

PASSED

BEFORE THE BOARD OF COUNTY COMMISSIONERS OF LANE COUNTY, OREGON

**ORDINANCE NO. PA 1136 (IN THE MATTER OF REPEALING THE 1986 ALTON BAKER
PARK MASTER PLAN, A REFINEMENT PLAN TO THE LANE
COUNTY PARKS MASTER PLAN AND THE EUGENE-
SPRINGFIELD METROPOLITAN AREA GENERAL PLAN**

WHEREAS, on June 18, 1986, the Board of County Commissioners of Lane County enacted Ordinance No. PA 914 adopting the Alton Baker Park Master Plan, a refinement plan to the Lane County Parks Master Plan and the Eugene-Springfield Metropolitan Area General Plan; and

WHEREAS, in November 1992, the voters of Lane County enacted Ballot Measure 20-01, East Alton Baker Park Charter Amendment, effective March 3, 1993; and

WHEREAS, Ballot Measure 20-01 specified conditions for the development of East Alton Baker Park and established a process for the preparation of a new East Alton Baker Park Plan consistent with the Ballot Measure; and

WHEREAS, in February 1993, the Board of County Commissioners entered into an intergovernmental agreement with the City of Eugene, City of Springfield and Willamalane Parks and Recreation District and conveyed ownership of the Central Section of East Alton Baker Park to Eugene and of the Eastgate Section of East Alton Baker Park to Springfield. Springfield, in turn, conveyed ownership of the Eastgate Section to the Willamalane Park and Recreation District; and

WHEREAS, the intergovernmental agreement included use conditions and description of the East Alton Baker Park planning process consistent with Ballot Measure 20-01; and

WHEREAS, the East Alton Baker Park Citizen Planning Committee was established in April 1993, jointly staffed by the City of Eugene and the Willamalane Park and Recreation District, and forwarded a recommended plan for East Alton Baker Park to the Eugene City Council and Willamalane Board of Directors in the summer of 1995; and

WHEREAS, in January and March 1996, the Eugene City Council and Willamalane Board of Directors adopted the East Alton Baker Park Plan; and

WHEREAS, in July 1997, following three public comment sessions and a public hearing, the City of Eugene adopted a development plan for West Alton Baker Park; and

WHEREAS, in May 1999, the Eugene City Council initiated proceedings to repeal the 1986 Alton Baker Park Master Plan; and

IN THE MATTER OF REPEALING THE 1986 ALTON BAKER PARK MASTER PLAN, A REFINEMENT PLAN TO THE LANE COUNTY PARKS MASTER PLAN AND THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN

WHEREAS, in July 1999, the Lane County, Eugene and Springfield planning commissions jointly held a public hearing to consider repeal of the 1986 Alton Baker Park Master Plan and each voted unanimously to recommend the repeal to their respective elected officials; and

WHEREAS, evidence exists within the record indicating that the proposal meets the requirements of Lane Code Chapter 12 and the requirements of applicable state and local law; and

WHEREAS, the Board of County Commissioners of Lane County has conducted a public hearing on the recommended repeal of the 1986 Alton Baker Park Master Plan and is now ready to take action.

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

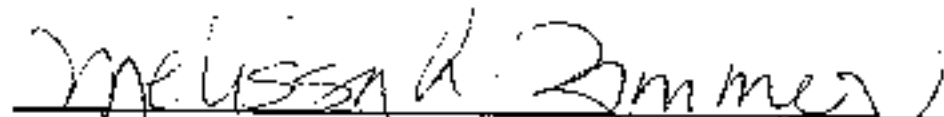
The 1986 Alton Baker Park Master Plan, as adopted by Lane County Ordinance No PA 914, is hereby repealed.

FURTHER, although not part of this Ordinance, findings in the attached Exhibit "A" are adopted in support of this decision.

ENACTED this 31st day of NOVEMBER, 1999.



Chair, Lane County Board of County Commissioners



Recording Secretary for this Meeting of the Board

APPROVED AS TO FORM

Date 8-31-99 lane county


OFFICE OF LEGAL COUNSEL

Exhibit A
to
Ordinance No. PA 1136

**FINDINGS IN SUPPORT OF ORDINANCE REPEALING
THE 1986 ALTON BAKER PARK MASTER PLAN**

Repeal of a refinement plan is considered a major plan update under Section 9.138 of the Eugene Code (EC), 1971, and is not subject to the criteria for refinement plan amendments outlined in EC 9.139 through 9.148. Therefore, approval of the repeal is subject to the requirements of State law: 1) consistency with the relevant statewide planning goals adopted by the Land Conservation and Development Commission; and 2) consistency with the Eugene-Springfield Metropolitan Area General Plan.

1) Consistency with the relevant statewide planning goals adopted by the Land Conservation and Development Commission

Goal 1--Citizen Involvement: *To develop a citizen involvement program that insure the opportunity for citizens to be involved in all phases of the planning process.*

The East Alton Baker Park Plan was prompted by a citizen initiated ballot measure (20-01), which was approved by the electorate in the November 1992 general election. The ballot measure called for a citizen planning committee to "...develop and adopt a final Plan for East Alton Baker Park..." Following committee selection, they met monthly in open session for approximately 30 months. All meetings were announced in the Register Guard's "Civic Calendar;" interested parties with special interests were kept informed via mailings and telephone solicitation for comment; and there was advertizing and public announcement for citizen comment via a public workshop to define issues (10/19/93), a public forum to review a draft plan (3/7/95), and a joint public hearing of the Eugene City Council and Willamalane Park and Recreation District (Willamalane) Board of Directors (9/18/95) and a second public hearing before the Eugene City Council (1/22/96) prior to adoption by the Eugene City Council in January 1996 and the Willamalane Board of Directors in March 1996. Following the completion of the East Alton Baker Park Plan, the City of Eugene initiated work on a development plan for West Alton Baker Park. In July 1997, following three public comment sessions and a public hearing, the City of Eugene adopted the West Alton Baker Park Development Plan.

On June 16, 1999, notice of the joint planning commissions public hearing on the repeal of the 1986 Alton Baker Park Master Plan was published in the Eugene Register Guard and Springfield News. On June 16, 1999, notice of the hearing was also mailed to a list of interested parties, including members of the East Alton Baker Park Citizen Advisory Committee and others involved in the development and review of the 1996 East Alton Baker Park Plan and 1997 West Alton Baker Park Development Plan. Following the July 6, 1999 joint planning commissions public hearing, each of the three commissions voted unanimously to recommend the repeal of the

1986 Alton Baker Park Master Plan to their respective elected officials. The Eugene City Council, Springfield City Council and Lane County Board of Commissioners will also hold a duly noticed joint public hearing prior to taking action on the proposed repeal of the 1986 Alton Baker Park Master Plan. These processes afford ample opportunity for citizen and other agency involvement consistent with Goal 1.

Goal 2--Land Use Planning: *To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.*

Consideration of the proposed repeal of the Alton Baker Park Master Plan as a refinement plan to the Metropolitan Area General Plan (Metro Plan) is a legislative process which will be conducted under State requirements for legislative actions. The Metro Plan is an acknowledged comprehensive plan, pursuant to provisions specified by the Land Conservation and Development Commission.

Both East and West Alton Baker Park Plans have moved beyond the process and policy framework of the 1986 Alton Baker Park Master Plan to contain more specific design and management proposals consistent with the Metro Plan. Proposed park improvements and management actions in the East and West Alton Baker Park Plans, either stated or implied by specified developments, provide an adequate factual base for development implementations or management actions by either agency having management or development jurisdiction over the park. Therefore, repeal of the 1986 Alton Baker Park Master Plan does not affect Metro Plan compliance with Goal 2.

Goal 3--Agricultural Land: *To preserve and maintain agricultural lands.*

There are no agricultural lands, by zoning, designation, or commercial use, included with or affected by this application. The Metro Plan designation shows this area to be Park and Open Space. Therefore, this Goal is not relevant and the repeal of the 1986 Alton Baker Park Master Plan does not affect Metro Plan compliance with Goal 3.

Goal 4--Forest Land: *To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on the forest land consistent with sound management of soil, air water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.*

There are no forested lands that relate to the state's timber economy, by zoning, designation, or use, included with or affected by this application. Therefore this Goal is not relevant and the repeal of the 1986 Alton Baker Park Master Plan does not affect Metro Plan compliance with Goal 4.

Goal 5--Open Spaces, Scenic and Historic Areas, and Natural Resources: *To conserve open space and protect natural and scenic resources.*

The area encompassed by the East and West Alton Baker Park Plans is entirely within the area on the Metro Plan Diagram shown for Park and Open Space. Repeal of the 1986 Alton Baker Park Management Plan will not change the Metro Plan Diagram designation. The East Alton Baker Park Plan focuses on passive recreation and preservation of natural resources and restoration of the sanitary landfill site to be an area of high natural resource values. The West Alton Baker Park Development Plan calls for a level of development to meet a limited variety of leisure, entertainment and recreational pursuits, but calls for retaining the most significant natural resources as they now exist, with only minor penetration for reason of access to certain destinations. There are no historic site designations within the park. Based on this information, the repeal of the 1986 Alton Baker Park Master Plan is consistent with Goal 5 and does not affect Metro Plan compliance with Goal 5.

Goal 6—Air, Water and Land Resources Quality: *To maintain and improve the quality of the air, water and land resources of the state.*

The plan repeal request does not relate to a development proposal. The 1986 plan being repealed called for development in the eastern part of the park which could have had negative impacts on water quality. In general, the provision of attractive active and passive recreational opportunities, including nature appreciation within the urban area, should serve to reduce people's need to travel greater distances to have those experiences. That transportation reduction translates to an environmental benefit that can be measured in numerous ways and beyond the boundaries of the Metro Plan. Based on the above information, the repeal of the 1986 Alton Baker Park Master Plan does not affect Metro Plan compliance with Goal 6.

Goal 7--Areas Subject to Natural Disasters and Hazards: *To protect life and property from natural disasters and hazards.*

Much of the area of the park lies within the 100 year flood plain. Many areas become parks for the reason that they are not able to be urbanized because of the flood plain, and Alton Baker Park is no exception. Generally, the improvement of parks below the 100 year flood plain with paths, bridges, landscaping, picnic facilities, etc., has been practiced to the extent that operating agencies have the capacity/willingness to clean up high water damage or debris. Goal 7 was written in the context of general urban development involving extensive private or public investment. In that context, Goal 7 is not relevant, and repeal of the 1986 Alton Baker Park Master Plan does not affect Metro Plan compliance with Goal 7.

Goal 8—Recreational Needs: *To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.*

The entire area of Alton Baker Park is designated for Park and Open Space on the Metro Plan Diagram. Through the various planning processes, there has been an awareness that only certain recreational pursuits are appropriate. For example, facilities common to community parks--sports fields, tennis courts, and community centers--have been judged not appropriate for a river front park and are not included. Both ends of the park focus on accommodating passive

recreational pursuits. However, those that require more manipulation of the landscape by introduction of turf, picnic facilities, botanical display, and facilities to support cultural events are targeted for the west portion of the park. Both plans that will be in place after the repeal of the 1986 Alton Baker Park Master Plan respond equally to Goals 5, 8 and 15, and represent an equilibrium between those goals in a way that meets the interests of the citizens of Eugene.

Based on this information, the development and management of the park under the East Alton Baker Park Plan and the West Alton Baker Park Development Plan are consistent with Goal 8 and do not affect Metro Plan compliance with Goal 8; therefore, the repeal of the 1986 Alton Baker Park Master Plan is consistent with Goal 8 and will not affect Metro Plan compliance with Goal 8.

Goal 9--Economic Development: *To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.*

The 1986 Plan document makes reference to Alton Baker Park Development as helping meet the needs expressed in other local plans, including the Eugene Parks and Recreation Plan (1983 and 1989). The 1989 Plan under "Findings" contains the following statement:

"A diverse parks and recreation system is critical to the economic vitality of the community because it increases its potential as a tourist destination. Also, national studies have found that many business and industrial enterprises searching for new locations are as interested in the cultural and recreational aspects of a community as they are in the tax abatement and other financial incentives."

Alton Baker Park is special because of its size and special features that now exist or are proposed --amphitheater, canoe canal, Pre's trial, spacious natural areas within urban development, botanical display, cultural and educational opportunities, etc. This park increases diversity of recreational opportunities within the Metro Plan area. The improvements proposed by the two plans that will be in place following the repeal of the 1986 Alton Baker Park Master Plan will continue to add diversity to recreation opportunities in the Metro Plan area, as well as enhance the already unique recreational opportunities. Therefore, the repeal of the 1986 Alton Baker Park Master Plan is consistent with Goal 9 and will not affect Metro Plan compliance with Goal 9.

Goal 10--Housing: *To provide for the housing needs of citizens of the state.*

Housing is inconsistent with past and current plans, and inconsistent with the Metro Plan Diagram for this site. Repeal of the 1986 Alton Baker Park Master Plan will not change the Metro Plan Diagram designation. Therefore, repeal of the 1986 Alton Baker Park Master Plan does not affect Metro Plan compliance with Goal 10.

Goal 11--Public Facilities and Services: *To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*

Alton Baker Park is within the Urban Growth Boundary and has access to all urban services. No extension or addition of public facilities and services is needed as a result of the new plans, which will govern park development and management upon repeal of the 1986 Plan. Therefore, repeal of the 1986 Alton Baker Park Master Plan does not affect Metro Plan compliance with Goal 11.

Goal 12--Transportation: *To provide and encourage a safe, convenient and economic transportation system.*

While Alton Baker Park's primary purpose relates to meeting Goals 5, 8 and 15, it is recognized that certain trails within the park help encourage alternative transportation modes--bicycling and walking. Trails through the park create convenient and enjoyable routes for people commuting to work or school, people going shopping, to events at Autzen Stadium, other destinations in general, or getting to events within the park. Path design and construction is done with alternative mode transportation in mind as much as it is for circulation within the park. Both East and West Plans continue to provide for a path system designed to accommodate bicycle and pedestrian transportation. Therefore, the repeal of the 1986 Alton Baker Park Master Plan is consistent with Goal 12 and will not affect Metro Plan compliance with Goal 12.

Goal 13--Energy Conservation: *To conserve energy.*

The new East and West Alton Baker Park Plans do not have energy conservation as a specific objective. As stated similarly in the comments under Goal 6 above, the provision of a variety of unique recreational pursuits close to home, as called for in the new plans, will reduce peoples need to travel out of town for experiences in nature, participate in cultural events, engage in certain water related recreation, etc. Therefore, the repeal of the 1986 Alton Baker Park Master Plan will not affect Metro Plan compliance with Goal 13.

Goal 14--Urbanization: *To provide for an orderly and efficient transition from rural to urban land use.*

The park area is within the Eugene and Springfield City Limits and the Urban Growth Boundary. The park is designated for Park and Open Space on the Metro Plan Diagram, will not be designated or developed for anything other than park, recreation and open space purposes, according to the East and West Alton Baker Park Plans. Repeal of the 1986 Alton Baker Park Master Plan will not change the Metro Plan Diagram. Therefore, the repeal of the 1986 Alton Baker Park Master Plan will not affect Metro Plan compliance with Goal 14.

Goal 15--Willamette Greenway: *To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of land along the Willamette River as the Willamette River Greenway.*

The entire area of Alton Baker Park lies within the Willamette Greenway boundary. Development within the Greenway is governed by the Metro Plan goal, policies and objectives that pertain to the Greenway and the Eugene and Springfield codes. The new East and West

Alton Baker Park Plans have been developed to comply with Goal 15 and the Metro Plan Willamette Greenway provisions, which generally address a range of issues related to parks and open space--protection of natural and scenic resources along the river; separation of development from the river, except as it may relate to water dependent activity; protection of fish and wildlife habitats. All new park development and management practices in the new East and West Alton Baker Park Plans are in compliance with the Metro Plan. Despite the approval of the new plans, both the City of Eugene and Willamalane Park and Recreation District must also receive Willamette Greenway/Conditional Use Permit approval for park development proposals or significant changes within their jurisdictions. Therefore, repeal of the 1986 Alton Baker Park Master Plan is consistent with Goal 15 and will not affect Metro Plan compliance with Goal 15.

Goals 16 through 19 (Estuarine Resources, Coastal Shorelands, Beaches and Dunes, and Ocean Resources):

These goals do not apply within the Metro Plan area.

2) Consistency with the Eugene-Springfield Metropolitan Area General Plan (Metro Plan)

There are a number of elements in the Metro Plan which relate to Alton Baker Park, and with which development plans for the Park must comply. As an area designated on the Metro Plan Diagram for Parks and Open Space, it must be realized that there are multiple objectives for this park, and those objectives are necessarily in conflict with each other. Through the planning processes with public input, the development and management plans that will be in place following repeal of the 1986 Alton Baker Park Master Plan have created a balance between the various goals.

The four specific elements most germane to Alton Baker park are examined below.

H. Parks and Recreation Facilities--Goal: Provide a variety of parks and recreation facilities to serve the diverse needs of the communities citizen's.

Due to Metro Plan Diagram designation, this element is of primary importance. New plans for the east and west sections of the park nevertheless merit consideration in the context of the other three elements. The 1986 Alton Baker Master Plan contained the following goal and policies:

Goal: The goal for the development of Alton Baker Park is to enhance the recreational opportunities of Lane County and Eugene-Springfield metropolitan area residents through the provision of park-type developments and facilities unique to the Metropolitan region of the County. In addition, due to the park's relation to the Willamette River, the size of existing native stands of vegetation, and the park's location within an urban center and its proximity to the University of Oregon, the preservation of open space and wildlife habitat is another goal of the Alton Baker Park Master Plan.

Alton Baker Park adds diversity to the types of parks found in the urban area. It is the largest lowland park in the metropolitan area, and is suited to accommodate various elements appropriate only for a central urban park such as the Cuthbert Amphitheater, the WISTEC Museum, large botanical displays, and space for large special events. As a water oriented park, it is appropriate to accommodate water oriented recreation for non-motorized boating. The East and West Alton Baker Park Plans that will be in place following repeal of the 1986 Alton Baker Park Master Plan contain more detail about what improvements will enhance this special park. Compliance with the Metro Plan Parks and Recreation Facilities Goal will not be affected by the repeal of the 1986 Alton Baker Park Master Plan.

The three Metro Plan elements of secondary importance that relate to this park are listed and discussed below:

C. Environmental Resources Element: --Goals:

- 1. Protect valuable natural resources and encourage their wise management, proper use, and reuse, reflecting their special natural assets.*
- 2. Maintain a variety of open spaces within and on the fringe of the developing area.*
- 3. Protect life and property from the effects of natural hazards.*
- 4. Provide a healthy and attractive environment, including clean air and water, for the metropolitan population.*

D. Willamette River Greenway, River Corridors and Waterways:

Goal: Protect, conserve, and enhance the natural, scenic, environmental, and economic qualities of river and waterway corridors.

E. Environmental Design: --Goals:

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

The plans for West Alton Baker Park and East Alton Baker Park are responsive to the goals of the three elements listed. The East Alton Baker Park Plan, which has less design detail resolution than the West Alton Baker Park Development Plan, contains four specific goals:

***Natural Resources:** East Alton Baker Park will provide valuable habitats in which a diversity of native plant and wildlife species can prosper.*

***Recreation, Cultural and Environmental Education:** East Alton Baker Park will be a place within the urban area where people can find quiet and solitude in nature.*

***Access and circulation:** East Alton Baker Park will link the Eugene and Springfield communities and the areas north and south of the Willamette River by providing safe, efficient and accessible corridors for non-motorized transportation.*

***Park Stewardship and Public Safety:** The management of East Alton Baker Park will engage interested citizens and groups in successful park stewardship including planning, restoration, and maintenance.*

The East Alton Baker Park Plan contains a small graphic plan and text which collectively describe and specify implementation actions and management strategies according to these goals. The West Alton Baker Park Development Plan, which is entirely graphic, contains greater detail resolution than the East Alton Baker Park Plan, following closely the original design concepts of the 1986 Alton Baker Park Master Plan. The path circulation system, scale and arrangement of proposed improvements is of sufficient detail to allow design details and working drawings to be the next step for those areas where construction is proposed. While the West Alton Baker Park Plan has been responsive to activities and intensity that requires park development, there has been sensitivity for the need to preserve and enhance the natural resource assets.

CONCLUSION

The above findings show that the repeal of the 1986 Alton Baker Park Master Plan is consistent with both the Oregon Statewide Planning Goals and the Eugene-Springfield Metropolitan Area General Plan. Collectively, the new East Alton Baker Park Plan and West Alton Baker Park Development Plan focus on the unique and significant assets of the park, and have them incorporated into the respective plans. The riparian corridor in the West Alton Baker Park Development Plan is greater than that shown in the 1986 Alton Baker Park Master Plan. The East Alton Baker Park Plan stresses the importance of eliminating motor vehicle access and enhancing the natural aspects, particularly on the open area that is a former sanitary land fill site. The emphasis in the East Alton Baker Park Plan is for passive recreation, excluding motor vehicle traffic, and enhancing the natural elements of the park, all of which help create that place of solitude within the urban area, a place where many people feel that their lives are enriched by experiencing the space.

The East and West Alton Baker Park Plans carry the general direction and concepts of the 1986 Alton Baker Master Plan to a greater level of detail. The repeal of the 1986 Alton Baker Park Master Plan will not create a planning void. The new 1996 East Alton Baker Park Plan and 1997 West Alton Baker Park Development Plan will assure that Alton Baker Park development and management is done in compliance with the Statewide Planning Goals and the Metro Plan.