts implement CIBL in Glenwood. The CIBL states 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 along the Franklin /McVay corridor...'"*

Subarea B contains a total of 14.5 gross acres.

- 2.** Commercial Mixed-Use. Subarea B provides for flexible commercial and/or high-density residential development opportunities with riverfront views and points of access to the river that complement the adjacent high density residential mixed-use neighborhood to the west. In Subarea B:
 - a.** Primary uses are commercial hospitality services, retail sales and services; eating and drinking establishments; personal services; and professional, scientific, and technical services; and office employment uses that shall be permitted either as stand-alone uses or as part of a building with a mix of these uses. Within a primary use building, accessory uses including, but not limited to 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 may be located.
 - b.** Secondary educational facilities or high density residential uses shall be permitted above ground floor commercial uses or as a stand-alone building that is part of a commercial mixed use development area. Any secondary high density residential uses shall meet the minimum residential density within the development area as required in Subarea A.
 - c.** In order to preserve the commercial land supply, no more than 50 percent of a development area within Subarea B shall be dedicated to a residential use, either stand-alone or within a mixed-use building.

Subarea C contains a total of 46.3 gross acres.

- 3.** Office Mixed-Use. Subarea C provides for office employment uses with riverfront views and access points to the river that complement the adjacent high density residential mixed-use neighborhood to the east. In Subarea C:
 - a.** Primary uses are office employment uses as well as professional, scientific and technical services that shall be permitted on any floor of a building. Within a primary use building, accessory uses including, but not limited to 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 may be located.
 - b.** Secondary educational facilities compatible with the office mixed-use orientation of this subarea are permitted.
 - c.** Secondary commercial retail sales and services, public eating and drinking establishments, and personal services that support primary uses shall be restricted to the ground floor. Secondary commercial uses may occupy up to 100 percent of the ground floor of a building.
 - d.** Secondary hospitality uses shall be permitted, located southwest of the intersection of Franklin and Glenwood Boulevards or fronting the proposed roundabout at the northwest side of the intersection of Glenwood and Franklin Boulevards shall be permitted.

- e. Secondary metropolitan-oriented civic uses, such as a fire station shall be permitted, in the southwest corner of Subarea C south of Franklin Boulevard and west of Glenwood Boulevard.
- f. In order to preserve the office land supply, no more than 50 percent of a development area within Subarea C shall be dedicated to a secondary commercial use.

Subarea D contains a total of 173.6 gross acres.

- 4. Employment Mixed-Use. Subarea D provides for office employment and light manufacturing employment uses with limited external impacts that have riverfront views and points of access to the river. In Subarea D:
 - a. Primary uses are office employment uses; professional; technical and scientific commercial service uses; and production, assembly, testing, and packaging functions associated with light manufacturing or technology uses that shall be permitted on any floor of a building. A hospital with supporting medical office buildings shall also be considered a primary employment use. Within a primary use building, accessory uses including, but not limited to 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 may be located.
 - b. Secondary warehousing and distribution functions associated with a primary light manufacturing use are permitted.
 - c. Secondary educational facilities compatible with the employment mixed-use orientation of this subarea are permitted.
 - d. Secondary commercial retail sales and services, public eating and drinking establishments, and personal services restricted to the ground floor shall be permitted. Secondary commercial uses may occupy up to 100 percent of the ground floor of a building.
 - e. In order to preserve the employment land supply, no more than 50 percent of a development area within Subarea D shall be dedicated to a secondary commercial use.
 - f. No residential uses shall be permitted.

Commentary: The intent is for the zoning districts in Subareas A-D to accommodate public open space and public facilities (e.g., a fire station) without rezoning, until such time as rezoning may be necessary.

- 5. Public Land and Open Space – Subareas A, B, C and D currently provide appropriate zoning for park facilities and public facilities. However, in the future, the Public Land and Open Space zone may be added as stated in Subsection 3.4-245A.1.c.

Commentary: The Nodal Overlay District is not listed below because the land use designations, zoning, development standards and building design standards support TOD/Nodal development purposes.

- C. Applicable overlay districts:
1. The Willamette Greenway Overlay District as it applies in Glenwood (Section 3.4-280);
 2. The Floodplain Overlay District (Section 3.3-400);
 3. The Hillside Overlay District (Section 3.3-500); and
 4. The Historic Overlay District (Section 3.3-900), as applicable; see Subsection 3.4-270N.

3.4-250 Schedule of Use Categories

Commentary: The listed uses are based upon the Glenwood Refinement Plan discussion of permitted uses in each of the four Subareas. Note: there are no listed Discretionary Uses; however, any development within the WG Overlay District, Major Glenwood Riverfront Mixed-Use Plan District amendments, Design Standard Alternatives/Exemptions from Design Standards and any Type II review procedure that the Director is authorized to raise to a Type III review procedure requires discretionary approval by the Planning Commission.

In Subareas A, B, C and D, the following uses shall be permitted in the base zoning districts as indicated, subject to the provisions, additional restrictions and exceptions specified in this Code. Uses not specifically listed may be approved as specified in Section 3.4-260. Prohibited uses are listed in Section 3.4-255.

“P” = PRIMARY USE subject to the standards of this Code. Primary uses are defined in Chapter 6 as “the principal use approved in accordance with this Code which usually occupies greater than 50% of the gross floor area of a building or greater than 50% of a development area.

"S" = SECONDARY USE subject to the standards of this Code. Secondary uses are defined in Chapter 6 as “Any approved use of land or a structure which is incidental and subordinate to the primary use, and located on the same development area as the primary use...Secondary uses shall not occur in the absence of primary uses.”

“N” = NOT PERMITTED

SITE PLAN REVIEW SHALL BE REQUIRED for all development proposals within Subareas A, B, C and D.

Categories/Uses	Residential Mixed-Use Subarea A	Commercial Mixed-Use Subarea B	Office Mixed-Use Subarea C	Employment Mixed-Use Subarea D
Accessory Uses				
A use or uses within a primary commercial, office and/or employment building that is for the employees’ benefit and which does not generally serve the public; including, but not limited to:				

Categories/Uses	Residential Mixed-Use Subarea A	Commercial Mixed-Use Subarea B	Office Mixed-Use Subarea C	Employment Mixed-Use Subarea D
building maintenance facilities, central mail rooms, child care, conference rooms; employee restaurants and cafeterias, indoor recreation areas and indoor recycling collection centers.	N	P	P	P
Commercial/Retail				
Eating and drinking establishments whose principal activity involves the sale and/or service of prepared foods and beverages directly to consumers including, but not limited to, bakeries, cafes, delicatessens, restaurants, coffee shops, brew pubs, and wine bars.	S	P	S	S
Personal services whose principal activity involves the care of a person or a person's apparel including, but not limited to, fitness centers, spas, barber shops, shoe repair, dry cleaners, tailors, and daycare.	S	P	S	S
Professional, scientific, research and technical services are small-scale commercial office enterprises whose principal activity involves providing a specialized service to others. These activities can be housed in office storefronts, office buildings, or in residential or live/work units and include, but are not limited to, legal advice and representation, accounting, banking, architecture, engineering, design and marketing, real estate, insurance, physicians, and counselors.	S	P	P	P
Retail Sales and Services 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.	S	P	S	S
Educational facilities				
Public/Private educational facilities for primary and secondary education	S	N	N	N
Public/Private educational facilities that include, but are not limited to higher education, business, professional, and vocational schools and job training and vocational rehabilitation services.	N	S	S	S
Employment				
Business Parks	N	N	P	P
Hospitals	N	N	N	P
Light Manufacturing uses engaged in the manufacture (predominantly from previously prepared materials) of finished products or parts including processing, fabrication, assembly, treatment, testing, and packaging of these products that are not potentially dangerous or environmentally incompatible with				

Categories/Uses	Residential Mixed-Use Subarea A	Commercial Mixed-Use Subarea B	Office Mixed-Use Subarea C	Employment Mixed-Use Subarea D
office employment uses and all manufacturing and storage of materials and company vehicles occurs entirely indoors. These uses include, but are not limited to, manufacture of electronic instruments, preparation of food products, pharmaceutical manufacturing, research and scientific laboratories, and businesses that recycle manufactured materials for sale to the public within a building.	N	N	N	P
Office Employment uses are typically housed in office buildings where there is limited interaction between the public and the proprietor, are 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. These uses 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.	N	P	P	P
Recycling facilities that occur completely within buildings and located only on the west side of McVay Highway.	N	N	N	P
Warehousing and distribution - Warehousing and distribution are for the storage and regional wholesale distribution of manufactured products and for products used in testing, design, technical training or experimental product research and development permitted in conjunction with business headquarters.	N	N	N	S
Hospitality				
Conference/Visitor Center include, but are not limited to conference hotels, museums, and conference/exposition centers.	N	P	N	N
Hotels include, but are not limited to, inns, bed and breakfasts, guesthouses, extended stay hotels or apartment hotels, limited service hotels, full service hotels. Hotels may be converted to apartments as may be permitted by this Code and the Oregon Structural Specialty Code, related building codes, fire codes and referenced standards in effect at the time of application for a building permit.	N	P	S	N
Housing (high density), including, but not limited to:				
Apartments	P	S	N	N
Condominiums	P	S	N	N
Dormitories	P	S	N	N

Categories/Uses	Residential Mixed-Use Subarea A	Commercial Mixed-Use Subarea B	Office Mixed-Use Subarea C	Employment Mixed-Use Subarea D
Lofts	P	S	N	N
Row Houses	P	S	N	N
Senior/Congregate Care Facilities	P	S	N	N
Townhouses	P	S	N	N
Live/Work Units	P	S	N	N
Parking				
Public or private parking structures	P	P	P	P
Public Open Space				
Riverfront Linear Park/Multi-Use Path	P	P	P	P
Park Blocks to include recreational facilities and stormwater management	P	N	N	N
Public Utilities and Other Public Uses				
Low Impact Facilities Any public or semi-public facility that is permitted subject to the design standards of this Code, including, but not limited to: wastewater, stormwater management, electricity and water to serve individual homes and businesses and other utilities that have minimal olfactory, visual or auditory impacts; street lights; and fire hydrants.	P	P	P	P
Public uses including, but not limited to fire and police stations.	N	N	S	N
Wireless Telecommunications Systems Facilities. Only flush mounting the entire antenna on a building shall be permitted if: the connecting cables cannot be seen; they are color matched to the building; and they match the façade of the building. If conditions do not favor flush mounted antennas, a stand-alone monopole antenna not more than 15 feet high, measured from the place of attachment on the roof, shall be permitted if the antenna is set back so that it cannot be seen from street.	S	S	S	S

3.4-255 Prohibited Uses

Commentary: *The prohibited uses are based upon the Glenwood Riverfront Plan District as specified in current Section 3.4-235 (existing text) and the Campus Industrial District as specified in Section 3.2-215.*

The following uses shall be prohibited within the Glenwood Riverfront Mixed-Use Plan District:

PROHIBITED USES
Agricultural machinery rental/sales/service

Auto parts, tires, batteries, and accessories
Auto/truck sales/rental/service
Warehouse Commercial Retail Sales (Big box stores)(1)
Car and truck washes
Drive through facilities including, but not limited to banks and restaurants
Equipment, heavy, rental/sales/service
Exterior display and storage of merchandise (a)
Free-standing wireless communication towers
Key/card lock fuel facilities
Light manufacturing use that cannot meet the operational performance standards specified in Section 3.4-270
Manufactured dwelling sales/service/repair
Mini-warehouse storage facilities
Motels
Motor freight terminals
Moving and storage facilities
Recreational vehicle and heavy truck, sales/rental/service
Service stations and gas stations
Tires, sales/service
Transit park and ride facility
Truck and auto repair and painting facilities

- (1) A “big-box store” (also supercenter, superstore, or megastore) is a physically large retail establishment, usually part of a chain, generally more than 50,000 square feet in size. The term sometimes also refers, by extension, to the company that operates the store. Examples include large department stores and specialty retailers such as Wal-Mart, Target, Best Buy and Ikea and/or home improvement centers such as Lowes or Home Depot.
- EXCEPTION:** Outdoor seating for restaurants and pedestrian-oriented accessory uses, including flower, food, or drink stands shall be permitted. Temporary public gatherings including, but not limited to open-air markets and festivals shall also be permitted as specified in the Springfield Municipal Code, 1997.

3.4-260 Use Interpretations

Commentary: *Subsection A proposes a use interpretation process that should be timelier and less costly than the current process in Section 5.11-100.*

- A.** The use categories listed in Section 3.4-250 include examples that illustrate permitted uses within the particular category. A specific use not identified within a category will be permitted by the Director if:
1. A finding is made that the proposed use meets the intent of the category as defined in Section 3.4-250;
 2. The use has impacts to surrounding properties and City infrastructure that are similar in type and magnitude to the other permitted uses typical of the category; and
 3. The Director enters the decision into a registry on file in the Development Services Department. The registry shall be made available to the public upon request and shall contain the following information:

- a. The street address or other easily understood geographic reference to the property upon which the specific use will occur;
 - b. The date of the decision; and
 - c. A description of the decision made.
4. Use interpretations made under this Section are subject to the jurisdiction of the Land Use Board of Appeals in the same manner as a limited land use decision.
- B. Uses that the Director determines cannot be readily interpreted as specified in Subsection A. will be processed as a formal interpretation as specified in Section 5.11-100.

3.4-265 Base Zone Development Standards

Commentary: The base zone development standards are similar in format to other existing zoning districts. The 50 dwelling unit per net acre minimum density issue still needs resolution.

The following base zone development standards shall be established for the Glenwood Riverfront Mixed-Use Plan District.

Base Development Standards	Zoning Districts			
	Residential Mixed-Use Subarea A	Office Mixed-Use Subarea B	Commercial Mixed-Use Subarea C	Employment Mixed-Use Subarea D
Minimum Development Area: (1)	5 acres	5 acres	5 acres	5 acres
Minimum Lot/Parcel Size:	None	None	None	None
Minimum Street Frontage: (2)	None	None	None	None
Maximum Lot/Parcel Coverage:	None	None	None	None
Minimum Density: (3)	50 du/net acre	50 du/net acre	50 du/net acre	N/A
Setbacks:				
Build-to Lines/Building Setbacks	Subsection 3.4-275H.	Subsection 3.4-275H.	Subsection 3.4-275H.	Subsection 3.4-275H.
Landscape/Screening Setbacks	Subsection 3.4-270F.	Subsection 3.4-270F.	Subsection 3.4-270F.	Subsection 3.4-270F.
Solar Standards: (4)	Subsection 3.2-225.	Subsection 3.2-225.	Subsection 3.2-225.	Subsection 3.2-225.
Minimum/Maximum Building Height:	Subsection 3.4-275D.	Subsection 3.4-275D.	Subsection 3.4-275D.	Subsection 3.4-275D.
Additional Standards:	(4)(5)(6)(7)	(4)(5)(6)(7)	(4)(5)(6)(7)	(4)(5)(6)(7)

- (1) Minimum Development Area. In the Franklin Riverfront, the minimum development area is necessary due to the number of small lots/parcels and the need to establish the local street grid and park blocks. In the McVay Riverfront, the minimum development area is necessary due to the number of small lots/parcels and in order to prevent piecemeal development of a number of large lots/parcels for compliance with CIBL findings.

EXCEPTIONS:

- (a) The developer may submit a letter to the Director stating that either abutting property owners are not willing to participate in the assembly of the minimum 5 acre development area; or there are smaller properties that cannot meet the 5 acre standard (for example, on the south side of Franklin Boulevard or on the west side of McVay Highway).
 - (b) Parks, when phased, and public facilities shall be exempted from the minimum development area standard.
 - (c) In Subarea D where there are lots/parcels larger than 5 acres, land divisions will not be permitted until a Final Site Plan or Final Master Plan application is approved by the City.
- (2) While there is no minimum frontage standard, all lots/parcels shall have frontage on a public street unless the proposed development has been approved as part of a Master Plan, Site Plan or land division, and access has been guaranteed via a private driveway with an irrevocable joint use/access easement agreement as specified in Subsection 4.2-120A.
 - (3) The density standard applies to high density residential housing in those Subareas where this type of housing is required or permitted. There is no maximum density.
 - (4) Solar standards shall apply only within the Willamette Greenway Overlay District in order to protect the riparian/wetland vegetation within the Greenway Setback Line and the riverfront linear park.
 - (5) Where an easement is larger than the required setback standard, no building or above grade structure, except a fence, may be built upon or over that easement.
 - (6) When additional right-of-way is required, whether by City Engineering standards, the Metro Plan (including the TransPlan), or the City's Conceptual Street Plan, setbacks are based on future right-of-way locations. Right-of-way shall be dedicated prior to the issuance of any building permit that proposes parking spaces.
 - (7) Architectural extensions including but not limited to, cornices, eave overhangs, porches and balconies extending beyond an exterior wall of a building may protrude into any 5-foot or larger setback area or build-to line by not more than 2 feet.

3.4-270 Public and Private Development Standards

Commentary: *The development standards are based on various Glenwood Refinement Plan policies and implementation strategies. This is a long Section. The format has been prepared to let the reader know all of the standards to be addressed in this Section.*

The following public and private development standards are established for the Glenwood Riverfront Mixed-Use Plan District:

- A. Public Streets, Alleys and Sidewalks
- B. Street Trees and Curbside Planter Strips
- C. Lighting
- D. Bicycle Facilities
- E. Multiuse Path
- F. Private Property Landscape Standards
- G. Vehicle/Bicycle Parking and Loading Standards
- H. Wastewater Facilities and Services
- I. Stormwater Facilities and Services
- J. Public Park and Open Space Facilities

- | | |
|-----------|---|
| K. | Location of Transit Stations |
| L. | Signs |
| M. | Light Manufacturing Operational Performance Standards |
| N. | Historic and Cultural Resources |

A. Public Streets, Alleys and Sidewalks.

Commentary: *The Transportation Chapter text and diagrams/maps can be cited during a Type III Discretionary review process before the Planning Commission. However, in the case of a Type II Site Plan Review application (staff review), this statement contained within the Glenwood Riverfront Mixed-Use Plan District is necessary in order to allow the supporting text and diagrams/maps in the Transportation Chapter to be utilized for a staff level review process.*

1. Public Streets, alleys and sidewalks in the Glenwood Riverfront shall be as described in the Glenwood Refinement Plan Transportation Chapter and designed and constructed as specified in the Springfield Engineering Design Standards and Procedures Manual.

Commentary: *This statement allows the policies and implementation strategies in the Transportation Chapter to be utilized as during the Type II Site Plan Review process.*

2. Applicable Glenwood Refinement Plan Transportation Policies and Implementation Strategies shall be as specified in Appendix 3. The following is an overview of the Glenwood Riverfront street network:
 - a. Franklin Riverfront Arterial Street. Franklin Boulevard shall be designed and constructed as a hybrid multi-way boulevard.
 - b. Franklin Riverfront Local Street Network. A grid street pattern shall be designed and constructed to include north-south through streets, park block streets, a riverfront street, east-west service streets and alleys as specified in Subsection A.2.d.
 - c. Franklin Riverfront Block Length. Block length shall range from 250 to 350 feet.
EXCEPTION: Park block width shall be a minimum of 150 feet.
 - d. Franklin Riverfront Mid-block Connectors/Alleys. Mid-block connectors or alleys shall be designed and constructed either mid-way or every 250 to 350 feet in those larger blocks that exceed the block length standard specified in Subsection A.2.c. In addition, alleys shall be limited to the grid street pattern area described in Subsection A.2.b, and shall be used as specified in Subsection G.11.
 - e. McVay Riverfront Arterial Street. McVay Highway shall be designed and constructed as a multi-modal facility.
 - f. McVay Riverfront Local Street Network.

- i. Primary access from McVay Highway shall be from east-west streets in the vicinity of East 19th Avenue, Nugget Way and the south end of Glenwood.
- ii. A grid street pattern may be accomplished by incorporating north-south streets as specified in Subsection A.2.b or by shared private driveways.

Commentary: *The Springfield Engineering Design Standards and Procedures Manual will be amended concurrently with the Glenwood Refinement Plan, the Glenwood Riverfront Mixed-Use Plan District and related Springfield Development Code amendments to adopt street design standards applicable to the Glenwood Riverfront.*

3. Construction and design of public streets, alleys and sidewalks shall be as specified in the Springfield Engineering Design Standards and Procedures Manual.
4. In the Franklin Riverfront, the developer shall coordinate with the City to allow temporary access to properties prior to the establishment of the required grid street system. The temporary access shall be approved during the Site Plan Review process. As the grid system is established, the developer shall be required to remove the temporary access at their own expense, while establishing the required grid street system as specified in the Springfield Engineering Design Standards and Procedures Manual.

Commentary: *The existing Engineering Design Standards and Procedures Manual contains public street tree and planter strip standards.*

- B.** Street Trees and Curbside Planter Strips. Applicable Glenwood Refinement Plan Transportation Policies and Implementation Strategies shall be as specified in Appendix 3. Street trees, especially those that provide shade, and curbside planter strips in the public right-of-way shall be as specified in the Springfield Engineering Design Standards and Procedures Manual. Therefore, street trees will not be subject to the regulations of this Section and will not be counted toward any landscaping required by this Section. As a general rule, street tree selection should be selected on the basis of providing shade and have a size relationship with the street landscape (e.g., the wider the street, the larger the trees). Trees at least 40 feet tall are required for pedestrian areas. Design considerations shall be focused on space requirements of the selected trees at all phases of their life cycle. Scale, soils, underground obstruction, overhead constraints, branch height, mature tree size, and shadow patterns are examples of design considerations. Proposed tree species shall provide continuity between one site and the next in the same block. Street trees shall be placed either directly in planter strips or within tree wells located between the sidewalk and the curb as specified in the Springfield Engineering Design Standards and Procedures Manual. Street trees and planter strips in the public right-of-way shall be shown on the required Site Plan.

Commentary: *The existing Engineering Design Standards and Procedures Manual contains alternative public street light standards.*

- C.** Lighting.

1. Applicable Glenwood Refinement Plan Transportation Policies and Implementation Strategies shall be as specified in Appendix 3. Decorative public street lighting and pedestrian level lighting, as may be permitted in the Springfield Engineering Design Standards and Procedures Manual, shall be included with all new developments or redevelopment.

Commentary: *The following text is based upon existing text in Subsection 4.5-110B.*

2. Private on-site lighting shall comply with the Illuminating Engineering Society of North America recommended practices and shall:
 - a. Be the minimum illumination necessary for a given application, including parking areas, as specified in Subsection G.9.e.
 - b. Be shielded or recessed so that direct glare and reflection are contained within the boundaries of the property; and directed downward and away from abutting properties, public rights-of-way, and riparian zones, wetlands and other protected areas identified in this Code.
 - c. Create a safe and secure environment for pedestrians and bicyclists during hours of darkness and reduce or prevent light pollution by minimizing glare.
 - d. Provide pedestrian level lighting, whether free standing or attached to a building. Pedestrian level lighting is distinct from street lights because it is intended to light sidewalks – the pedestrian right of way – rather than streets. Where poles are used they are typically shorter and placed at more frequent intervals than street lights.
 - e. Be as specified in Subsection G.9.e for parking lot lighting.
- D. Bicycle Facilities. Bicycle facilities shall be required: off-street as part of the multi-use path as specified in Subsection 3.4-270E; on-street; or as part of a mid-block connector.

Commentary: *The Transportation and Open Space Chapters text and diagrams/maps can be cited during a Type III Discretionary review process before the Planning Commission. However, in the case of a Type II Site Plan Review application (staff review), this statement contained within the Glenwood Riverfront Mixed-Use Plan District is necessary in order to allow the supporting text and diagrams/maps in the Transportation and Open Space Chapters to be utilized for a staff level review process.*

1. Bicycle facilities in the Glenwood Riverfront shall be as described in the Glenwood Refinement Plan Transportation and Open Space Chapters.

Commentary: *This statement allows the policies and implementation strategies in the Transportation and Open Space Chapters to be utilized as during the Type II Site Plan Review process.*

2. Applicable Glenwood Refinement Plan Transportation Policies and Implementation Strategies shall be as specified in Appendix 3.

Commentary: *The Engineering Design Standards and Procedures Manual will be amended concurrently with the Glenwood Refinement Plan, the Glenwood Riverfront Mixed-Use Plan District and related Springfield Development Code amendments to adopt bikeway design standards applicable to Glenwood.*

3. Bicycle facilities including, but not limited to mid-block connectors and on-street markings shall be designed and constructed as specified in the Springfield Engineering Design Standards and Procedures Manual and the Springfield Standard Construction Specifications.
 4. Bicycle parking shall be as specified in Table 3.4-2.
- E. Multi-use Path. The multi-use path shall be part of the riverfront linear park along the entire length of the Willamette River in the Glenwood Riverfront. The multi-use path shall include, but not be limited to opportunities for walking, jogging, running, cycling, and inline skating. The multi-use path may be located both inside and outside of the 75 foot-wide Greenway Setback Line/Riparian Setback in order to incorporate clusters of trees and riparian vegetation outside of the setback.

Commentary: *The Transportation and Open Space Chapters text and diagrams/maps can be cited during a Type III Discretionary review process before the Planning Commission. However, in the case of a Type II Site Plan Review application (staff review), this statement contained within the Glenwood Riverfront Mixed-Use Plan District is necessary in order to allow the supporting text and diagrams/maps in the Transportation and Open Space Chapters to be utilized for a staff level review process.*

1. The multi-use path shall be as described in the Glenwood Refinement Plan Transportation and Open Space Chapters.

Commentary: *This statement allows the policies and implementation strategies in the Transportation and Open Space Chapters to be utilized as during the Type II Site Plan Review process.*

2. Applicable Glenwood Refinement Plan Transportation and Open Space Chapter policies and implementation strategies shall be as specified in Appendix 3.

Commentary: *The Engineering Design Standards and Procedures Manual will be amended concurrently with the Glenwood Refinement Plan, the Glenwood Riverfront Mixed-Use Plan District and related Springfield Development Code amendments to adopt mid-block connector design standards applicable to Glenwood.*

3. The multi-use path shall be designed and constructed as specified in the Springfield Engineering Design Standards and Procedures Manual and the Springfield Standard Construction Specifications.

Commentary: *The majority of the landscape standards are from Portland. These standards call for a more dense level of vegetation in the Glenwood Riverfront Mixed-Use Plan District than in other areas of the City, consistent with the CAC's goal to: "Restore, enhance, protect, and increase awareness of the ecological function of natural resources" and to compliment the goal to "Encourage aesthetically pleasing, sustainable buildings and sites that are sensitive and oriented to human activity". Portland*

also places landscape standards into categories that are applicable to specific development situations, as discussed in Subsection 4., below.

F. Private Property Landscape Standards.

- 1.** Purpose. The City recognizes the aesthetic, ecological and economic value of landscaping. This Subsection establishes private property landscaping standards in the Glenwood Riverfront in order to provide:
 - a.** The establishment of a sense of place;
 - b.** The preservation and enhancement of the Glenwood Riverfront’s urban forest on hillsides;
 - c.** The retention of significant clusters of riparian vegetation along watercourses;
 - d.** The promotion, retention and use of existing non-invasive vegetation;
 - e.** The restoration of natural plant communities and the provision of habitat through sustainable landscaping and controlling invasive species;
 - f.** The mitigation for loss of natural resource values;
 - g.** Erosion control;
 - h.** The reduction of stormwater runoff pollution, temperature, and rate and volume of flow;
 - i.** The minimization of impervious surface impacts;
 - j.** The promotion of compatibility between land uses by reducing the visual, noise and lighting impacts of specific development on users of the site and abutting uses;
 - k.** The promotion of safety, security, and privacy;
 - l.** On-site open space, pedestrian pathway definition and residential/business entry identification;
 - m.** The facilitation of energy conservation by providing shade from the sun and shelter from the wind; and
 - n.** The retention and/or growth of long-term property values.
- 2.** Applicability.

- a. The landscaping standards of this Subsection shall apply to all private property (property located outside of public right-of-way) in the Glenwood Riverfront as follows:
 - i. New development;
 - ii. Redevelopment including expansions of use;
 - iii. A change of use category of existing buildings where the landscaping is nonconforming; and
 - iv. A change of use category that results in the need to supply additional on-site parking or loading areas, or that change the driveway location.

EXCEPTION Portions of private property within the WG Overlay District, as specified in Section 3.4-280, shall comply with riparian/wetland protection standards specified in Sections 4.3-115 and 4.3-117 and the Springfield Engineering Design Standards and Procedures Manual.

- b. All portions of a development area that are not used for buildings, parking, internal sidewalks, mid-block connectors or other impervious surfaces shall be landscaped as specified in Subsection F.4.a.

3. General landscaping standards.

- a. Minimum standards. The landscaping standards for the Glenwood Riverfront shall be minimums; higher standards can be substituted, provided all fence, wall or vegetation height limitations specified in this Section are met. Crime prevention should be considered when exceeding the landscaping standards because the height and density of vegetation may become a safety issue.
- b. Protection of existing vegetation. Existing vegetation, excluding those plants on the Nuisance Plants List in the Springfield Engineering Design Standards and Procedures Manual, may be used to meet the landscape standards, if relocated on site and/or protected and maintained during the construction phase of the development. See also Subsections F.5. and 6. Any necessary tree felling shall comply with Section 5.19-100.
- c. Selection of materials. Landscape materials shall be selected and sited to produce a hardy and drought-resistant landscape area. Selection shall include consideration of the soil type and depth, the amount of maintenance required, spacing, exposure to the sun and wind, the slope and contours of the site, and compatibility with existing native vegetation preserved on the site. Shrubs resembling trees shall not be used to meet the tree standards.

Commentary: *These are current landscaping standards used successfully.*

- d. Plant diversity.

- (a) At least the 4 inch pot size;
 - (b) Planted in triangular spacing at distances appropriate for the plant species; and
 - (c) Planted at a density that will cover the entire area within 3 years, unless otherwise specified in this Section.
- iv. Any plants listed on the Nuisance Plants List shall be prohibited from being planted in the Glenwood Riverfront.
- g. Installation.
 - i. Landscaped area preparation. All new required landscaped areas shall be cleared of groundcover and shrubs on the Nuisance Plants List.
 - ii. All required landscaping shall be in-ground or in permanent raised planters.
 - iii. All landscaping shall be installed according to accepted planting procedures:
 - (a) All plant materials shall conform in size and quality grade to the *American Standard for Nursery Stock*, current edition; and
 - (b) All plant material shall be installed according specifications prepared by a Landscape Architect based on the site, context, soil type, exposure, maintenance plan and this Section.
 - iv. Topsoil removed during construction shall be replaced with topsoil.
 - v. Plant materials shall be properly supported to ensure survival. Support devices, including guy wires or stakes, shall not interfere with vehicle or pedestrian movement and shall be left in place until the plant materials can safely support themselves.
 - vi. All required landscaping shall be installed prior to the issuance of an Occupancy Permit. Alternatively, if the landscaping standards of this Subsection cannot be met, other arrangements shall be made and approved as specified in Section 5.17-150.
- h. Maintenance.
 - i. All landscape materials shall be guaranteed by the property owner for a period of one 12 month growing season from the date of installation. A schedule of continuing maintenance of plantings shall be submitted and approved with the Final Site Plan application.

- ii. Unless otherwise provided by the lease agreement, the owner, tenant and their agent, if any, shall be jointly and severally responsible for the maintenance of all landscaping, which shall be:
 - (a) Maintained in good condition to present a healthy, neat and orderly appearance;
 - (b) Replaced or repaired as necessary beyond the guarantee period specified in Subsection F.3.h.i; and
 - (c) Kept free from refuse and debris.
 - (d) The Director may require a site inspection to determine if the height and coverage of required landscaping has been established as required by the applicable 3 or 4 year time line.

iii. Unless prohibited by this Code, all groundcover, shrubs and trees in landscaped areas shall be controlled by pruning or trimming so that they will not:

- (a) Interfere with the maintenance or repair of any public utility;
- (b) Restrict pedestrian or vehicle access; or
- (c) Constitute a traffic hazard because of reduced visibility.

EXCEPTION: Pruning and trimming in riparian and wetland areas shall be as specified in Sections 4.3-115 and 4.3-117 and/or the Springfield Engineering Design Standards and Procedures Manual.

iv. Tree topping is an extreme form of crown reduction and shall be prohibited within the Greenway Setback Line and any riparian or wetland area unless necessary for health and/or safety reasons as determined by a certified Arborist. In other areas of the Glenwood Riverfront, tree topping may be permitted under the following circumstances: if a tree smaller than 8 inches in diameter is topped, it shall be replaced in kind; if a tree 8 inches or larger in diameter is topped, the owner shall have a certified Arborist develop and carry out a 5-year pruning schedule.

EXCEPTIONS: Tree topping shall be permitted to:

- (a) Remove a safety hazard which has the potential to cause personal injury, damage to property or the environment. Examples of a safety hazards include, but are not limited to those listed in Subsection F.3.h.iii.; and/or

each 1,000 square feet of landscaped area. Trees of different sizes may be combined to meet the standard. Trees may be grouped. The shrub standard shall be either two high shrubs or three low shrubs for each 400 square feet of landscaped area. The shrubs and trees may be grouped. Ground cover plants shall fully cover the remainder of the landscaped area. The L1 standard shall comply with the vision clearance standards specified in Section 4.2-130.

EXCEPTION: The L1 tree standard will not be required when used at entry ways to high density residential properties.

- b.** The L2 standard is a landscape treatment to screen different abutting uses and parking lots, utilities, and trash dumpsters and recycling areas. For screening different abutting uses, parking lots and utilities, the L2 standard shall be applied as specified in Subsections F.4.b.i and ii, along public street, and private driveway frontages where parking lots are permitted; common property lines and/or rear property lines; or at the interface of the linear park where there are no property lines. The width of the L2 standard screening shall be the applicable parking or development setback, or 10 feet where no specific setback is specified. The L2 standard shall comply with the vision clearance standards specified in Section 4.2-130. The prescribed heights of required fences, walls or landscaping shall be measured from the actual adjoining level of finished grade. For trash dumpsters and recycling areas, the L2 standard shall be applied as specified in Subsection ii., below.

 - i.** Separation of uses. The L2 standard shall be designed to separate and mitigate the impact of abutting uses; and separate parking lots from public rights-of-way and private common driveways to allow surveillance of the lot from the street or driveway, where visibility into areas is more important than a total visual screen. In this case, the L2 standard shall require:

 - (a)** Enough evergreen shrubs to form a continuous screen 4 feet high within 2 years of planting. The shrubs shall be properly maintained and shall be replaced with new shrubs when the screen ceases to serve the purpose of obscuring the view. For security, the screen may be combined with a decorative wrought iron fence along the property line fronting a street, common private driveway or the Willamette River; or a black coated chain link fence along any side or rear property line that does not front the Willamette River. Permitted fences shall not exceed 6 feet in height. Other chain link fences, slats, wood fences, electrified fences and fences with barbed wire or razor wire shall be prohibited.
 - (b)** One large tree shall be required per 30 linear feet of landscaped area, one medium tree per 22 linear feet of landscaped area, or one small tree per 15 linear feet of landscaped area. Trees of different sizes may be combined to meet the standard.

- (c) Ground cover plants shall fully cover the remainder of the landscaped area. At least 10 five-gallon shrubs or 20 one-gallon shrubs shall be planted for each 1,000 square feet of the required screening area. The remaining area shall be planted in lawn or other living ground cover.
- (d) Walls.
 - (1) A 4-foot high decorative wall at least 6 inches thick may be substituted for the shrubs specified in Subsection F.4.b.i.a, but the trees and ground cover plants shall still be required. A decorative wall may be constructed of materials including, but not limited to: stone, rock, textured concrete masonry, pre-cast or site-cast concrete, brick, or a combination of these materials and shall include a cap.; or may consist of materials that complement the facade of the building
 - (2) In the case of an outdoor utility yard as permitted in Subsection M.1., a decorative wall may be at least 8 feet tall.
- (e) Any wall or fence shall be placed along the interior side of the landscaped area, outside of any public utility easement.

EXCEPTION: A required screen shall not be permitted within the Greenway Setback Line, as specified in Section 3.4-280.

- ii. Screening trash containers and recycling facilities. Screening shall be designed to conceal large outdoor items including, but not limited to skids and pallets; as well as the trash containers and recycling facilities that are needed for the business or residential use. Trash containers and recycling facilities shall:
 - (a) Not be visible from streets and adjacent properties;
 - (b) Be provided with either a solid enclosure on all sides at least 6 feet tall with a gate that blends into the building design or a combination of a solid enclosure and shrubs that complies with Subsection F.4.b.i;
 - (c) Not be located in required parking stalls;
 - (d) Not be located within required landscape areas; and
 - (e) Not block driveways.

- v. L3 standard – shrubs and ground cover plants. One shrub per space shall be required. The remainder of the area shall be planted in ground cover plants.

Commentary: *The intent of Subsections 5 and 6 is to establish two processes for the preservation of existing vegetation. Subsection 5 applies to riparian, wetland and Greenway Setback areas. Subsection 6 applies to all other portions of private property that contain existing vegetation that the developer intends to preserve.*

- 5. Existing mature vegetation and healthy trees, excluding those plants on the Nuisance Plants List in the Springfield Engineering Design Standards, shall be retained to the maximum extent practicable. However, plantings intended to mitigate for the loss of natural resource values shall be subject to applicable standards as specified in Sections 3.4-280, 4.4-115, 4.4-117 and the Springfield Engineering Design Standards and Procedures Manual.
- 6. Preserving Existing Trees and Vegetation. When the developer proposes to retain existing trees and vegetation outside of riparian and wetland areas, as specified in the Sections referenced in Subsection F.5., to meet the applicable landscape category, tree and vegetation preservation specifications shall be included in the Landscape Plan submitted during the Site Plan Review process.
 - a. Credits for preserving existing trees shall accrue on a 1-to-1 basis, based on the size of the tree being preserved, as defined in Subsection 3.e.ii.
 - b. The Landscape Plan shall include a separate written statement and a site plan for preserving existing trees and vegetation. All of the following elements shall be included:
 - i. A written statement that:
 - (a) States the trees and vegetation proposed to be preserved are healthy, and/or can be relocated on-site as determined by a certified Arborist;
 - (b) Provides an explanation of the method for the protection of existing trees and vegetation to remain during the construction process; and, if necessary
 - (c) Requests any credits for preserving existing trees.
 - ii. The Plan shall be drawn to scale and show all trees proposed to be preserved on the site, and their species, diameter and drip lines.
 - iii. Site construction shall not be allowed within the drip lines of trees which are to remain. Preserved vegetation shall not be disturbed. Finish grade shall be at the original grade, or a well or planter shall be constructed that is equal or larger in size than the drip line.

EXCEPTION: These statements shall not preclude the construction of walkways within the drip lines of trees if they are part of the proposed development.

- iv. Upon approval of the Landscape Plan as part of the Site Plan Review process, the trees and vegetation proposed to be preserved shall be noted on the property, prior to construction.

G. Vehicle/Bicycle Parking and Loading Standards.

Commentary: *The Transportation and the Housing and Economic Development Chapters text and diagrams/maps can be cited during a Type III Discretionary review process before the Planning Commission. However, in the case of a Type II Site Plan Review application (staff review), this statement contained within the Glenwood Riverfront Mixed-Use Plan District is necessary in order to allow the supporting text and diagrams/maps in the Transportation and the Housing and Economic Development Chapters to be utilized for a staff level review process.*

1. Vehicle/bicycle parking standards shall be as described in the Glenwood Refinement Plan Transportation and the Housing and Economic Development Chapters.

Commentary: *This statement allows the policies and implementation strategies in the Transportation and Housing and Economic Development Chapters to be utilized as during the Type II Site Plan Review process.*

2. Applicable Glenwood Refinement Plan Vehicle/Bicycle Parking Policies and Implementation Strategies shall be as specified in Appendix 3.

Commentary: *The Engineering Design Standards and Procedures Manual contains existing public parking design standards applicable to Glenwood.*

3. Private vehicle/bicycle parking and loading standards shall be designed and constructed as specified in this Subsection. Public vehicle parking shall be designed and constructed as specified in the Springfield Engineering Design Standards and Procedures Manual.

Commentary: *The word “minimize” is used here, rather than “completely screen” for safety reasons.*

4. Vehicle Parking - General. Adequate vehicle parking shall be provided to support new development and redevelopment in the Glenwood Riverfront, while minimizing the adverse visual, environmental, and financial impact of parking on the public. In line with the land use vision for compact development and a walkable, pedestrian-friendly environment, on-street parking, aboveground and underground off-street parking structures, and parking located under buildings or parking within buildings shall be encouraged. Locating and designing all required vehicle parking to minimize the viewing of parked cars by pedestrians from street frontages and minimize light and noise impacts of parking lots strengthens the character of the Glenwood Riverfront,

reinforces the emphasis on pedestrian, bike, and transit for travel, and minimizes the potential for vehicle/pedestrian conflicts.

5. Types of Vehicle Parking Facilities Permitted. The following types of parking facilities shall be permitted:
 - a. In all Subareas
 - i. On-street parking.
 - ii. Aboveground and underground parking structures.
 - iii. Surface parking facilities located in interior courts.
 - iv. Parking facilities may be incorporated within or on top of a building.
 - b. In Subarea D, in addition to parking facilities permitted in Subsection G.5.a.iii., the following parking facilities shall be permitted, if screened from public view as specified in Subsections F.4.b. and c:
 - i. Under, within or on top of buildings, when the buildings do not front any street;
 - ii. Behind buildings; and/or
 - iii. Along any street frontage. However, not more than 25 percent of the lot/parcel frontage to the side of a building shall be utilized for parking.

Commentary: *The vehicle parking standards are based primarily on Eugene’s standards.*

6. Maximum off-street vehicle parking spaces by use category shall be as specified in Table 3.4-1:

Vehicle Parking Standards Table 3.4-1

Use Category	Use Sub-Category	Maximum Number of Required Spaces
Commercial	Eating and drinking establishments	1 per each 66 square feet of seating floor area (1) plus 1 per each 660 gross square feet of non-seating floor area
	Hospitality	1 per guest bedroom plus 1 space per each full-time employee on the largest shift
	Personal Services	1 per each 660 square feet of gross floor area
	Professional, Scientific and Technical Services	1 per each 660 square feet of gross floor area
	Retail Sales and Services	1 per each 660 square feet of gross floor area
Employment	Hospital	1 per each 200 square feet of gross floor area or 1.35 per bed

Use Category	Use Sub-Category	Maximum Number of Required Spaces
	Light Manufacturing	1 per each 550 square feet of gross floor area plus one space per company owned vehicle (2)
	Light Manufacturing Storage	1 per each 1650 square feet of gross floor area plus one space per company vehicle (2)
	Office Employment	1 per each 660 square feet of gross floor area
	Warehousing	1 per each full-time employee on the largest shift plus one space per company vehicle (2)
Recreation	Park Blocks or Riverfront Linear Park Recreational Facilities	N/A
Residential	Senior and Congregate Care	1 per each 4 beds plus 1 space per each full time employee on the largest shift
	Dormitories	1 per every 3 occupants
	High Density Residential For Profit Housing	1 per each studio and 1 and 2 bedroom dwelling unit; and 1.5 per each 3 or more bedroom dwelling unit plus 1 space for every 15 dwelling units for visitors.
	High Density Residential Subsidized Affordable Housing	0.33 per each dwelling unit for seniors and disabled (3) 0.67 per each dwelling unit for all other types (3)
Vehicle Related Uses	Structured parking	N/A

- (1) When calculating the parking requirements for an eating or drinking establishment that has outdoor seating, up to 20 outdoor seats shall be exempt from the seating calculation.
- (2) The U.S. Department of Transportation establishes commercial truck classifications based on the vehicle's gross vehicle weight rating. Classes 1, 2 and 3 are "Light Duty"; Classes 4, 5 and 6 are "Medium Duty"; and Classes 7 and 8 are "Heavy Duty". Trucks classified as medium and heavy duty that are used as part of a commercial or light manufacturing use shall be stored entirely within a building. Light duty trucks and automobiles used as company vehicles may utilize parking lots.
- (3) Subsidized/ affordable housing parking reductions:
 - (a) At the time of building permit submittal, the applicant shall submit documentation demonstrating that the housing units will be used for the intended population for a minimum of ten years. Such documentation may include, but is not limited to, an application form submitted to receive subsidy from the City or State.
 - (b) Upon a change in occupancy from subsidized housing to another use, the minimum number of required off-street parking spaces is as required for the new use. The additional parking may be provided off site as may be permitted by this Section
- (4) All permitted uses other than residential uses shall provide carpool/vanpool parking as follows:
 - (a) Carpool/vanpool spaces shall be required when there are at least 20 parking spaces. **The carpool/vanpool parking spaces shall be based upon 5 percent of the employees on the largest shift;**
 - (b) The carpool/vanpool spaces shall be located closer to the primary employee entrance or secondary entrance from a parking lot than any other employee parking, except disabled accessible spaces;
 - (c) Reserved areas shall have markings and signs that indicate the space is reserved; and
 - (d) Parking in reserved areas shall be limited to carpools/vanpools established through rideshare programs by public agencies and to vehicles meeting minimum rideshare qualifications set by the employer.

Commentary: *The Glenwood Refinement Plan Housing and Economic Development Chapter states: “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 parking standards, in coordination with the policy direction included in the Transportation Chapter, that provide sufficient parking to meet demand while supporting Plan goals for housing and multi-modal transportation.”*

7. Parking Maximum Benefits and Options.

a. Parking Maximum Benefits:

- i.** Supports mobility management. Parking management is an important component of efforts to encourage more efficient transportation choices, which helps reduce problems such as traffic congestion, roadway costs, pollution emissions, energy consumption and traffic accidents;
- ii.** Improves walkability. By allowing more clustered development and buildings located closer to sidewalks and streets, parking management helps create more walkable communities;
- iii.** Supports transit. Parking management supports transit oriented development and transit use;
- iv.** Provides facility cost savings. Reduces development costs to governments, businesses, developers and consumers;
- v.** Supports compact growth. Parking management helps create more accessible and efficient land use patterns, and so helps preserve green space and other valuable ecological, historic and cultural resources;
- vi.** Allows more flexible facility location and design. Parking management gives architects, designers and planners more ways to address parking requirements, creating more functional and attractive communities;
- vii.** Supports equity objectives. Management strategies can reduce the need for subsidies, improve travel options for non-drivers, and increase affordability for lower-income households; and
- viii.** Reduces stormwater management costs, water pollution and heat island effects. Parking management can reduce total pavement area and incorporate better design features.

b. Options available to help meet parking maximums include:

- i. A legally-binding shared parking agreement may be submitted as specified in Subsection 4.6-110E. where multiple uses or multiple developments share one or more parking facilities, and peak parking demand occurs during different times of the day. An example of this type of situation is office development with nearby residential development. The total amount of parking reductions will be determined by the required parking needs for each compatible use on a case-by-case basis.
- ii. Unbundled parking, where parking spaces are rented or sold separately, rather than automatically included with the rent or purchase price of a residential or commercial unit, may be utilized. In this scenario, tenants or owners are able to purchase only as much parking as they need or want and are given the opportunity to save money by using fewer parking stalls. The developer shall specify the number of unbundled parking spaces proposed and provide an explanation of how this type of parking reduction will affect the proposed development as part of the Site Plan Review application submittal. No more than 50 percent of the parking provided shall be unbundled parking.

Commentary: Car Sharing is most suited to walkable, high-density, mixed-use urban areas with convenient transit nearby. This concept has been established in Europe for almost 25 years and Portland became the first U.S. city to utilize this service in 1998. Since then, a number of cities in the U.S. and Canada have established car sharing regulations as a tool to reduce parking requirements. While it is found primarily in larger cities, car sharing is also found in smaller communities such as: Rutledge, Missouri; Aspen, Colorado; and Bellingham, Washington. At this time, the car sharing regulations apply to private parking facilities. As competition for parking becomes increasingly intense, the City will need to consider permitting car sharing in public parking lots, parking structures, and on-street. In addition to reducing parking spaces, car sharing's other benefits are more efficient use of space and reduced impervious surface and stormwater runoff.

- iii. Car sharing.
 - (a) Car sharing reduces the rate of personal vehicle ownership. In this concept, a household or business gains the benefits of private vehicle use without the costs and responsibilities of ownership. A household or business has access to a fleet of shared-use vehicles on an as-needed basis. A household or business gains access to these vehicles by joining an organization that maintains a fleet of cars and/or light trucks, e.g. ZipCar, that are parked in designated, leased spaces in a network of locations, typically in private parking facilities.
 - (b) Car sharing shall be permitted in public and private parking structures and parking lots.

- (c) Each proposed on-site shared car space can replace 3 required parking spaces.
 - iv. Carpool/Vanpool parking. Each proposed carpool/vanpool space can replace 3 required parking spaces.
 - v. Subsidized transit passes. The number of proposed parking space reductions sought shall be part of, and justified by, the TDM proposal.
 - vi. Establishment of alternative work schedules. This option includes alternative work schedule techniques such as staggered and flexible work hours and the shortened workweek. The number of proposed parking space reductions sought shall be part of, and justified by, the TDM proposal.
- b. A TDM Parking Program, if submitted, shall:
- i. Be prepared by a licensed Civil Engineer with expertise in Transportation Management, who shall determine the number of required parking spaces proposed to be reduced from the applicable number of off-street parking spaces specified in Table 3.4-1;
 - ii. Be based on estimated peak demand generated by the proposed development;
 - iii. Consider the availability and use of alternative modes of transportation, including transit, bicycles, and walking, and/or special characteristics of the customer, client, employee or resident population that will reduce expected vehicle use and parking space demand; and
 - iv. Be submitted concurrently and evaluated with the Site Plan Review application.
8. Additional Vehicle Parking. A request for parking that exceeds the maximum parking standards specified in Table 3.4-1 shall be permitted only within a parking structure that accommodates parking for more than one use. The parking structure may be privately owned, or in-lieu-of-fees may be paid to the City for an appropriately sized public parking structure upon establishment of a parking district serving portions of the Glenwood Riverfront Mixed-Use Plan District.
9. Vehicle Parking Lot Design Standards. These standards shall apply to parking lots located in interior courts permitted in all Subareas, as well as other parking lots permitted in Subarea D.

Commentary: *The Springfield Engineering Design Standards and Procedures Manual will be amended to include one set of parking lot design standards applicable to both public and private parking lots.*

- a. In both public and private parking lots, the stall width and length and aisle width standards specified in the Springfield Engineering Design Standards and Procedures Manual shall apply.

- b.** All parking lots shall incorporate the following elements including, but not limited to:

 - i.** Pedestrian walkways that provide priority over vehicles routes, are direct and accessible, and enhance safety for pedestrians and vehicles. Parking lots with 50 or more spaces shall be divided into separate areas by landscaping or protected raised pedestrian walkways at least 10 feet in width, or by a building or group of buildings. Pedestrian walkways shall include pedestrian-scaled lighting as specified in Subsection d., below and elevated crosswalks and/or distinguishing paving colors, textures or materials, as specified in the Springfield Engineering Design Standards and Procedures Manual. The pedestrian routes shall lead to an entrance in the rear or, if applicable, the side of a building;
 - ii.** The use of alternative surfacing as specified in the Springfield Engineering Design Standards and Procedures Manual, including permeable surfacing , where applicable, shall be preferred as an option over traditional impervious surfacing; and
 - iii.** Strategies to reduce “heat island” effects, such as canopy shade trees and landscaping as specified in Subsection F.4.c.
- c.** Parking Lot landscaping Standards. Parking lot landscaping shall be required as specified in Subsections F.4.b. and c.
- d.** Parking lot lighting shall be provided for safety purposes. Parking lot lighting may be a mix of bollards at ground level and pedestrian-level lighting in compliance with the Illuminating Engineering Society of North America recommended practices for pedestrian walkways and parking lots.
- e.** Vehicle circulation or parking shall not be allowed within any required or optional building setback specified in Subsection 3.4-275H.
- 10.** Vehicle Parking Structure Design Standards. Aboveground and underground parking structures shall be designed as specified in Subsection 3.4-275K.

Commentary: *Service streets and alleys primarily provide vehicle access for parking, loading, and trash collection services to inner block mixed-use development sites.*

- 11.** Vehicle Parking Access and Driveways.

 - a.** In Subareas A, B, and C, vehicle access to a parking lot or parking structure shall be from a service street, alley, or, where there is no service street, other local street in order to minimize the impact of auto parking and driveways on the public pedestrian environment. Each block face fronting a service street, alley or other local street necessary for vehicle access shall be limited to one curb cut.

- b. In Subarea D, vehicle access to a parking lot or parking structure also may be from a common driveway serving multiple developments; in this case, a recorded joint-use/access easement shall be required.
 - c. Curb cuts for all parking lots or parking structures shall be constructed to maintain the elevation, appearance and continuity of sidewalks crossed by curb cuts.
12. In all Subareas and in all types of parking facilities, Electric Vehicle (EV) parking stations and structures supporting photovoltaic panels shall be encouraged and permitted, where appropriate.

Commentary: *Bicycle parking standards are for the most part based upon Eugene’s standards.*

13. **Bicycle Parking.** Safe and convenient bicycle parking shall be provided for residents, visitors, employees and patrons. In mixed-use developments, e.g. high density residential and commercial, the required parking for each use shall be used. Required off-street bicycle parking spaces by use category shall be as specified in Table 3.4-2:

Bicycle Parking Standards Table 3.4-2

Use Category	Use Sub-Category	Number of Required Spaces (No less that 4 bicycle spaces shall be required for each use)	Long and Short Term Bicycle Parking Percentages
Commercial	Eating and Drinking Establishments	1 per 600 square feet of floor area	25% long term 75% short term
	Hospitality	1 per 10 rentable rooms	25% long term 75% short term
	Personal Services	1 per 2000 square feet of floor area	25% long term 75% short term
	Professional, Scientific and Technical Services	1 per 3000 square feet of floor area	75% long term 25% short term
	Retail Sales and Services	1 per 3000 square feet of floor area	25% long term 75% short term
Employment	Office Employment	1 per 2750 square feet of floor area	75% long term 25% short term
	Light Manufacturing	1 per 3000 square feet of floor area	75% long term 25% short term
	Light Manufacturing Storage	1 per 3000 square feet of floor area	75% long term 25% short term
	Warehousing	1 per 5 employees on the largest shift	75% long term 25% short term

Use Category	Use Sub-Category	Number of Required Spaces (No less than 4 bicycle spaces shall be required for each use)	Long and Short Term Bicycle Parking Percentages
Recreation	Park Blocks or Riverfront Linear Park Recreational Facilities	8 per each park block and 4 per each mile of riverfront linear park	100% short term
Residential	Senior and Congregate Care	1 per 4 rooms and 1 per 5 employees on the largest shift	75% long term 25% short term
	Dormitories	1 per every 3 occupants	75% long term 25% short term
	High Density Residential Housing	1 per dwelling unit	75% long term 25% short term
Vehicle Related Uses	Structured Parking Public or Private	10% of the number of vehicle spaces provided	75% long term 25% short term

14. Bicycle Parking Location and Security.

- a. Long term bicycle parking required in association with a commercial or employment use shall be provided in a well-lighted, secure location within a convenient distance of a main entrance and any secondary entrance. A secure location is defined as one in which the bicycle parking is: a bicycle locker, a lockable bicycle enclosure, or provided within a lockable room.
- b. Long term bicycle parking provided in outdoor locations shall not be farther away than the closest on-site automobile parking space, excluding disabled accessible parking.
- c. Long term bicycle parking required in association with high density residential use shall be provided in a well-lighted, secure ground-level or below ground location within a convenient distance of an entrance to the residential unit. A secure location is defined as one in which the bicycle parking is provided outside the residential unit within a garage, a lockable room, a lockable bicycle enclosure, or a bicycle locker.
- d. Short term bicycle parking shall consist of a securely fixed structure that supports the bicycle frame in a stable position without damage to wheels, frame, or components and that allows the frame and both wheels to be attached to the rack by the bicyclist's own locking device. Innovative bicycle racks that incorporate street art shall be encouraged. Short term bicycle parking shall be provided within a convenient distance of and clearly visible from, the main entrance and/or any secondary entrance to the building, but it

shall not be farther away than the closest automobile parking space, excluding disabled accessible parking.

15. Loading areas. Loading areas shall:

- a.** Be concealed from public view;
- b.** Be located at the rear or side of the development area, with access taken from a public service street or alley;
- c.** Be equipped with closable overhead doors that blend in to the design of the building;
- d.** Not be located where pedestrian or bicycle circulation through or between development areas can be impeded;
- e.** Not encroach upon required landscaping; and
- f.** Not encroach upon public and/or private driveways and sidewalks.

H. Wastewater Facilities and Services.

1. Public Wastewater Facilities. Public wastewater facilities shall comply with Section 4.3-105.

Commentary: *The Public Facilities and Services Chapter text and diagrams/maps can be cited during a Type III Discretionary review process before the Planning Commission. However, in the case of a Type II Site Plan Review application (staff review), this statement contained within the Glenwood Riverfront Mixed-Use Plan District is necessary in order to allow the supporting text and diagrams/maps in the Public Facilities and Services Chapter to be utilized for a staff level review process.*

- a.** Public wastewater facilities shall be as described in the Glenwood Refinement Plan Public Facilities and Services Chapter.

Commentary: *This statement allows the policies and implementation strategies in the Public Facilities and Services Chapter to be utilized as during the Type II Site Plan Review process.*

- b.** Public wastewater policies and implementation strategies shall be as specified in Appendix 3.

Commentary: *The Engineering Design Standards and Procedures Manual contains existing wastewater design standards applicable to Glenwood.*

- c.** Public wastewater facilities shall be designed and constructed as specified in the Springfield Engineering Design Standards and Procedures Manual.

Commentary: *This text is consistent with the existing Glenwood Refinement Plan policy on this topic.*

2. Private Wastewater Facilities. The use of septic systems in unincorporated areas of the Glenwood Riverfront may 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 222.840-915. If expansion is permitted with an existing private wastewater system, the developer shall certify that the existing septic system is functioning and can meet the above cited regulations for any new or expanded use proposed and provide for a suitable hook-up to the public wastewater system should the existing septic system fail.
- I. Stormwater Facilities and Services. All new development, redevelopment and associated infrastructure in the Glenwood Riverfront shall manage stormwater runoff on site to provide for water quality treatment and groundwater recharge, to the maximum extent practicable.
 1. Public stormwater facilities. Public stormwater facilities shall comply with Section 4.3-115.

Commentary: *The Open Space and Public Facilities and Services Chapters text and diagrams/maps can be cited during a Type III Discretionary review process before the Planning Commission. However, in the case of a Type II Site Plan Review application (staff review), this statement contained within the GLENWOOD RIVERFRONT MIXED-USE Plan District is necessary in order to allow the supporting text and diagrams/maps in the Open Space and Public Facilities and Services Chapters to be utilized for a staff level review process.*

- a. Public stormwater facilities shall be as described in the Glenwood Refinement Plan Open Space and Public Facilities and Services Chapters.

Commentary: *This statement allows the policies and implementation strategies in the Open Space and Public Facilities and Services Chapters to be utilized as during the Type II Site Plan Review process.*

- b. Public stormwater policies and implementation strategies shall be as specified in Appendix 3.

Commentary: *The Engineering Design Standards and Procedures Manual will be amended concurrently with the Glenwood Refinement Plan, the Glenwood Riverfront Mixed-Use Plan District and related Springfield Development Code amendments to adopt stormwater design standards applicable to Glenwood.*

- c. Public stormwater facilities shall be designed and constructed as specified in the Springfield Engineering Design Standards and Procedures Manual.

2. Private stormwater facilities.

Commentary: *The commentary applicable to the public stormwater facilities is also applicable to the private facilities.*

- a. Private stormwater facilities shall be as described in the Glenwood Refinement Plan Open Space and Public Facilities and Services Chapters.

- b. Private stormwater policies and implementation strategies shall be as specified in Appendix 3.
- c. Private stormwater facilities shall be designed and constructed as specified in the Springfield Engineering Design Standards and Procedures Manual to incorporate the Low Impact Development Approach.

J. Public Park and Open Space.

Commentary: The Open Space Chapter and the Public Facilities and Services Chapter text and diagrams/maps can be cited during a Type III Discretionary review process before the Planning Commission. However, in the case of a Type II Site Plan Review application (staff review), this statement contained within the Glenwood Riverfront Mixed-Use Plan District is necessary in order to allow the supporting text and diagrams/maps in the Open Space Chapter and the Public Facilities and Services Chapter to be utilized for a staff level review process.

- 1. Public park and open space facilities shall be as described in the Glenwood Refinement Plan Open Space and Public Facilities and Services Chapters.

Commentary: This statement allows the policies and implementation strategies in the Open Space and Public Facilities and Services Chapters to be utilized during the Type II Site Plan Review process.

- 2. Public park and open space policies and implementation strategies shall be as specified in Appendix 3.

Commentary: The Engineering Design Standards and Procedures Manual will be amended concurrently with the Glenwood Refinement Plan, the Glenwood Riverfront Mixed-Use Plan District and related Springfield Development Code amendments to adopt stormwater design standards applicable to Glenwood.

- 3. Public park and open space facilities including, but not limited to the park blocks and the riverfront linear park shall be designed and constructed as specified in the Glenwood Refinement Plan and in the Glenwood Riverfront Mixed-Use Plan District, and shall be consistent with Willamalane Park and Recreation District design and construction standards.

- 4. The Glenwood Refinement Plan establishes two public open space areas in the Glenwood Riverfront, a riverfront linear park and the park blocks:

- a. The riverfront linear park will follow the Willamette River through Subareas A, B, C and D along the entire Glenwood Riverfront within the Willamette Greenway (WG) Overlay District Greenway Setback Line/Riparian Area boundary. The WG Overlay District is a continuous area along the Willamette River measured 150 feet from the ordinary low water mark. Within the Willamette Greenway is the Greenway Setback Line, which is measured 75 feet from the top of bank and contiguous with the 75 foot-wide Water Quality Limited Watercourses riparian setback. Development and uses riverward of the Greenway Setback Line shall be water-dependent and water-related.

Development and uses landward of the Greenway Setback Line to the 150-foot WG Overlay District boundary shall be as permitted in the underlying zoning district only as specified in Section 3.4-280. In addition to Site Plan Review, development within the WG Overlay District will require Type III review procedure. Riparian and wetland areas in the Glenwood Riverfront shall be protected as specified in Sections 4.7-115 and 4.7-117. Access to the riverfront linear park and the Willamette River shall be as follows:

- i. No development shall restrict public access to the riverfront linear park.
 - ii. Required public access to the Willamette River and the riverfront linear park shall be in the vicinity of the intersections 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. Amenities including, but not limited to, benches and seating areas along the multi-use path shall be required in the vicinity of public access. The developer may opt to provide additional access to enhance the development area.
- b. Park Blocks in the Franklin Riverfront in Subarea A. The design of the north-south park blocks requires a minimum width of approximately 150 feet, measured from the face of curb to face of curb in order to provide an area needed to support both passive and active park uses and stormwater management for nearby development. The maximum length of individual park blocks from Franklin Boulevard to the Willamette River will depend upon the block length of a particular development, which may range from 250-350 feet.

K. Location of transit stations.

Commentary: *The Transportation Chapter text and diagrams/maps can be cited during a Type III Discretionary review process before the Planning Commission. However, in the case of a Type II Site Plan Review application (staff review), this statement contained within the Glenwood Riverfront Mixed-Use Plan District is necessary in order to allow the supporting text and diagrams/maps in the Transportation Chapter to be utilized for a staff level review process.*

1. The proposed location of transit stops shall be as described in the Glenwood Refinement Plan Transportation Chapter.

Commentary: *This statement allows the policies and implementation strategies in the Transportation Chapter to be utilized during the Type II Site Plan Review process.*

2. In all Subareas, the final location of transit stops on Franklin Boulevard and McVay Highway shall be approved during the final design review for each street project that will include input from the Lane Transit District and approval from the City Council.

Commentary: *Glenwood specific sign standards will be prepared and adopted with Glenwood Phase 2. Until that time the existing sign standards cited below will be used.*

- L. Signs. Signs are not regulated by the SDC. Sign regulations are found in Chapter 8 of the Springfield Municipal Code (SMC), 1997. Wall signs and free standing signs in all Subareas shall be as specified in SMC Section 8.250.

Commentary: *The performance standards listed below are from the existing Campus Industrial (CI) standards in Section 3.2-425. There is no use list for light manufacturing in the CI District. The intent is to allow only "clean" industries in Subarea D and as much flexibility in siting these uses as possible.*

- M. Light Manufacturing Operational Performance Standards. Proposed light manufacturing uses permitted in Subarea D shall comply with the operational performance standards specified below. Light manufacturing uses may stand alone or be in a business park with other permitted uses. There is no use list for light manufacturing uses. However, if the proposed use complies with the operational performance standards listed below, that use will be permitted.

1. All light manufacturing operations shall be entirely enclosed within a building.

EXCEPTION: The Director may allow an outdoor utility yard to store tanks containing gases and/or fluids that are essential to the operation of the permitted use that otherwise cannot be contained in an enclosed building for fire and life safety reasons, as determined by the Fire Marshal. The utility yard shall be screened from public view by a masonry or decorative concrete wall at least 8 feet in height that is an extension of the building, complements the facade of the building and meets required setbacks and building landscaping standards specified in Subsection F. This exception shall not apply to development proposals adjacent to any residential or commercial mixed-use designation/zoning.

2. All applicable building design standards specified in Section 3.4-275 shall be met.

3. The storage of raw materials and/or finished products shall occur entirely within enclosed buildings. The parking of trucks necessary for the operation of the facility shall also occur within enclosed buildings.

4. The routine movement of heavy equipment on or off the development area shall not be permitted.

EXCEPTION: Trucks and necessary heavy equipment shall be allowed during construction and trucks for deliveries and shipments.

5. Uses on the prohibited use list specified in Section 3.4-275 shall not be permitted.

6. Proposed uses shall comply with the additional operational performance standards listed below. The intent is not to specifically deny a use, but to ensure compliance with applicable local, State, and Federal regulations. Compliance with these operational performance standards shall be the continuing obligation of the property owner. Failure to comply with these operational performance standards shall be a violation of this Code and/or Chapter 5 of the Springfield Municipal Code, 1997.

7. Air pollution. Air pollution includes, but is not limited to emission of smoke, dust, fumes, vapors, odors, and gases. Air pollution shall not be discernable at the property line by a human observer relying on a person's senses without the aid of a device. The applicant shall obtain and maintain all applicable licenses and permits from the appropriate local, State, and Federal agencies.
 8. Fire and explosive hazards. All activities involving the use, storage and/or disposal of flammable or explosive materials shall comply with the Uniform Fire Code as most recently adopted by the City.
 9. Glare.
 - a. Glare resulting from exterior lighting, excluding low-intensity pedestrian-level lighting, shall be controlled by shielding light emissions from abutting uses and from public rights-of-way as specified in Section 4.5-100.
 - b. Glare resulting from a light manufacturing operation including, but not limited to welding or laser cutting shall not be visible from the outside of the building.
 10. Hazardous Waste. Proposed development shall not utilize or produce hazardous waste unless permitted as specified in Oregon Administrative Rule (OAR) 340-102-0010 through 340-102-0065 or any applicable Federal regulation. Where hazardous waste is permitted, the proposed use shall not be adjacent to any residential or commercial mixed-use designation/zoning.
 11. Noise. These standards apply to noise generated by any machinery or equipment on the development area. The maximum permitted noise levels in decibels across lot/parcel lines and district boundaries shall be as specified in OAR 340-035-0035, *Noise Control Standards for Industry and Commerce*.
 12. Radiation. There are various sources of radiation including, but not limited to ionizing radiation, electromagnetic radiation, and radiation from sonic, ultrasonic or infrasonic waves. Uses that involve radiation shall comply with the regulations in OAR 333-100-0001 through 333-100-0080 and any applicable Federal regulation. Where sources of radiation are permitted, the proposed use shall not be adjacent to any residential or commercial mixed-use designation/zoning.
 13. Vibration. No use, other than a temporary construction operation, shall be operated in a manner that causes ground vibration that can be measured at the property line. Ground-transmitted vibration shall be measured with a seismograph or a complement of instruments capable of recording vibration displacement, particle velocity, or acceleration and frequency simultaneously in 3 mutually perpendicular directions.
- N. Historic and Cultural Resources.

Commentary: *The Historic and Cultural Resources Chapter text and diagrams/maps can be cited during a Type III Discretionary review process before the Planning Commission. However, in the case of a Type II Site Plan Review application (staff review), this statement contained within the Glenwood Riverfront*

Mixed-Use Plan District is necessary in order to allow the supporting text and diagrams/maps in the Transportation Chapter to be utilized for a staff level review process.

1. Historic and cultural resources in the Glenwood Riverfront shall be as described in the Glenwood Refinement Plan Historic and Cultural Resources Chapter

Commentary: This statement allows the policies and implementation strategies in the Historic and Cultural Resources Chapter to be utilized as during the Type II Site Plan Review process.

2. Applicable Glenwood Refinement Plan historic and cultural resources policies and implementation strategies shall be as specified in Appendix 3.

Commentary: The Glenwood Historic Resource Survey, in December 2010 established a list of properties that warrant further review for individual listings. The list below applies only to those properties in the Glenwood Riverfront.

3. Section 3.3-915 states that the Historic Commission makes recommendations to the Planning Commission or City Council on the following issues:
 - a. The establishment or modification of a Historic Landmark District;
 - b. The establishment of the Historic Landmark Inventory;
 - c. The removal of individual Historic Landmark Sites and Structures from the Historic Landmark Inventory; and
 - d. Demolition of a Historic Landmark Structure.
4. There are several properties identified in the 2010 Glenwood Reconnaissance Level Survey in the Glenwood Riverfront that warrant further examination to determine eligibility for the National Register of Historic Sites and Places and/or the City Landmark Inventory. Additional resources may be identified in the Glenwood Riverfront should the Historic Commission pursue a Reconnaissance Level Survey in the McVay Riverfront section of the Glenwood Riverfront in the future. Developers shall address this topic at the time of Site Plan Review submittal as specified in Subsection N.5.
 - a. Residential structures that warrant further examination for individual listing:
 - i. 295 North Brooklyn Street.
 - ii. 3007 Franklin Boulevard.
 - iii. 1780 Mississippi Avenue.
 - b. Commercial or industrial structures that warrant further examination for individual listing:
 - i. 3600 Franklin Boulevard (Myrmo & Sons).

- ii. 3698 Franklin Boulevard (Intercity Engineering).
 - iii. 4206 Franklin Boulevard (Blue Cross Animal Hospital).
 - c. Other Resources that warrant further examination for individual listing:
 - i. 3787 Franklin Boulevard.
 - ii. 3998 Franklin Boulevard (Ponderosa Village).
- 5. In any proposed development area that contains a building as specified in Subsection N.3, the developer shall state, at the time of Site Plan Review application submittal, whether the building will be part of the new development, moved to another site or demolished.
 - a. If the building will remain as part of the new development, the developer shall explain any proposed modifications to the building and how the historic context will be protected.
 - b. If the building is proposed to be moved, the developer shall state the new location and identify any building modifications.
 - c. If demolition is proposed, the developer shall document the building by submitting the following:
 - i. A written statement of its historical significance, including a description of the architectural and historical context in which the structure was built and subsequently evolved;
 - ii. Drawings including, but not limited to, floor plans, elevations, architectural details, and construction elements; and
 - iii. Photographs recording the environmental setting, elevations, and significant details, both inside and outside of the building.

3.4-275 Building Design Standards
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Commentary: *The building design standards are typical of those found in “Transit Oriented Development (TOD)” utilized in various cities throughout the United States and the world. Springfield should not be considered a leader in the implementation of these standards. The current TransPlan uses the terms “nodal development” or “nodes”, which act like TODs. For all intents and purposes, these terms are similar in intent; however, the terms “nodal development or nodes” are being used in both the Glenwood Refinement Plan and the Glenwood Riverfront Mixed-Use PLAN DISTRICT to be consistent with the current TransPlan.*

A number of jurisdictions have design guidelines. However, these guidelines do not allow for clear and objective standards, which are necessary for residential development in Oregon. The intent is that clear and objective standards will apply to all development in the Glenwood Riverfront.

The building design standards are based on the Glenwood Refinement Plan Land Use and Building Form Chapter policies and implementation strategies and are similar to existing Mixed Use Commercial, Mixed Use Industrial and Mixed use Residential design standards, except for the emphasis on multi-modal concepts regarding transit, bicycling and walking.

This is a long Section. The format has been prepared to let the reader know all the standards to be addressed in this Section.

The following building design standards shall be established for the Glenwood Riverfront Mixed-Use Plan District:

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|---|
| <ul style="list-style-type: none">A. GeneralB. Design TeamC. Facades/Vertical Building DivisionsD. HeightE. Massing/Building ArticulationF. Windows and doorsG. Orientation/EntrancesH. Build-to Lines and Maximum Building SetbacksI. Pedestrian AmenitiesJ. Screening mechanical equipmentK. Parking Structure Design Standards |
|---|

- A.** General. Glenwood is a gateway to the City and region. Future development/redevelopment in the Glenwood Riverfront will contribute to furthering a sense of place and distinctiveness. Therefore, special attention will be paid to building and site design to mitigate the visual impact of increased density by promoting aesthetically pleasing, sustainable buildings and sites that shall be context-sensitive and oriented to the human scale and establishing an inviting streetscape in the Glenwood Riverfront. The term “human scale” generally refers to the use of human-proportioned architectural features and site design elements clearly oriented to human activity. These standards will be applied during the Site Plan Review process. The building design standards are based upon:

Commentary: *The Land Use and Built Form Chapter text and diagrams/maps can be cited during a Type III Discretionary review process before the Planning Commission. However, in the case of a Type II Site Plan Review application (staff review), this statement contained within the Glenwood Riverfront Mixed-Use Plan District is necessary in order to allow the supporting text and diagrams/maps in the Land Use and Built Form Chapter to be utilized for a staff level review process.*

1. The building design standards as described in the Glenwood Refinement Plan Land Use and Built Form Chapter.

Commentary: *This statement allows the policies and implementation strategies in the Land Use and Built Form Chapter to be utilized as during the Type II Site Plan Review process.*

2. The building design standards shall be as specified in Appendix 3.
3. The building design standards shall be designed and constructed as specified in this Section.

EXCEPTION: Park structures including, but not limited to kiosks and restroom facilities shall be exempt from all building design standards.

Commentary: *The “Design Team” concept is mentioned in the Sustainability Section of the Glenwood Refinement Plan Land Use & Built Form Chapter and is currently required for Master Plan Applications (Ref. Springfield Development Code Section 5.13-100).*

- B.** Design Team. A design team shall be required for any proposed development requiring Site Plan Review procedure in order to comply with the design and development standards of the Glenwood Riverfront Mixed-Use Plan District. The design team shall include an Oregon Registered Architect, Landscape Architect, and Civil Engineer. Design teams are encouraged to:

Commentary: *This statement is consistent with the Sustainability Section of the Glenwood Refinement Plan Land Use & Built Form Chapter.*

1. Design buildings and sites utilizing sustainable building and site design guidelines, such as those promoted through the National Association of Home Builders National Green Building Program, the Sustainable Building Advisor Institute, or similar sustainable building and site design programs; and
 2. Employ the concept of “adaptive reuse” with the recognition that buildings frequently undergo alterations to conform with different uses or uses not taken into account in the original design.
- C.** Building Facades. The design of buildings and their relationships to the public realm are critical factors in the development of an active and vital pedestrian environment. In all Subareas building facades shall have the following architectural detailing:
1. The ground floor of a building shall:
 - a. Incorporate awnings, canopies, porticos, or arcades;
 - b. Provide variation in building materials including, but not limited to: tile, brick, split faced concrete block, concrete horizontal siding, masonry veneer, and powder coated aluminum or traditional wood storefronts that are differentiated by, trim, paint, and ornamentation;
 - c. Provide ground floor windows and entrances that provide a high level of transparency by allowing views both inward and outward; and
 - d. Utilize signs; or other features, including public art.
 - e. More than one type of building material may be used for building identity.

2. The upper stories shall:
 - a. Include architectural detailing utilizing some of the same design elements specified in Subsection C.1.; and/or
 - b. Incorporate a change in the window style;
 - c. Integrate a change in floor height; building step backs as specified in Subsection D.4.; or a combination of these elements.
 - d. Provide differences in height and architectural elements including, but not limited to: parapets; cornices; and other details also may be used to create interesting and varied rooflines. In addition, building corners may incorporate taller elements including, but not limited to: towers; turrets; and bays.
3. Building facades that do not front a street, alley or mid-block connector shall be constructed with design elements similar to those facades fronting streets.

D. Height. The following standards are intended to allow for a range of building heights within a development area that supports an interesting skyline, the ability to market view properties, and reduces impacts of shading from tall structures on the public realm. Lower structures combined with taller structures within a single development area will be permitted to allow for a variety of design solutions.

1. In all Subareas, the minimum building height shall be 2 stories.

EXCEPTION: Single story buildings shall be only permitted within a portion of a development area. **If a single story building is proposed, the minimum height shall be 20 feet.**

2. In all Subareas, there shall be no maximum building height.

Commentary: *This standard applies only within the WG Overlay District boundary. Building height outside of the WG Overlay District boundary can be any height.*

- a. In all Subareas, the maximum building height shall be 3 stories for the portion of a building between the Greenway Setback Line and the WG Overlay District boundary.
- b. In Subarea A:

Commentary: *The City will be investing a significant amount of public money in the Franklin Multi-Way Boulevard. This level of investment should only be made in an area of relatively dense development especially in Subarea A, but also Subareas B and C, where public spending is anticipated to leverage significant private investment in the area.*

Allowing any type of construction permitted by the Oregon Structural Specialty Code, related building codes, fire codes and referenced standards to meet the minimum density by using wood frame construction over Type I fire resistant construction is a project cost incentive for developers. This

construction method has been use in Seattle, Portland, Tacoma and Everett and has the potential for increasing the density of development in urban centers as well as trying to optimize the usage of smaller building sites in these areas. The intent is to allow taller high density residential development to occur while still providing solar protection within the Greenway Setback Line. The minimum density issue of 50 dwelling units per net acre will be resolved during the public review process.

- i. The rationale for establishing minimum heights is generally intended to ensure that high density residential development shall be maximized. Therefore, building height standards shall promote a Residential Mixed-Use designation and zone that supports a minimum density of 50 dwelling units per net acre. High density residential development at the densities prescribed above allows for 5 to 6 story buildings. High density residential development over 6 stories shall be permitted if the proposed development is located in such a manner as to provide solar protection for public open spaces including, but not limited to, the Riverfront Linear Park.
 - ii. Developers may utilize any type of construction permitted by the Oregon Structural Specialty Code, related building codes, fire codes and referenced standards in effect at the time of an application for a building permit.
4. In Subareas A, B and C step backs that are a minimum of 15 feet wide shall be required beginning at the fourth story of a building and after each additional 3 stories on the north or south façade. In Subarea D the same step back standard shall be met on the east or west façade. The step backs optimize sunlight on the street and sidewalk and within the Willamette Greenway; and create a height transition between the proposed development and adjacent development. Uses for the lower roofs may include, but not be limited to balconies and observation decks.

Commentary: *This will ensure business uses are housed in a form that supports an active street environment.*

5. In all Subareas, non-residential ground floor space (commercial/office/light manufacturing businesses) shall have a minimum floor to floor height of 15 feet to accommodate space for mechanical systems.
- E. Massing/Building Articulation.** Where buildings are highly visible from public areas, massing shall be addressed by articulating the facades with insets and projections to create visual interest and enhance views from the adjacent public realm. In all Subareas:
1. All sides of a building that are open to public view shall receive articulation design consideration. No buildings shall create blank, flat walls along these areas.
 2. To break up vast expanses of single element building elevations, applicable to both length and height, building articulation shall be accomplished through combinations of the following techniques. Each story shall contain a minimum of 3 features listed below:

- a. Creating small insets and projections to break up the wall surface and create a more human-scale environment. A landscaped or raised planter bed may be provided within each recess or projection that contains plant materials including, but not limited to, trees and/or shrubs and trellises for climbing vines that will grow to screen the wall. Building insets and projections are different from building setbacks specified in Subsection H., below.
 - b. Repeating window patterns and window trim at intervals equal to the articulation interval.
 - c. Providing design elements specified in Subsection C.1 for each interval, where applicable.
 - d. Variation in rooflines including, but not limited to: dormers, stepped roofs, gables and cornices to reinforce the articulation interval. If building wall offsets are used, breaks in roof elevation with a minimum of 3 feet or more in height shall be used. Mansard style roofs shall not be permitted.
 - e. Changing building materials or colors for each interval.
 - f. Providing art including, but not limited to: mosaics, murals, decorative masonry patterns, sculpture, or reliefs over a substantial portion of a wall surface for each interval.
3. In Subarea A,
- a. Articulation solely for high density residential use shall occur at a minimum of every 25 feet.
 - b. Articulation for commercial mixed-use businesses shall occur at a minimum of every 50 feet.
- EXCEPTION:** Where a residential building has commercial businesses on the ground floor, the 50-foot standard shall apply.
4. In Subareas B and C, articulation shall occur at a minimum of every 50 feet.
5. In Subarea D,
- a. Articulation for light manufacturing businesses shall occur at a minimum of every 100 feet.
 - b. Articulation for office and commercial businesses shall occur at a minimum of every 50 feet.
- EXCEPTION:** Where a light manufacturing building has commercial businesses on the ground floor, the 50 foot standard in Subsection 5.b., above shall apply.
- F. Windows and doors. The proportions, materials, and detailing of windows and doors are key to the attractiveness of a building and an active streetscape. A significant amount of glass adds to the pedestrian character of the development by visually linking interactions between people

inside and outside of buildings and by offering a clear view from the sidewalk to the interior space of shops, office lobbies, merchandise displays, and working areas. Windows and doors also contribute to a safe pedestrian environment by allowing "eyes on the street" both day and night. Transparency for residential buildings is measured along a line 5 feet above the first floor finished elevation. Transparency for other buildings is measured along a line five feet above the sidewalk elevation.

- 1.** Ground floor windows and doors that face a public street, alley or mid-block connector. The following standards apply to primary entrances to buildings:
 - a.** In Subarea A:
 - i.** Residential windows and doors, in both individual dwelling units and apartments with lobbies, shall comprise a minimum of 50 percent of a building's first floor façades.
 - ii.** Commercial and office windows and doors shall comprise a minimum of 75 percent of a building's first floor façades to allow views into lobbies, merchandise and work areas and allow persons inside to look out.
 - b.** In Subarea B:
 - i.** Residential windows and doors, in both individual dwelling units and apartments with lobbies, shall comprise a minimum of 50 percent of a building's first floor façades, where applicable.
 - ii.** Commercial and office windows and doors shall comprise a minimum of 75 percent of a building's first floor façades to allow views into lobbies, merchandise and work areas and allow persons inside to look out.
 - c.** In Subarea C, commercial and office windows and doors shall comprise a minimum of 60 percent of a building's first floor façades to allow views into lobbies, merchandise and work areas and allow persons inside to look out.
 - d.** In Subarea D:
 - i.** Light manufacturing windows and doors shall comprise a minimum of 40 percent of a building's first floor façades to allow views into lobbies, merchandise and work areas and allow persons inside to look out.
 - ii.** Commercial and office windows and doors shall comprise a minimum of 60 percent of a building's first floor façades to allow views into lobbies, merchandise and work areas and allow persons inside to look out.
- 2.** Upper story windows that face a public street, alley or mid-block connector. In all Subareas, upper story windows shall be required on all building facades and shall comprise a minimum of 25 percent of the building's façade for each story, measured in linear fashion.

3. In all Subareas, the use of low-reflective glass shall be encouraged as an energy conservation method.
 4. In all Subareas, frosted glass, spandrel windows, or other types of glass or film coatings between 3 feet above the sidewalk grade to 8 feet above the building slab that diminish transparency on the ground floor shall be prohibited.
- G.** Orientation/Entrances. Safe, appealing, and comfortable street environments shall be necessary in order to promote walking and support public health. All buildings shall be oriented towards the public realm, including streets, mid-block connectors, parks and open space. Primary entrances shall be designed so that they are not easily confused with entrances into ground floor businesses; provided with lighting for night time safety and security; and oriented so that pedestrians have a direct and convenient route from the sidewalk. Corner lots/parcels offer unique possibilities because of their visibility and access from two streets, and create unique spaces of concentrated activity where pedestrians, bicyclists and motorists come together. These possibilities include, but are not limited to: café seating, sidewalk vending, or the provision of public art or water features.
1. In all Subareas:
 - a. Primary entrances to all new buildings located on a street, alley or mid-block connector shall be designed to include at least 3 of the following design elements: an awning, canopy, overhang, or arch above the entrance; recesses or projections in the building façade surrounding the entrance; a peaked roof or raised parapet structures over the door; or display windows surrounding the entrance. Primary entrance design elements attached to buildings shall be:
 - i. At least 9 feet above the sidewalk or grade; and
 - i. Suspended from the building (i.e. not supported by posts or columns that may interfere with pedestrian traffic).
 - ii. Allowed to extend over the sidewalk portion of the right-of-way.
 - b. Primary entrances to all new buildings located on a corner lot/parcel shall face either the higher classification street or the intersection, using a cutaway, diagonal or other entrance design. If both streets are the same classification, one street may be chosen as the primary entrance.
 - i. Enhanced building corners may include characteristics as specified in Subsection G.1.a.
 - ii. The location of stairs, elevators, and other upper story building access points shall be located towards the middle of the block to free sidewalk-level building retail opportunities to occur at corners.
 - iii. Parking and automobile access shall be located away from corners.

- c. Primary pedestrian ingress and egress for parking structures shall be as specified in Subsection K.2.
- 2. In Subarea A, all new individual residential dwellings that do not have businesses on the ground floor shall be designed so that either each individual unit has a front door; or there shall be a primary entrance with a lobby that includes windows for safety facing the street.
- 3. In Subarea D, entries to light manufacturing buildings shall portray a quality office appearance while being architecturally related to the overall building composition.
- 4. In all Subareas, secondary entrances shall face the side or rear of all new buildings to allow access to available parking, where necessary.

H. Build-to Lines and Building Setbacks.

1. Build-to-Lines.

- a. An urban streetscape shall be created by locating new buildings close to the street and close to one another wherever practical. The streetscape creates a sense of enclosure along sidewalks and provides a variety of street level façades. These standards establish a pleasant and diverse pedestrian experience by connecting activities occurring within a structure to adjacent sidewalk areas. The build-to line is a line that is parallel to the property line and contiguous with the sidewalk, interfaces with the façade of the building, and equates to a zero setback.
- b. In all Subareas, buildings shall be constructed up to the build-to line, unless the developer desires a building setback as specified below. Pedestrian amenities shall be addressed as specified in Subsection I.2.a.

- 2. **Building Setbacks.** In all Subareas, buildings may be setback a maximum of 10 feet behind the build-to-line. This standard will still allow the establishment of a pleasant and diverse experience by providing additional pedestrian amenities. Pedestrian amenities shall be addressed as specified in Subsections I.2.a. and I.2.b.

EXCEPTIONS:

- a. In Subarea A, ground floor entrances of buildings fronting Franklin Boulevard may be setback a maximum of 4 feet behind the build-to-line and windows and walls may be setback a maximum of 1 foot, 6 inches. Pedestrian amenities shall be addressed as specified in Subsection I.2.a.
- b. In all Subareas, no parking shall be permitted within any building setback.
- c. In all Subareas, park structures including, but not limited to kiosks and restroom facilities shall be exempt from all building setback standards.

I. Pedestrian Amenities.

- 1.** The intent of the pedestrian amenities is to provide comfortable and inviting pedestrian spaces. Pedestrian amenities serve as informal gathering places for socializing, resting, and enjoyment of the Glenwood Riverfront, and contribute to a walkable district. Pedestrian amenities shall be consistent with the character and scale of surrounding developments, intended use and expected number of people.
- 2.** Pedestrian Amenities Standards. The pedestrian standards are minimums. The developer is encouraged provide additional pedestrian amenities.
 - a.** Where there is no building setback, the following coordinated pedestrian amenities shall be provided on each block or development area, if applicable, located between the curb and the build-to-line:
 - i.** At least one bench for every 80 feet of street frontage;
 - ii.** At least one trash receptacle for every 80 feet of street frontage; and
 - iii.** At least one pedestrian scale wall mounted light meeting the standards specified in Subsection C.2. for every 50 feet of street frontage.
 - b.** Where there is a building setback, in addition to the pedestrian amenities specified in Subsection I.2.a., two additional pedestrian amenities from the list specified in Subsection I.2.c., shall be provided for each 80 feet of street frontage.
 - c.** Additional pedestrian amenities include, but are not limited to:
 - i.** Sitting space (i.e., outdoor seating areas for restaurants, benches, garden wall or ledges between the building entrances and sidewalk);
 - ii.** Building canopy, awning, pergola, or similar weather protection (minimum projection of 4 feet over a sidewalk or other pedestrian space);
 - iii.** Transit shelters;
 - iv.** Trash receptacles;
 - v.** Information kiosks;
 - vi.** Security bollards;
 - vii.** Mail boxes;

- viii. Sidewalk displays;
- ix. Drinking fountains;
- x. Wayfinding signage for pedestrians consisting of a distinctive logo and directional guidance to neighborhood destinations;
- xi. Planting beds, hanging flower baskets, and/or large semi-permanent potted plants; ornamental planters;
- xii. Pedestrian-scale lighting either free standing or attached to the face of the building placed between 12'-14' above the ground for every 50 feet of street frontage;
- xiii. Decorative pavement patterns and tree grates;
- xiv. Decorative clocks;
- xv. Public art sculpture, statues, murals, or fountains;
- xvi. Bicycle racks;
- xvii. Stands selling flowers, food or drinks, as may be permitted by the Springfield Municipal Code; and
- xviii. Entry steps, porches and front gardens for residential mixed-use buildings.

J. Screening roof-top mechanical equipment. It is common practice, in the development of contemporary multi-story buildings, to locate necessary building functions including, but not limited to: heating, ventilation and air conditioning (HVAC) systems; roof penetrations, such as plumbing and exhaust vents; elevator penthouses; and air conditioner units on the tops of buildings. Visual impacts of mechanical equipment shall be located and/or screened so they are not visible from adjacent public and private streets or adjacent residentially zoned property. Acceptable screening includes: raising the parapet on all sides of the building to be as high as the highest mechanical unit or vent on the roof, or a secondary roof screening system designed to be as high as the highest mechanical unit or vent on the roof. Secondary roof screening systems shall be enclosed groups of units rather than a box around each unit, incorporated into the design of the building, and constructed with materials that are compatible with those of the building. Mechanical equipment also shall be sited and shielded to protect adjacent uses from noise impacts.

K. Parking Structure Design Standards. In all Subareas, aboveground and underground parking structures shall be designed to meet the following standards:

- 1.** Integral Design. The aboveground parking structure facade shall complement the design context of the area as expressed in scale, proportion, materials of nearby buildings, and all other applicable standards, as specified in Section 3.4-275:

- a. On the ground floor of the parking structure along local, collector and arterial street frontages, commercial uses that are permitted in all Subareas are permitted to wrap the ground floor. Window and door openings for both the structure and commercial uses shall comprise a minimum of 50 percent of the length of the façade and 50 percent of the ground floor street facing wall area.

EXCEPTION: Commercial uses along service streets and alleys shall be optional.

- b. All ground floor facades of the parking structure, with special emphasis on garage entrances/exits, shall also incorporate architectural details including, but not limited to: decorative metal grill work; overhead trellises; trees; planter seat walls; decorative tile and art work; and pedestrian-scaled lighting, as a means of emphasizing human scale.
 - c. On upper floors, parking structure openings shall be screened by incorporating architectural details including, but not limited to: decorative metal grill work; translucent panels; and/or art work to obscure vehicles from public view.
 - d. Garage entrances and exits shall utilize lights, sound or other similar warning devices to warn pedestrians of approaching vehicles and shall be located as specified in Table 4.2-4.
 - e. Parking structures shall have level floors at street frontages.
2. Pedestrian Access. All parking structures shall provide direct pedestrian access to local, collector or arterial streets where possible; and to service streets or alleys, when necessary.
3. Parking Structure Setbacks.
- a. The setbacks for the exterior walls of any aboveground parking structure shall be the same as the permitted use.
 - b. The setbacks for the exterior walls of any underground parking structure shall not encroach into the minimum above-grade building setbacks, or across any public or private easement line.
 - c. All underground parking structures that are not directly under a building shall be designed to have appropriate areas of adequate soil depth above the parking structure to ensure healthy tree and landscape growth based on the evaluation and recommendation of a licensed Landscape Architect.

Commentary: *The proposed amendments to the Willamette Greenway regulations are necessary because Glenwood Phase 1 includes the entire Glenwood Riverfront. Many of the proposed Glenwood Refinement Plan policies and implementation strategies, including the Glenwood Riverfront Mixed-Use Plan District development and design standards impact proposed development/redevelopment within the Willamette Greenway. The text and format of the proposed amendments are based upon the review*

of several jurisdictions along the Willamette River from Eugene to Portland. The existing Section 3.3-300 Willamette Greenway Overlay District will remain applicable to the portion of the Willamette Greenway that is outside of Glenwood.

3.4-280 Willamette Greenway Development Standards

***Commentary:** This Subsection proposes updated standards for the Willamette Greenway (WG) Overlay District applicable only to development/redevelopment in the Glenwood Riverfront. The primary intent is to make the existing riparian setback and the Willamette Greenway Setback Line concurrent. The remainder of the WG Overlay District outside of Glenwood will continue to utilize the existing WG Overlay District standards in Section 3.3-300, which will be amended at a later date.*

***Commentary:** This is a long Section. The format has been prepared to let the reader know all the standards to be addressed in this Section.*

The following standards shall be established for the Glenwood Riverfront portion of the Willamette Greenway (WG) Overlay District:

- A. Purpose**
- B. Applicability**
- C. Definitions**
- D. Establishment of the Greenway Setback Line and Permitted Uses**
- E. Non-Conforming Uses and Development**
- F. Development Standards**
- G. Review**
- H. Exemptions**
- I. Variances**
- J. Application Submittal**
- K. Additional Notice**
- L. Criteria**
- M. Conditions**
- N. Notice of Decision**
- O. Modifications to Approved Plans**

***Commentary:** This Section explains the importance of the Willamette Greenway in Glenwood and the obligation to protect this amenity, while balancing permitting base zone land use activities to occur and promoting public access to the Willamette River.*

- A. Purpose.** The Glenwood Riverfront portion of the WG Overlay District is established to:
 - 1.** Protect, conserve, enhance, and maintain the natural, scenic, historical, economic, and recreational qualities of lands along the Willamette River;
 - 2.** Implement Oregon's Willamette River Greenway Program goals and policies, and Metro Plan Willamette Greenway policies;

3. Establish criteria, standards, and procedures for the development of land, change of use, and the intensification of uses within Glenwood Riverfront portion of the WG Overlay District;
4. Provide for the review of any intensification of use, change of use, or development within the Glenwood Riverfront portion of the WG Overlay District;
5. Allow for use and development consistent with the underlying land use designation and zoning while preserving, protecting, and enhancing the qualities of the river and the riparian area;
6. Allow and encourage a variety of water-dependent and water-related uses, recreational developments, and public access to and along the Willamette River while preserving, protecting, and enhancing the qualities of the river and the riparian area;

Commentary: *Beneficial water uses in the Willamette River basin are listed in OAR 340-041-0340.*

7. Protect and improve water quality in the Willamette River in order to support designated beneficial water uses including, but not limited to fish and aquatic life, water contact recreation and aesthetic quality; protect riparian area ecological functions and values and to buffer the river from development; maintain or reduce stream temperatures; maintain natural stream corridors; minimize erosion, nutrient and pollutant loading into water; and stabilize slopes to prevent landslides contributing to sedimentation of water features; and
8. Promote public access to and along the Willamette River for the purpose of increasing recreational opportunities, providing emergency vehicle access, assisting in flood protection and control, providing connections to other transportation systems, and helping to create a pleasant, aesthetically pleasing urban environment.
9. Maintain public safety and protect public and private property, especially from vandalism and trespass, to the maximum extent practicable.

B. Applicability.

1. The provisions of the Glenwood Riverfront portion of the WG Overlay District apply to all lands within the Glenwood Riverfront that are 150 feet from the ordinary low water line of the Willamette River, also referenced as the WG Overlay District outer boundary.
2. The Glenwood Riverfront portion of the WG Overlay District shall be combined with at least one base zoning district and/or any other applicable overlay districts identified in this Code.

Commentary: *These definitions exclusively apply to the Glenwood Riverfront portion of the WG Overlay District and are placed here and not in Chapter 6. This is similar to other jurisdictions and to certain Sections of this Code that have definitions specific to the particular regulation.*

C. Definitions. As used within the Glenwood Riverfront portion of the WG Overlay District, except where the context otherwise requires, the following terms mean:

Boardwalk. A floating or non-floating platform that either provides pedestrian access along a shoreline or within a riparian area; it may also act as a bridge between two bodies of land.

Change of use. Making a different use of the land or water. Change of use includes changes which require construction or alteration to land or water outside of existing buildings, structures, or open storage areas and which substantially alters or affects land or water. It does not include: a change of use of a building or other structure which does not substantially alter or affect the land or water upon which it is located; the sale of property; or modifications of existing structures, as may be permitted by this Section.

Development. Any activity within the Glenwood Riverfront portion of the WG Overlay District which would alter the elevation of the land; remove or destroy plant life; or cause structures of any kind to be installed, erected, or removed, or a change of any kind (See also Chapter 6 for other definitions of this term).

Dock. An individual secured and stationary or floating structure designed for uses including, but not limited to, mooring boats and fishing.

Enhancement. Increasing the net ecological functional values of the riparian buffer by any of the following: removal of impervious surfaces; restoring natural bank slopes; or increasing the cover and diversity of native vegetation.

Greenway Setback Line. A line that divides the Glenwood Riverfront portion of the WG Overlay District into two distinct areas. In the area between the ordinary low water line and 75 feet from the top of bank where only water-dependent, water-related uses may occur. In the area from the Greenway Setback Line to the WG Overlay District outer boundary, uses permitted in the base zone may be allowed in accordance with the standards and criteria of this Section.

Intensification. Any addition which increases or expands the area or level of activity of an existing use; or any remodeling of the exterior of a structure which will substantially alter the appearance of the structure. For the purposes of this definition, "intensification" does not include: maintenance and repair, usual and necessary for the continuance of an existing use; reasonable emergency procedures necessary for the safety or protection of property; or existing residential use of lands within the Glenwood Riverfront portion of the WG Overlay District that includes the practices and activities customarily related to the use and enjoyment of one's home, such as, landscaping, construction of driveways, modification of existing structures or construction or placement of such subsidiary structures or facilities adjacent to the residence as are usual and necessary.

Ordinary high water line. The line on the bank or shore to which the high water ordinarily rises annually in season.

Ordinary low water Line. The line on the bank or shore to which the low water ordinarily recedes annually in season.

Maximum extent practicable. Text drawn from Oregon Statewide Planning Goal 15 (F.3.b.) intended to

require a balancing of factors so that each of the identified Willamette Greenway criteria is met to the greatest extent possible without precluding the requested use.

Riverbank. A land feature or constructed structure that serves to contain the waters of a river. It can be distinguished from upland areas by the presence of riparian vegetation in close proximity to flowing water. Usually, the riverbank represents the limits of seasonal high water and periodic flood waters.

Top of Bank. See Chapter 6.

Water-dependent use. A use or activity which can be carried out only on, in, or adjacent to a water body, because the use requires access to the water body for transportation, recreation, energy production, or source of water. Except as necessary for water-dependent uses or facilities, residences, parking lots, factories and trailer parks are not generally considered to be water-dependent uses.

Water-related use. A use which is not directly dependent upon access to a water body, but which provides goods or services that are directly associated with water-dependent use. Except where as necessary for water-dependent or water-related uses or facilities, highways, restaurants, businesses, factories, and trailer parks are not generally considered to be water-related uses.

Commentary: *The proposed text provides specificity to the Greenway Setback Line in Glenwood and adds explicit water-dependent/water-related uses from the existing riparian protection standards specified in Subsection 4.3-117E.2.n.*

D. Establishment of the Greenway Setback Line and Permitted Uses.

- 1.** Establishment of the Greenway Setback Line. In the Glenwood Riverfront portion of the WG Overlay District, the Greenway Setback Line shall be 75 feet upland from the top of the bank, concurrent with the existing 75 foot wide riparian setback as specified in Subsection 4.3-115A.1. The concurrency of these setbacks shall not lessen the significance of, or reasons for protecting the Willamette Greenway.
- 2.** The Glenwood Riverfront portion of the WG Overlay District is divided into two distinct areas by the Greenway Setback Line:
 - a.** From the Greenway Setback Line to the river, only water-dependent or water-related uses shall be permitted. These uses include, but are not limited to:
 - i.** Public multi-use paths;
 - ii.** Access ways;
 - iii.** Pedestrian trails and walkways;
 - iv.** Boardwalks;
 - v.** Picnic areas;
 - vi.** Interpretive and educational displays;

- vii. Overlooks and view points, including benches and outdoor furniture;
- viii. Docks;
- ix. Boat shelters;
- x. Piers;
- xi. Boat ramps;
- xii. Bridges and their approaches: pedestrian, bicycle and motor vehicle;
and
- xiii. Stormwater facilities.

- b. From the Greenway Setback Line to the outer boundary of the WG Overlay District, permitted uses shall be the same as those in the base zones. Additional limitations on the placement of permitted uses in this area may be required to facilitate on-site stormwater management as specified in the Springfield EDSPM.

Commentary: *This Subsection applies to continuances, expansions or modifications of existing non-conforming uses within the Glenwood Riverfront portion of the WG Overlay District.*

- E. Non-Conforming Uses and Development. Any existing non-conforming building, structure and/or use within the Glenwood Riverfront portion of the WG Overlay District may continue, expand, or be modified as may be permitted in Sections 5.8-120, 5.8-125 and Subsection F. until they are either abandoned and/or redeveloped.

EXCEPTION: Expansion of an existing building, structure, or use which is not water-related or water-dependent shall not be permitted within the Glenwood Greenway Setback Line.

Commentary: *This Subsection establishes development standards specific to the Glenwood Riverfront portion of the WG Overlay District.*

- F. Development Standards. In addition to addressing the criteria of approval specified in Subsection M., the applicant shall address the following development standards:

- 1. Development within the area defined by the Glenwood Greenway Setback Line.

- a. Existing native vegetation and trees upon the site shall be preserved, conserved, and maintained to the maximum extent practicable as specified in Sections 4.3-115, 4.3-117 and 3.4-270.

EXCEPTION: Disturbance necessary for construction or establishment of a water-related or water-dependent use, and measures necessary to reduce existing or potential bank erosion as specified in the Springfield EDSPM shall be permitted.

- a. In addition to the standards specified applicable in the base zone, additional overlay zone, this Plan District or the Springfield EDSPM, lighting within the Glenwood Riverfront portion of the WG Overlay District shall not:
 - i. Flash, if visible from the river;
 - ii. Be focused on or oriented to the river surface.
- b. Lighting necessary for safety of pedestrians shall be as specified in the applicable base zone, overlay district, this Plan District or the Springfield EDSPM.
- 6. Height Limitation. New development, alteration or enlargement of existing buildings and structures within the Glenwood Riverfront portion of the WG Overlay District shall be as specified in the base zone, additional overlay zone or this Plan District.
- 7. Public Access. Where public access is provided to and along the Willamette River, that access shall be provided by easement, dedicated right-of-way, or other appropriate legal means as specified in the base zone, additional overlay zone or this Plan District.
- 8. Any additional development standards as specified in the base zone, additional overlay zone or this Plan District.

Commentary: *The current Discretionary Use Approval process is a Type III decision. No change in the current review process itself is proposed.*

- G. Review. Any change or intensification of use, or construction, as defined in Subsection C., within the Glenwood Riverfront portion of the WG Overlay District, shall be reviewed under Type III Discretionary Use procedure under criteria specified in: Subsection L.; the Site Plan Review process as specified in Section 5.17-100; the Land Division process specified in Section 5.12-100, as applicable; any additional reviews required by this Code; and the standards of this Section.

EXCEPTION: Site Plan Review shall not be required for single-family or duplex dwellings; however, all other requirements of this Section shall still be met.

- 1. All applicable concurrent applications, regardless of their typical level of review shall be elevated to a Type III review procedure.
- 2. No development may occur within the Glenwood Riverfront portion of the WG Overlay District until the Approval Authority approves all applicable applications required in this Section.

Commentary: *This Subsection lists certain development exemptions that are similar to other jurisdictions.*

- H. Exemptions. Within the Glenwood Riverfront portion of the WG Overlay District, the following uses are exempt from Type III Discretionary Use procedure:

1. Scenic easements acquired under ORS 390.332 and the maintenance of scenic easements acquired under ORS 390.368.
2. Addition or modification of existing utility lines, wires, fixtures, equipment, circuits, appliances, and conductors by public or municipal utilities, except utility substations.
3. Reasonable emergency procedures necessary for the safety or protection of property, including flood emergency procedures and maintenance and repair of existing flood control facilities.
4. Placement of signs, markers, aids, etc., to serve the public by a public agency.
5. Landscaping with native or existing non-invasive vegetative materials only.
6. Alterations to the interior of a building where there are no exterior alterations that do not increase the size or alter the configuration of the building footprint.
7. Alterations to buildings or accessory structures which do not alter the configuration of the existing building's or structure's footprint.
8. Activities allowed within the base zone, which are usual and necessary for the use and enjoyment of an existing residence, including the modification of existing accessory structures or facilities on the same property.
9. Normal maintenance and repair necessary for the continuance of an existing use.
10. Removal of hazardous trees as determined by a certified Arborist, and vegetation identified as nuisance or invasive non-native plants and consistent with erosion prevention and sediment control standards as specified in the Springfield Engineering Design Standards and Procedures Manual (EDSPM), this Code and/or the Springfield Municipal Code, 1997.
11. Erosion control operations not requiring a permit from the Department of State Lands.
12. Activities to protect, conserve, enhance and maintain public recreation, scenic, historical and natural uses on public lands, or land with public easements.
13. Customary dredging and channel maintenance conducted under a permit from the State of Oregon.
14. Minor repairs or alterations to an existing structure for which no building permit is required.
15. Other activities similar to those listed in Subsections H.1. – H.14. as specified in Section 5.11-100.

Commentary: *This Subsection does not allow variances to established "greenway" dimensions, but does require proposed variances to other SDC dimensional and/or quantitative standards within the Glenwood Riverfront portion of the WG Overlay District to be submitted concurrently with the Site Plan and/or other required applications.*

- I. Variances. There shall be no Variance to the size of the Greenway Setback Line or the WG Overlay District outer boundary. However, within the Glenwood Riverfront portion of the WG Overlay District, when a Variance is requested, as specified in Section 5.21-100, that application shall be submitted concurrently with the application for development approval in the Greenway. Both the Variance criteria of approval as specified in Sections 5.21-125 or 5.21-130; and the Glenwood Riverfront portion of the WG Overlay District criteria of approval as specified in Subsection L. shall be satisfied and approved by the Approval Authority.
- J. Application Submittal.
1. The required Discretionary Use and Site Plan Review applications shall comply with the submittal requirements of this Section and Section 5.17-120, as applicable. Where there is a conflict between the submittal requirements of this Section and the submittal requirements of other Sections of this Code, the submittal requirements of this Section shall prevail.
 2. A prerequisite to the filing of a WG Overlay District permit in the Glenwood Riverfront shall be a Development Issues Meeting as specified in Subsection 5.1-120A., or a Pre-Application Report as specified Subsection 5.1-120B. Any intensification, change of use or development in the Glenwood Riverfront portion of the WG Overlay District shall require the following materials:
 3. Written Materials.
 - a. A narrative which explains the proposed development and addresses the development standards in Subsection J. and the criteria in Subsection L.
 - b. A narrative stating the applicant has applied for any applicable State and/or Federal permits.
 - c. A narrative with drawings and/or photos of the proposed development, as it will appear when completed, as viewed from the river.
 4. A survey prepared by a licensed Professional Land Surveyor or Engineer showing the location of the ordinary low water line, top of bank, the Greenway Setback Line and the outer boundary of the WG Overlay District.
 5. Any additional information required by this Code or the Springfield EDSPM that may be necessary to demonstrate compliance with this Section.
- K. Additional Notice. In addition to the notice requirements specified in Section 5.2-115, notice shall be given to the Parks and Recreation Division of the Oregon Department of Transportation by immediately forwarding a copy of the application by certified mail, return receipt requested.

Commentary: *The proposed criteria of approval for development within the Willamette Greenway are based upon text directly from Goal 15, Section C.3. and other jurisdictions with Greenway regulations.*

L. Criteria. In the Glenwood Riverfront portion of the WG Overlay District, the applicant shall demonstrate compliance with the following criteria of approval:

1. Any development, change of use or intensification of use permitted in the base zone shall be oriented toward the river between the Willamette Greenway Setback Line and the Willamette Greenway outer boundary.

EXCEPTION: Proposed water-dependent and water-related uses listed in Subsection D.2. shall be permitted within the Greenway Setback Line.

2. Between the Greenway Setback Line and the Willamette Greenway outer boundary, any development, change of use or intensification of use shall provide the maximum possible landscaped area/open space between the activity and the river.
3. Significant air, water and land resources including but not limited to natural and scenic areas, views, vistas, fish and wildlife habitats in and adjacent to the Greenway shall be protected, preserved, restored, or enhanced to the maximum extent practicable.
4. The maintenance of public safety and protection of public and private property, especially from vandalism and trespass shall be provided for, to the maximum extent practicable.
5. The natural vegetative fringe along the river shall be enhanced, protected and maintained in order to assure scenic quality and view points, protection of wildlife, protection from erosion and screening of uses from the river.
6. Areas of annual flooding, floodplains and wetlands shall be preserved or restored in their natural state to the maximum possible extent to protect water retention, overflow and other natural functions specified in Section 3.3-400.
7. Recreational needs shall be satisfied as specified in the Glenwood Refinement Plan and/or this Plan District.
8. Adequate public access shall be provided to and along the river by appropriate legal means for all development as specified in the applicable base zone, overlay district or this Plan District.
9. Areas of ecological, scientific, historical or archeological significance shall be protected, preserved, restored or enhanced to the maximum extent practicable.
10. Significant fish and wildlife habitats shall be protected to the maximum extent practicable.
11. Significant natural and scenic areas, viewpoints and vistas shall be protected to the maximum extent practicable.

- 12.** Any necessary tree felling shall comply with Section 5.19-100 and shall occur in a manner that shall ensure that wildlife habitat and the natural scenic qualities found in the Glenwood Riverfront portion of the WG Overlay District shall be maintained and shall be restored by mitigation on-site. Only diseased trees or trees in danger of falling may be removed with an Arborist’s statement between the ordinary low water line and the Greenway Setback Line, however, snag retention shall be allowed. In the area between the Greenway Setback Line and the outer boundary of the Glenwood Riverfront portion of the WG Overlay District, tree felling may be permitted to the extent necessary to accommodate those permitted uses as specified in the applicable base zone, overlay district or this Plan District.
- M.** Conditions. The Approval Authority may impose reasonable conditions of approval necessary to achieve compliance with the criteria specified in Subsection L.
- N.** Notice of Decision. In addition to the notice requirements specified in Subsection 5.1-135B., notice shall also be provided to the Parks and Recreation Division of the Oregon Department of Transportation by certified mail, return receipt requested, within 5 calendar days of the final decision by the Approval Authority.

Commentary: *This Subsection is based upon language from Eugene. The proposed text provides for a Type II staff review of “insignificant changes”.*

- O.** Modifications to Approved Plans.
- 1.** After the effective date of approval of final plans, modifications may be considered in accordance with the Type II review procedures. The Director shall decide whether to grant the requested modification based on the following criteria:
- a.** The modification shall be consistent with the conditions of the original approval; and
 - b.** The modification shall not result in significant changes to the physical appearance of the development, the use of the site, and impact on the surrounding properties.
- 2.** If determined to be consistent with the above criteria, the Director shall approve the request.
- 3.** The applicant retains the ability to submit the requested modification as a new Glenwood Riverfront portion of the WG Overlay District application based on the Type III review procedures.

Development Code

Glenwood Riverfront Mixed-Use Plan District

Proposal

The Glenwood CAC recommends moving the draft Glenwood Riverfront Mixed-Use Plan District to the Planning Commission.

Vote of Members Present

11-2

Members Absent

7

Reasons for Lack of Support

One CAC member provided three reasons for lack of support: need for mixed-use developer review of the Plan District; proposed parking maximums appear too low; and concern about perceived constraints imposed on the ability to shift the Park Blocks. Another CAC member cited two reasons for lack of support: need to include educational facilities as permitted uses in Subarea D; and the need to modify the proposed building design standards in Subarea D for light medium industrial uses (specifically height minimums, massing/building articulation, windows and doors, and build-to lines/maximum setbacks).

Staff Response

- Staff requested Plan District review by four mixed-use developers prior to CAC review of the document. Only one of the four developers responded, and his response was: *“First of all, I express appreciation for the ambitious efforts represented in the documents you provided. There is more than ample evidence that your staff has worked diligently, leaving no stone unturned, to present the best possible proposal for zoning, land uses, specific improvements, attractive (and attracting) public areas, and general development objectives. As a developer of large and complex projects for over 30 years, I can attest to how daunting this can be – frequently the equivalent of creating a vacuum, or planning through a fog-covered landscape. Such is the burden of visionary planning staff – to see into the future and construct a reality out of very little that can be known today.”*
 - John Tamulonis is investigating the possibility of using Urban Renewal funds to pay a mixed-use developer to review and comment on the Plan District prior to the Planning Commission Public Hearing.
- Staff maintains its recommendations regarding parking maximums. Staff has prepared a detailed summary of this recommendation in Attachment F, Staff Rationale for the Parking Maximums Proposal.

- Staff has not imposed any constraints on shifting the park blocks east or west of their proposed location. Section 3.4-230 of the proposed Plan District, Glenwood Riverfront Mixed-Use Plan District Modifications, describes the process a developer would have to follow to shift the location of the park blocks.
- Staff has re-evaluated the types and locations for permitting educational facilities in the Glenwood Riverfront. Such facilities are now permitted as secondary uses in all subareas.
- The rationale for establishing minimum heights is generally intended to ensure that high density / high intensity development is maximized in the Glenwood Riverfront. Lower structures combined with taller structures within a single development block should not be discouraged, allowing for a variety of design solutions.
 - Instead of requiring a minimum of two stories or a one story building that appears to contain two stories (such as the LTD Downtown Springfield Station), staff has adjusted the minimum height regulations to specify that if a single story building is proposed within a portion of a development area, the minimum height should be 20 feet. This will ensure that all uses are housed in a form that supports an active street environment.
- Staff maintains its proposal for all building design standards being applicable to all uses in the Glenwood Riverfront. The building design standards respond to a desire to promote the development of an area of special character, a gateway to Springfield, and to improve the overall physical and visual environment in the Glenwood Riverfront. The building design standards specifically implement one of the CAC goals for the Refinement Plan, “encourage aesthetically pleasing, sustainable buildings and sites that are context-sensitive and oriented to human activity.” The building design standards are also necessary to ensure compliance with the definitions of mixed-use, pedestrian friendly environments as stipulated by State agencies.
 - The existing citywide Campus Industrial and Mixed-Use Employment standards apply to light medium industrial manufacturing uses and have not constrained development in those zoning districts.
 - Section 3.4-230 of the proposed Plan District, Glenwood Riverfront Mixed-Use Plan District Modifications and Section 3.4-235, Design Standards Alternatives/Exemptions from Design Standards, provide for flexibility and alternative paths for developers to pursue in the event that incorporating particular design elements is not practicable for a particular use.

Miscellaneous Comments from Supporters

Three supporters mentioned a desire for staff to explore allowing educational facilities in all Subareas. Two supporters requested that staff consider concerns regarding the parking maximums, and two supporters re-iterated their reservations about the minimum densities. One supporter expressed a

desire for height maximums, and another supporter expressed appreciation for the flexibility and alternative path options provided for in the Plan District.

Staff Response

- Staff has re-evaluated the types and locations for permitting educational facilities in the Glenwood Riverfront. Such facilities are now permitted as secondary uses in all subareas.
- Staff maintains its recommendations regarding parking maximums. Staff has prepared a detailed summary of this recommendation in Attachment F, Staff Rationale for the Parking Maximums Proposal.
- Staff maintains its recommendation of 50 dwelling units/net acre for the minimum density required in the Residential and Commercial Mixed-Use zones. Staff has prepared a detailed summary of this recommendation in Attachment A, Staff Rationale for the Minimum Density Proposal.
- Staff maintains its recommendation for building heights in the Glenwood Riverfront. The height requirements are intended to foster a high-density mixed-use development environment that enables flexibility in form and size of units. Wood frame construction, which is less costly to develop, is constrained to five stories in Springfield. Further, heights are constrained to three stories along the Willamette Greenway, and step backs are required for all buildings above four stories to preserve solar access and view corridors.

Appendix A – Staff Rationale for Minimum Density Proposal

What is Proposed & What Does it Mean?

- Crandall Arambula recommended a minimum density of 100 du/acre.
 - While examples do exist of housing being developed in excess of 100 du/acre in the Eugene-Springfield area, the staff recommendation of a minimum of 50 net du/acre seems to better balance a need for high-density residential housing, a desire for a vibrant urban mixed-use neighborhood on the Glenwood Riverfront, and market demand for this type of housing.
- Staff recommends designating and zoning Subarea A (33.3 gross acres) Residential Mixed-Use (RMU) with a minimum density of 50 net dwelling units (du)/acre.
 - Depending on the size of individual units and the number of units provided, buildings of 4-5 stories can easily accommodate a minimum of 50 net du/acre over ground floor commercial uses.
 - The existing riparian setback, along with proposed streets and open spaces in Subarea A would result in net acreage of approximately 22 acres.
 - At full build-out, developing at the minimum density of 50 net du/acre for 22 net acres would result in approximately 1,100 new dwelling units.
 - The minimum density threshold would also apply to any residential development that occurs in the Commercial Mixed-Use (CMU) area. Please note that residential development in this area is optional, not required.
 - Uniformity in type of residential development is desired in all Subareas, should developers choose to develop residential units in the CMU district.
 - To enable flexibility for developers in meeting this density minimum, Section 3.4-245 B.1.a. of the proposed Glenwood Riverfront Mixed-Use Plan District states : *The minimum density may be reduced if the total average density of 50 dwelling units per net acre for the minimum 5 acre or larger development area is a condition of either Site Plan Review or Master Plan approval. For example, if a developer proposed a minimum density of 35 dwelling units per net acre for the first development, future development would be required at a higher density to achieve the 50 dwelling unit per net acre standard. In these cases, the minimum density threshold shall be 28 dwelling units per net acre.*

Residential Land and Housing Needs Analysis – Supports Proposal

- The Residential Land and Housing Needs Analysis (RLHNA) identified a high-density residential land use deficit of 28 gross acres in Springfield.
 - The Glenwood Riverfront boasts circumstances not present elsewhere in Springfield or the Eugene-Springfield metropolitan area.
 - Potential for direct visual and physical access to the Willamette River.

Appendix A – Staff Rationale for Minimum Density Proposal

- Proximity to the University of Oregon and Lane Community College.
- Served by bus rapid transit.
- Relatively low-value land.
- The City Council directed staff to plan for and rely on a redevelopment strategy in the Glenwood Riverfront to address that deficit.
 - The adopted Springfield 2030 Residential Land Use & Housing Element recommends designating a minimum of 28 gross acres in the Glenwood Riverfront for high-density residential uses at a minimum of 28 net du/acre. Seven of those acres are intended for public and semi-public facilities, such as parks.
 - The adopted Springfield 2030 Residential Land Use & Housing Element also recommends designating land for high-density residential uses near employment and commercial areas.
- The Glenwood Riverfront is a finite asset. Once developed/redeveloped, there will not be an opportunity later to develop high-density residential land that is needed.

Statewide Planning Goal 10 – Supports Proposal

- 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.
 - The Glenwood Riverfront provides a singular opportunity in Springfield for the development of urban high-density residential development for those who choose to live in a dense, mixed-use urban living environment near outdoor amenities.
 - The RLHNA identifies a shift in demand for this category of housing type.
 - Eugene-Springfield realtors have articulated that clients do have an interest in purchasing multiple acres for high-density residential development close to the University of Oregon and public transit (Eugene commercial realtor email).

Needed Return on Public Investment – Supports Proposal

- The infrastructure needs of the Glenwood Riverfront are significant and include: upgrading Franklin Boulevard and McVay Highway, including the undergrounding of electric distribution lines and extending the Glenwood Trunk Sewer; constructing an internal street network; and restoration of degraded natural resources and developing a modern stormwater management plan for the district, as well as park blocks and a linear park. The ability to pay for these needed infrastructure improvements is incumbent on a minimum level of private investment.
- As public resources shrink, adding dense housing development is critical to paying for parks, walkable streets, and other building blocks of livability. The recommended minimum density

Appendix A – Staff Rationale for Minimum Density Proposal

makes the proposed public investment in infrastructure and amenities in the Glenwood Riverfront feasible and worthwhile.

- Crandall Arambula’s experience indicates that for the public sector to invest in infrastructure, the return on investment for every public dollar should yield at least four to seven dollars of private investment. Crandall Arambula’s professional opinion is that their proposal of 100 du/acre would provide the financial cushion to support this return on investment. The staff proposal of 50 net du/acre will yield a lower return on investment; even lower density minimums would decrease this return further.
 - One goal of the minimum density requirement is to stimulate enough private development to gain a reasonable return on investment of public dollars. This makes economic sense in terms of bonding capacity and generation of urban renewal funding to invest back into a district.
 - The proposed development scenario is based on a 4 over 1 or 5 over 1 construction process that reduces the cost of high-density development by enabling wood frame construction over a ground floor of concrete.
- Lower density housing does not support the provision of a minimum of seven gross acres of public parkland in Subarea A.
- The physical design of the district, i.e. the streets and public spaces, has been configured in a manner to increase overall values of the properties from the riverfront to Franklin Boulevard.

Desired Building and Parking Types – Support Proposal

- Depending on the scale of development, structures that have the same density may look and feel quite different.
 - Good design employs scale as a way to make denser development feel humane and look appealing while capturing the benefits density brings to the public realm.
 - Please refer to the attached images, as well as Linda Pauly’s density slideshow for examples of how development in the Eugene/Springfield area at different density levels looks & feels.
 - 25 du/acre residential structures typically look like low-rise multifamily development, 2-story garden apartments, and unremarkable apartment complexes within surface parking lots.
 - 25-40 du/acre residential structures can look like 3- to 4-story multi-family row houses, 3-story garden apartments, and lofts.
 - 50-100 du/acre looks like 3- to 6-story (mid-rise) residential buildings or residential over ground floor commercial buildings with ground floor podium

Appendix A – Staff Rationale for Minimum Density Proposal

parking, sub-grade parking, or structured parking (Center for Transit-Oriented Development)

Desired Retail Development – Supports Proposal

- The vitality of the envisioned residential mixed-use neighborhood depends on a symbiotic relationship between popular/useful retail and residential uses.
 - While retail market factors are continually changing due to changing market trends and competition, proven methods for minimizing risk and earning adequate market rates of return include: proximity to residential populations (and economic makeup of such populations); visibility and access to main roadways; and proximity to competitors and complimentary business.
 - Economic modeling for the Glenwood Riverfront suggests that approximately 5-6 blocks of residential uses built at the minimum density of 50 net du/acre is needed to support 1 block of ground floor commercial retail uses (Griesel, Goody Clancy)
 - Other reports suggest that approximately 1,100 households are necessary to support the average ‘corner store,’ i.e. 1,500 – 3,000 sf (Sustainable Urbanism).

Desired Public Transit, Green Development, and Affordable Housing – Support Proposal

- Successful public transit systems, including bus rapid transit, rely on residential density to support on-going operations (Calthorpe & Practice of New Urbanism).
- The incorporation of green technologies and affordable housing into residential development only pencils out at high density levels.
 - High density levels also result in the consumption of less land for a higher number of dwelling units, resulting in overall less impervious surfaces and less stormwater runoff that affects the health of the Willamette River.

What is Proposed & What Does it Mean?

- The Glenwood Refinement Plan’s (GRP) Land Use and Transportation policy direction encourages increased mode share for transit, cycling, and walking.
- The GRP Housing & Economic Development policy direction encourages maximizing efficient and economical use of the residential land supply and the provision of housing choice.
- The GRP policies and implementation strategies call for developing and implementing 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.
 - The GRP acknowledges mode share shift will not occur overnight, and it acknowledges that auto and truck use could possibly continue to be the primary mode choice during the 20-year Plan period.
 - The GRP specifically calls for evaluating and developing parking standards for inclusion in the Glenwood Riverfront Mixed-Use Plan District (GRMUPD)that: support GRP goals for transit, biking, walking, and ridesharing; support GRP goals for housing that meets the needs of a range of households; and provide sufficient parking, in conjunction with an access system, that provides balanced travel mode options.
 - The GRP implementation actions direct staff to establish parking ratios for low turnover, longer term off street parking for new development or redevelopment to assure that access impacts are meaningfully addressed and correlated to anticipated parking demand.
 - The GRMUPD vehicle parking standards establish maximum off-street vehicle parking spaces tailored to permitted land use categories.
 - The GRP implementation strategies direct staff to promote employer and/or developer-based initiatives to encourage employee or resident use of alternative travel modes.
 - The GRMUPD vehicle parking standards describe Transportation Demand Management parking program benefits and options.
 - The GRP implementation strategies direct staff to explore the feasibility and applicability of parking management program strategies as development or redevelopment occurs including, but not limited to, parking and transportation coordination, signage, permitting, and enforcement.

Fostering Compact, Mixed-Use, Transit-Oriented Development – Supports Proposal

- A fundamental component in fostering compact, mixed-use, transit-oriented development to shift automobile usage to other modes is adequately managing vehicle parking spaces.
 - Incremental increases in parking capacity tend to create more dispersed land use patterns, increasing the amount of mobility required to achieve a given level of accessibility. This favors automobile travel and reduces the utility and efficiency of other transport modes, since large parking lots create landscapes that are difficult for walking, and therefore for transit access.
 - Constrained parking supply, parking pricing, and parking management help support smart growth principles while practices to make driving more convenient make alternatives less convenient and increase automobile-oriented sprawl.
 - Suburban style parking minimums can reduce development potential. Generous minimum parking requirements and free or subsidized parking contribute to increasing the amount of land required for a given amount of development.
 - Unconstrained parking supply and the availability of free or low-cost parking is a major deterrent to transit ridership.
 - Parking minimums, which shape development practices, affect urban form patterns, including density and connectivity which, in turn, affect the amount and type of walking, cycling, and transit usage.
 - Supporting a viable parking system and, at the same time, encouraging multi-modal growth and the development of housing that meets the needs of a range of households, there must be a direct relationship between parking standards, actual parking demand, and broader goals for use of alternative transportation modes and housing affordability. In other words, parking requirements should always be less than the actual maximum demand for parking.
 - Transit-Oriented Development (TOD) site plan case studies help to demonstrate that under the right conditions, lowering residential parking ratios by 50% for TODs in station areas with quality transit service can result in:
 - An increase between 20% to 33% in the potential density of a residential TOD, depending on the residential building type;
 - Savings from 5% to 36% on residential parking costs, after accounting for increases in the number of units to be parked from increased residential density; and
 - Potentially greater developer profits and/or increased housing affordability from achieving higher densities, lower capital costs for parking, and reduced traffic impact fees.

Glenwood Refinement Plan Housing & Economic Development Goals – Supports Proposal

- One of the CAC-approved goals for the GRP is: ‘provide opportunities for the development of a variety of housing types to meet the needs of a range of households.’ Another goal is to ‘facilitate opportunities for businesses to provide goods and services to local, regional, statewide, national, and international markets.’
- Parking is expensive and a significant driver in a development budget. Parking ratios may determine whether a project is even financially feasible.
 - Developers know sites near transit usually permit the higher densities and lower parking ratios that improve the financial feasibility of projects.
- 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.
 - More parking spaces per unit means fewer square feet per unit, and thus higher cost per square foot. If the effect on “livable” square feet is too great, it may also mean fewer units at a proportionally higher price per unit. The cost of building the parking is higher, as well, which must also be recovered in the price of the unit.
 - For example, if a 1-acre parcel zoned for up to 100 units of residential development requires 2 spaces/unit, parking will need to be provided in multilevel garage at a cost of \$20,000 to \$40,000 per space. If the same parcel is zoned at 1 space/unit, parking can be located in a ground floor podium, saving the development as much as \$2 million. If the same parcel is zoned at 0.75 spaces/unit, there will be enough ground floor space to include child care and 10,000 square feet of retail.

Glenwood Refinement Plan Natural Resources Goal – Supports Proposal

- One of the CAC-approved goals for the GRP is: ‘restore, enhance, and protect the ecological function of natural resources, and increase public awareness of these resources.’
- Roads and parking facilities are usually the single largest category of impervious surface, covering twice as much land as the next category, building roofs.
 - Parking facilities have hydrologic impacts. The greater the amount of parking provided, the greater the amount of stormwater, and the higher the land needs and the cost of the parking to address the hydrologic impacts.

Glenwood Refinement Plan Site Development Goal – Supports Proposal

- One of the CAC-approved goals for the GRP is: ‘encourage aesthetically pleasing, sustainable buildings and sites that are context-sensitive and oriented to human activity’.

Appendix F – Staff Rationale for Parking Standards Proposal

- Automobile oriented urban areas are inherently ugly because retail businesses must “shout” at passing motorists with raucous signs, because so much of the land must be used for automobile parking, and because the settlement pattern has no clear form.
- Rightsizing parking ratios and traffic generation to the actual performance of a TOD will likely result in some important implications on the physical form and performance of the TOD development.
- From a design perspective, parking ratios largely determine whether there will be space for retail, child care, and other non-commercial uses, and whether there will be money for quality design and building materials.
- Part of a strategy for minimizing the adverse visual impact of parking is to constrain the amount and location of such parking.

Preserving On-Street Parking Supply for High Value Uses – Supports Proposal

- On street parking supply should be managed for the benefit of high value uses with significant commercial revenue opportunity. These high value uses do not require long duration occupancy of on street parking spaces; on street parking should be reserved for high turnover purposes, typically 2 hours or less.

Balancing Certainty and Flexibility – Supports Proposal

- The parking maximums approach provides certainty to developers that they will be permitted to provide a certain amount of parking for their development without additional approval processes.
- The parking maximums approach also provides developers with the flexibility to identify the right mix and cost of parking for their particular development and the most appropriate incentives to encourage car sharing or alternative transportation modes.

Statewide Planning Goal 12 – Supports Proposal

- OAR 660-012-0020 states that “local governments shall adopt land use...regulations to reduce reliance on the automobile which...establish off-street parking maximums in appropriate locations, such as downtowns, designated regional or community centers, and transit-oriented developments.”
- The proposed parking standards help justify Springfield’s request for a greater than 10% trip reduction to comply with Transportation Planning Rule through the State’s Plan amendment process.