Oregon
Theodore R. Kulongoski, Governor

Department of Land Conservation and Development
635 Capitol Street, Suite 150
Salem, OR 97301-2540
(503) 373-0050
Fax (503) 378-5518
www.lcd.state.or.us

NOTICE OF ADOPTED AMENDMENT

June 28, 2007

TO: Subscribers to Notice of Adopted Plan or Land Use Regulation Amendments

FROM: Mara Ulloa, Plan Amendment Program Specialist

SUBJECT: City of Springfield Plan Amendment
DLCD File Number 003-07

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Copies of the adopted plan amendment are available for review at DLCD offices in Salem, the applicable field office, and at the local government office.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: July 12, 2007

This amendment was submitted to DLCD for review prior to adoption with less than the required 45-day notice. Pursuant to ORS 197.830 (2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

***NOTE:** **THE APPEAL DEADLINE IS BASED UPON THE DATE THE DECISION WAS MAILED BY LOCAL GOVERNMENT. A DECISION MAY HAVE BEEN MAILED TO YOU ON A DIFFERENT DATE THAN IT WAS MAILED TO DLCD. AS A RESULT YOUR APPEAL DEADLINE MAY BE EARLIER THAN THE DATE SPECIFIED ABOVE.**

Cc: Gloria Gardiner, DLCD Urban Planning Specialist
Marguerite Nabeta, DLCD Regional Representative
Matthew Crall, Dlcd Transportation Planner
Larry Ksionzyk, Community Development Planning Specialist
Gary Karp, City of Springfield
<paa> yl

FORM 2 Notice of Adoption

THIS FORM **MUST BE MAILED** TO DLCD
WITHIN 5 WORKING DAYS AFTER THE FINAL DECISION
PER ORS 197.610, OAR CHAPTER 660 - DIVISION 18

DATE STAMP
DEPT OF
JUN 2 1 2007
LAND CONSERVATION AND DEVELOPMENT
For DLCD Use Only

Jurisdiction: **City of Springfield** Local file number: **ZON2006-00054**

Date of Adoption: **6/18/2007** Date Mailed: **6/20/2007**

Date original Notice of Proposed Amendment was mailed to DLCD: **2/8/2007**

- ☐ Comprehensive Plan Text Amendment
- ☐ Land Use Regulation Amendment
- ☐ New Land Use Regulation
- ☐ Comprehensive Plan Map Amendment
- ☒ Zoning Map Amendment
- ☐ Other: _____

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

Amend the Springfield Zoning Map from Campus Industrial (CI) (56 acres) to: Community Commercial (CC) 11 acres, Mixed-Use Commercial (MUC) (26 acres) and Medium Density Residential (MDR) (19 acres). The effective date of the amending ordinance is July 18, 2007.

Describe how the adopted amendment differs from the proposed amendment. If it is the same, write "SAME". If you did not give Notice for the Proposed Amendment, write "N/A".

N/A

Plan Map Changed from: **N/A** to: **N/A**

Zone Map Changed from: **CI** to: **CC, MUC and MDR**

Location: **Marcola Road and 31st Street** Acres Involved: **56**

Specify Density: Previous: **MDR 10-20** New: **MDR 10-20**

Applicable Statewide Planning Goals: **1, 2, 5, 7, 8, 9, 10, 11, + 12**

Was and Exception Adopted? ☐ YES ☒ NO

DLCD File No.: 003-07 (15930)

Did the Department of Land Conservation and Development receive a Notice of Proposed Amendment.....

Forty-five (45) days prior to first evidentiary hearing?	☒ **Yes**	☐ **No**
If no, do the statewide planning goals apply?	☐ **Yes**	☒ **No**
If no, did Emergency Circumstances require immediate adoption?	☐ **Yes**	☒ **No**

Affected State or Federal Agencies, Local Governments or Special Districts:

ODOT, DLCD, DSL, Willamalane Parks + Rec., School District 19

Local Contact: **Gary M. Karp** Phone: **(541) 726-3777** Extension:

Address: **225 Fifth Street** City: **Springfield, OR**

Zip Code + 4: **97477** Email Address: **gkarp@ci.springfield.or.u**

ADOPTION SUBMITTAL REQUIREMENTS

This form **must be mailed** to DLCD **within 5 working days after the final decision**
per ORS 197.610, OAR Chapter 660 - Division 18.

1. Send this Form and **TWO (2) Copies** of the Adopted Amendment to:

ATTENTION: PLAN AMENDMENT SPECIALIST
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
635 CAPITOL STREET NE, SUITE 150
SALEM, OREGON 97301-2540

2. Submit **TWO (2) copies** the adopted material, if copies are bounded please submit **TWO (2) complete copies** of documents and maps.

3. Please Note: Adopted materials must be sent to DLCD not later than **FIVE (5) working days** following the date of the final decision on the amendment.

4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.

5. The deadline to appeal will not be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within **TWENTY-ONE (21) days** of the date, the Notice of Adoption is sent to DLCD.

6. In addition to sending the Notice of Adoption to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.

7. **Need More Copies?** You can copy this form on to 8-1/2x11 green paper only; or call the DLCD Office at (503) 373-0050; or Fax your request to:(503) 378-5518; or Email your request to **mara.ulloa@state.or.us** - ATTENTION: PLAN AMENDMENT SPECIALIST.

ORDINANCE NO. 6196 (General)

AN ORDINANCE AMENDING THE SPRINGFIELD ZONING MAP BY REZONING 56 ACRES FROM CAMPUS INDUSTRIAL TO: COMMUNITY COMMERCIAL; MEDIUM DENSITY RESIDENTIAL; AND MIXED USE COMMERCIAL ON LAND LOCATED NORTH OF MARCOLA ROAD AND WEST OF 28TH/31ST STREETS.

THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD FINDS THAT:

WHEREAS, Article 12 of the Springfield Development Code sets forth procedures for Springfield Zoning Map amendments; and

WHEREAS, on September 29, 2006, the applicant initiated the following Springfield Zoning Map amendment:

Rezone 56 acres of land from Campus Industrial to: Community Commercial (11 Acres); Medium Density Residential (19 Acres); and Mixed Use Commercial (26 Acres), Case Number ZON 2006-00054, Tax Lot 01800, Assessor's Map 17-02-30-00 and Tax Lot 02300, Assessor's Map 17-03-26-11; and

WHEREAS, on January 9, 2007, staff determined to consider the application to be complete; and

WHEREAS, on March 14, 2007, the applicant held a neighborhood meeting to explain the proposed development to the nearby residents: and

WHEREAS, on March 27, 2007, the Springfield Planning Commission held a work session and a public hearing to accept testimony and hear comments on this proposal. A request was made to hold the written record open for 7 days. The Planning Commission closed the public hearing and voted to hold the written record open until April 3, 2007; allow rebuttal by the applicant and staff by April 10, 2007; and to reconvene on April 17, 2007 to deliberate and make their decision; and

WHEREAS, on April 17, 2007, the Springfield Planning Commission accepted the written materials into the record, deliberated and voted 5 in favor, 2 opposed, to forward a recommendation of approval, with conditions to the City Council; and

WHEREAS, on May 7, 2007, the Springfield City Council held a work session and a public hearing (first reading) to accept testimony and hear comments on this proposal. A request was made to hold the written record open for 7 days. The City Council closed the public hearing and voted to hold the written record open until May 14, 2007; allow rebuttal by any person submitting written materials by May 21, 2007; allow rebuttal by the applicant by May 29, 2007; and to reconvene on June 18, 2007 to consider the written materials and deliberate.

WHEREAS, on June 18, 2007, the Springfield City Council considered the additional written testimony and is now ready to take action on this proposal based upon the above recommendation and the evidence and testimony in the entire record in the matter of adopting this Ordinance amending the Springfield Zoning Map.

NOW THEREFORE, THE CITY OF SPRINGFIELD ORDAINS AS FOLLOWS:

Section 1: The above findings, and the findings set forth in Exhibit A and incorporated herein by reference are hereby adopted.

Section 2: The Springfield Planning Commission and City Council added the following Conditions of approval as allowed under SDC 12.040:

Condition of Approval #1

The submittal and approval of a Master Plan application prior to any development on the subject site shall be required.

Condition of Approval #2

Submittal of documentation from the Department of State Lands and/or the Army Corps of Engineers with the Master Plan application demonstrating the existing drainage ditch is not a regulated watercourse/ wetland, and if necessary, submittal of a wetland delineation for other wetlands that may be on the subject site.

Condition of Approval #3:

Submittal of a Master Plan application that incorporates the relocation of the existing drainage ditch and conversion to a major water feature that will be an integral part of the proposed development area shall be required. The construction of the entire water feature must be completed as part of the Phase 1 development.*

* The applicant has stated that Phase 1 will include the home improvement center. This means that this and all other conditions referencing "Phase 1" must be incorporated into proposed Master Plan Phase 1 development.

Condition of Approval #4

Submittal of a Master Plan application that addresses compliance with the Drinking Water Overlay District standards in SDC Article 17 and how these regulations will be applied for each proposed phase.

Condition of Approval #5:

Submittal of a Master Plan application that addresses the relationship of the proposed development to Willamalane's future park on the north side of the EWEB Bike Path and an explanation of any coordination efforts with Willamalane concerning the timing and development of the future park

Condition of Approval #6

Submittal of a Master Plan application that addresses coordination with EWEB to determine if any easements are required in order to cross the EWEB Bike Path to access the future park.

Condition of Approval #7

Submittal of a Master Plan application that shows the proposed home improvement center building exterior design similar to the existing building in Scottsdale, Arizona as depicted in the photographs of the exterior of the Scottsdale Center in the record, or a building design that complies with the current building design standards in SDC Article 21

Condition of Approval #8

Submittal of a Master Plan application that demonstrates that residential development will occur at not less than 12 dwelling units per net acre.

Condition of Approval #9

Submittal of preliminary design plans with the Master Plan application addressing the proposed mitigation of impacts discussed in the TIA. The plans shall show the proposed traffic control changes allowing left-turns from the eastbound ramp center lane at the eastbound ramps of the Mohawk Boulevard/Eugene-Springfield Highway intersection. The intent of this condition is to have the applicant demonstrate to ODOT that the proposed mitigation is feasible from an engineering perspective and will be constructed on a schedule that is acceptable to ODOT. Provided that construction of the proposed mitigation is determined to be feasible, then during Master Plan review and approval a condition shall be applied requiring the mitigation to be accomplished prior to the temporary occupancy of any uses in Phase 1 of the development.

Condition of Approval #10

Submittal of a Master Plan application that incorporates a "Development Phasing Plan" shall be required in order to comply with SDC Section 37.030(12). The intent of this condition is to:

a) Address the "internal trip" issue by requiring a certain percentage of the residential portion of the site to be developed with a similar percentage of the commercial portion. The specific percentages will be made part of the approved Master Plan, and
b) Ensure that, for each type of land use, the amounts proposed do not exceed those shown in Table 4C of the TIA.

Condition of Approval #11

Submittal of a Master Plan application that shows the entire length of the collector street from Marcola Road to V Street being constructed as part of Phase 1.

Condition of Approval #12

Submittal of a Master Plan application that shows the construction of all streets serving the CC and MUC portions of the subject site being constructed shall be required as part of Phase 1.

Condition of Approval #13

Submittal of a Master Plan application that shows proposed connectivity between the residential and commercial development areas.

Condition of Approval #14

The Master Plan shall be submitted within one year of the City Council approval of these applications.

Section 3: The Springfield Zoning Map is hereby amended from Campus Industrial to: Community Commercial; Medium Density Residential; and Mixed Use Commercial, as more particularly described in Exhibit A and incorporated herein by reference.

Section 4: The legal description of the entire property is specified in Exhibit B. The proposed zoning is shown on the map in Exhibit C. The precise boundaries of the zoning districts described in Exhibit A shall be determined as a condition of approval of the required Master Plan.

ADOPTED by the Common Council of the City of Springfield by a vote of 4 for and 2 against, this 18th day of June, 2007.

APPROVED by the Mayor of the City of Springfield, this 18th day of June, 2007.

ATTEST:

Mayor

City Recorder

APPROVED
OFFICE OF
JOSEPH J LEAHY
DATE: 6/12/07
OFFICE OF CITY ATTORNEY

EXHIBIT B

K & D ENGINEERING, Inc.

Engineers • Planners • Surveyors

Legal description
For
"Marcola Meadows" Comp Plan and Zone Change

Two (2) Parcels of land located in Springfield, Oregon that are more particularly described as follows:

Parcel 1

Beginning at a point on the North margin of Marcola Road, said point being North 89° 57' 30" East 2611.60 feet and North 00° 02' 00" West 45.00 feet from the Southwest corner of the Felix Scott Jr. D.L.C. No. 51 in Township 17 South, Range 3 West of the Willamette Meridian; thence along the North margin of Marcola Road South 89° 57' 30" West 1419.22 feet to the Southeast corner of Parcel 1 of Land Partition Plat No. 94-P0491; thence leaving the North margin of Marcola Road and running along the East boundary of said parcel 1 and the Northerly extension thereof North 00° 02' 00" West 516.00 feet to a point on the South boundary of NICOLE PARK as platted and recorded in File 74, Slides 30-33 of the Lane County Oregon Plat Records; thence along the South boundary of said NICOLE PARK North 89° 57' 30" East 99.62 feet to the Southeast corner of said NICOLE PARK; thence along the East boundary of said NICOLE PARK North 00° 02' 00" West 259.82 feet to the Northeast corner of said NICOLE PARK, thence along the North boundary of said NICOLE PARK South 89° 58' 00" West 6.20 feet to the Southeast corner of LOCH LOMOND TERRACE FIRST ADDITION, as platted and recorded in Book 46, Page 20 of the Lane County Oregon Plat Records; thence along the East boundary of said LOCH LOMOND TERRACE FIRST ADDITION North 00° 02' 00" West 112.88 feet to the Southwest corner of AUSTIN PARK SOUTH as platted and recorded in File 74, Slides 132-134 of the Lane County Plat Records; thence along the South boundary of said AUSTIN PARK South North 89° 58' 00" East 260.00 feet to the Southeast corner of said AUSTIN PARK South thence along the East boundary of said AUSTIN PARK South North 00° 02' 00" West 909.69 feet to the Northeast corner of said Austin Park South, said point being on the South boundary of that certain tract of land described in a deed recorded July 31, 1941 in Book 359, Page 285 of the Lane County Oregon Deed Records; thence along the South boundary of said last described tract North 79° 41' 54" East 1083.15 feet to the intersection of the South line of the last described tract and the East line of that certain tract of land conveyed to R. H. Pierce and Elizabeth C. Pierce and recorded in Book 238, Page 464 of the Lane County Oregon Deed Records; thence along the East line of said last described tract South 00° 02' 00" East 1991.28 feet to the point of beginning, all in Lane County, Oregon.

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Parcel 2

Beginning at a point in the center of County Road No. 753, 3470.24 feet South and 1319.9 feet East of the Northwest corner of the Felix Scott Donation land Claim No. 82, in Township 17 South, Range 2 West of the Willamette Meridian, and being 866 feet South of the Southeast corner of tract of land conveyed by The Travelers Insurance Company to R. D. Kercher by deed recorded in Book 189, Page 260, Lane County Oregon Deed Records; thence West 1310 feet to a point 15 links East of the West line of the Felix Scott Donation Land Claim No. 82, Notification No. 3255, in Township 17 South, Range 2 West of the Willamette Meridian, and running thence South parallel with and 15 links distant from said West line of said Donation Land Claim a distance of 2304.76 feet to a point 15 links East of the Southwest corner of said Donation Land Claim, thence East following along the center line of County Road No. 278 a distance of 1310 feet to a point in the center of said County Road No. 278 due South of the place of beginning; thence North following the center line of said County Road No. 753 to the point of beginning, all in Lane County, Oregon;

EXCEPT the right of way of the Eugene-Wendling Branch of the Southern Pacific Railroad;

ALSO EXCEPT that portion described in deed to The City of Eugene, recorded in Book 359, Page 285, Lane County Oregon Deed Records;

ALSO EXCEPT beginning at a point which is 1589.47 feet South and 1327.33 feet East of the Southwest corner of Section 19, Township 17 South, Range 2 West, Willamette Meridian, Lane County, Oregon, said point also being opposite and 20 feet Easterly from Station 39+59.43 P.O.S.T., said Station being in the center line of the old route of County Road No. 142-5 (formerly #753); thence South 0° 11' West 183.75 feet to the intersection with the Northerly Railroad Right of Way line; thence South 84° 45' West 117.33 feet; thence South 79° 30' West 48.37 feet to the intersection of said Railroad Right of Way line with the Southerly Right of Way line of the relocated said County Road No. 742-5; thence along the arc of a 316.48 foot radius curve left (the chord of which bears North 39° 03' 35" East 261.83 feet) a distance of 269.94 feet to the place of beginning, in Lane County, Oregon;

ALSO EXCEPT that portion described in deed to Lane County recorded October 19, 1955, Reception No. 68852, Lane County Oregon Deed Records;

ALSO EXCEPT that portion described in deed to Lane County recorded January 20, 1986, Reception No. 8602217, Lane County Official Records;

ALSO EXCEPT that portion described in that Deed to Willamalane Park and Recreation District recorded December 4, 1992, Reception No. 9268749, and Correction Deed recorded February 9, 1993, Reception No. 9308469, Lane County Official Records;

ALSO EXCEPT that portion described in Exhibit A of that Deed to the City of Springfield, recorded September 22, 1993, Reception No. 9360016, Lane County Official Records.

ALSO EXCEPT Marcola Road Industrial Park, as platted and recorded in File 75, Slides 897, 898 and 899, Lane County Plat Records, Lane County, Oregon.

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EXHIBIT C



Legend

Plan District Boundaries

- Nodal Development Area
- Low Density Residential
- Medium Density Residential
- Commercial
- Major Retail Centers
- Heavy Industrial
- Light Medium Industrial
- Campus Industrial
- Parks and Open Space

Miscellaneous Boundaries

- Springfield City Limits
- Existing Parcels
- Subject Site

Job #	0609
Date:	02/28/07
Drawn:	AN
Checked:	RS
Revised:	-

The Villages at Marcola Meadows

Proposed Metro Plan Diagram

0 250 500 1,000 Feet

1 inch equals 500 feet

SATRE ASSOCIATES

EXHIBIT 4

AGENDA ITEM SUMMARY

DEPT OF
JUN 2 1 2007
LAND CONSERVATION AND DEVELOPMENT

SPRINGFIELD CITY COUNCIL

Meeting Date:	June 18, 2007
Meeting Type:	Regular Session
Department:	Development Services
Staff Contact:	Gary M. Karp
Staff Phone No:	726-3777
Estimated Time:	10 minutes

ITEM TITLE: PROPOSED AMENDMENTS TO THE METROPOLITAN AREA GENERAL PLAN DIAGRAM AND THE SPRINGFIELD ZONING MAP/MARCOLA MEADOWS.

ACTION REQUESTED: Continue consideration of the proposed Metro Plan diagram and Springfield Zoning Map amendments begun on May 7th.

AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN GENERAL PLAN DIAGRAM BY REDESIGNATING 56 ACRES FROM CAMPUS INDUSTRIAL TO: COMMUNITY COMMERCIAL; MEDIUM DENSITY RESIDENTIAL/NODAL DEVELOPMENT AREA; AND COMMERCIAL/NODAL DEVELOPMENT AREA ON LAND LOCATED NORTH OF MARCOLA ROAD AND WEST OF 28TH/31ST STREETS.

AN ORDINANCE AMENDING THE SPRINGFIELD ZONING MAP BY REZONING 56 ACRES FROM CAMPUS INDUSTRIAL TO: COMMUNITY COMMERCIAL; MEDIUM DENSITY RESIDENTIAL; AND MIXED USE COMMERCIAL ON LAND LOCATED NORTH OF MARCOLA ROAD AND WEST OF 28TH/31ST STREETS.

ISSUE STATEMENT: The City Council's approval, on May 7th, of a request to hold the record open has resulted in the submittal of additional written materials relating to the proposed Metro Plan diagram and Springfield Zoning Map amendments. These materials are attached for the City Council's review and consideration.

ATTACHMENTS:
Attachment 1: Staff Overview/Conclusion and Recommendation
Attachment 2: Written Materials Submitted by Neighboring Property Owners
Attachment 3: Written Materials Submitted by Goal 1 Coalition
Attachment 4: Written Materials Submitted by the Applicant
Attachment 5: Rebuttal Materials Submitted by the Applicant
Attachment 6: May 7th City Council Work Session Minutes
Attachment 7: May 7th City Council Public Hearing (First Reading) Minutes
Attachment 8: Ordinance Amending the Metro Plan Diagram
Attachment 9: Ordinance Amending the Springfield Zoning Map

DISCUSSION: On May 7th, the City Council held a work session and conducted a public hearing (first reading) on the proposed Metro Plan diagram and Zoning Map amendments. One letter was entered into the record and eight persons spoke at the hearing. Additional materials were entered into the record by the applicant and staff. The City Council complied with a request that the written record be held open for one week (until May 14th). Staff received 6 letters from nearby neighbors, a letter from Goal One Coalition and additional information from the applicant. The City Council allowed one additional week (until May 21st) for either the applicant or those in opposition to comment on any new information. No other comments were submitted. The City Council allowed an additional week (until May 29th) for the applicant to rebut all written materials. The applicant submitted rebuttal comments.

This packet and the May 7th packet comprise the entire public review record for these applications. The Staff Overview/Conclusion and Recommendation (Attachment 1) is provided to aid the City Council in the review of the additional written materials and provides the staff conclusion and recommendation upon review and consideration of the additional written materials. These materials address specific neighborhood issues (Attachment 2) and the State-wide Planning Goals, Metro Plan policies (Attachments 3, 4 and 5) already in the record. No new issues were raised.

Unless otherwise directed by the City Council, staff will place these ordinances on the July 2nd Consent Calendar.

ATTACHMENT 1
STAFF OVERVIEW/CONCLUSION AND RECOMMENDATION

STAFF OVERVIEW

This Staff Overview is provided to assist the City Council in the review of the additional written materials. This Attachment is broken down into three topics:

1. Topic 1 is the oral (Attachment 7) and written (Attachment 2) testimony presented by neighboring property owners. The testimony from both Attachments and responses to the testimony are summarized in the attached table.

2. Topic 2 is based upon the written materials submitted by Goal 1 Coalition (Attachment 3) and the rebuttal materials submitted by the applicant (Attachment 5). The discussion specifically addresses the State-wide Planning Goals and Metro Plan policies which relate directly to the criteria of approval for both the Metro Plan diagram (SDC Section 7.070(3)) and the Zoning Map amendments (SDC 12.030). Key issues are: the validity/applicability of the Springfield Commercial Lands Study (SCLS) and resolution of conflicts between Metro Plan policies. Attachments 3 and 5 should be reviewed as submitted. Staff comments related to these issues are discussed in the attached conclusion and recommendation.

   Note: Attachment 5 also addresses the questions of family wage jobs raised by the neighbors, impacts on Mohawk redevelopment raised by Councilor Ralston and school capacity issues raised by Councilor Lundberg. Attachment 4 contains a copy of School District 19's Facilities Plan.

3. Topic 3 specifically discusses school capacity; land supply and economic issues; and the existing Conceptual Development Plan that applies only to the Campus Industrial portion of the subject property (Attachment 4), which were submitted by the applicant in support of these applications. These issues are also summarized in the applicant's rebuttal (Attachment 5). Attachment 4 stands on its own. There is no additional attachment addressing these issues.

RESPONSES TO THE NEIGHBOR'S WRITTEN AND ORAL TESTIMONY

Since staff did not have an opportunity to rebut each topic of testimony before the May 7th City Council public hearing (first reading) was closed, it will occur here. These responses are intended to address issues raised at the public hearing (Attachment 7) and the additional written comments from the neighboring property owners (Attachment 2) received by staff as of May 14th.

The written comments submitted by Goal 1 Coalition (Attachment 3), the applicant (Attachment 4) and the applicant's rebuttal (Attachment 5) are considered separately.

The following people presented oral testimony at the May 7th City Council public hearing:

Karen Boden, 2187 N. 32nd Street
Jean Fraga, 2187 North 23rd Street
Gayle Wagenblast, 2457 Otto Street
Nancy Falk, 2567 Marcola Road
Lou Christian, 80767 Turkey Run Road
Brian Jones, 2491 16th Street
Darlene Hrouda, 2595 Marcola Road

The following people submitted written testimony by the May 14th deadline granted by the City Council:

Anita Davis, 2482 32nd Street
George D. Davis 2482 32nd Street
Stu Burge, 830 McKenzie Crest Drive
Greg Wagenblast, 2457 Otto Street
Fred and Virginia Jasmer, 1974 Lomand Avenue
Nancy Falk, 2567 Marcola Road

The following people submitted written testimony after the May 14th deadline granted by the City Council (these letters are entered into the record, but not addressed below), however, issues raised in these letters were addressed at the Planning Commission level – see Pages 7-14 through 7-18 of the May 7th staff report):

Cliff Iverson, 2595 Marcola Road
Robert and Daisy Lind, 2359 31st Street

For ease of review, all of the neighbor testimony, both written and oral have been combined in this table format which responds to each question and/or topic. The majority of issues raised by the neighbors, while factual and legitimate, do not address the criteria of approval listed in SDC Section 7.030 for a Metro Plan diagram amendment and/or SDC Section 12.030 for a Zoning Map amendment. For this reason, staff has stated that these issues will be addressed during the next phase of Marcola Meadows – Master Plan review – which must be approved by the Planning Commission at a public hearing, if the proposal is to be allowed.

Name	Summary of Testimony	Response
Greg Wagenblast Fred and Virginia Jasmer	1. The impact to the established neighboring homes and the quality of the proposed homes.	Issues relating to impact on neighboring homes and the quality of proposed homes will be addressed during the Master Plan review process.
Greg and Gail Wagenblast Karen Boden Darlene Hrouda	2. The impact of the proposed development on Briggs and Yolanda schools.	The school system as a whole has sufficient capacity for additional students. This issue is addressed on Page 7-21 of the May 7th packet and in Attachment 5 of this packet and in

		Attachments 4 and 5 of this packet.
Greg and Gail Wagenblast	3. Drainage/flooding issues.	Grading and drainage plans will be addressed during the Master Plan review process and additional applications to follow. They must be prepared by Oregon licensed engineers and their work reviewed by the City's Public Works Department. Increasing drainage to adjacent properties is not permitted.
Greg and Gail Wagenblast Karen Boden Darlene Hrouda Stu Burge	4. Increased traffic caused by the development/difficulty backing onto Marcola Road from existing houses across the street/the intersection of I-105 and Mohawk.	The application has been reviewed by traffic engineers from the State and the City for compliance with all of the statutory requirements. In order to meet the criteria of approval for these applications, the test is the effect of the proposed development on State Highway facilities in order to comply with State-wide Planning Goal 12, Transportation. These applications are conditioned to require improvement of the east-bound off-ramp at the I-105/Mowhawk intersection as required by ODOT. Increased traffic caused by the proposed development on City streets will be addressed during the Master Plan approval process which will include but is not limited to: the need for additional traffic signals and/or other traffic control devices; and the specific location of required streets and driveways.
Greg Wagenblast	5. Crime.	This issue will be the same whether or not zoning is changed. The principles of Crime Prevention Through Environmental Design (CPTED) suggest encouraging persons or activities to maximize surveillance possibilities. For example, improvement and maintenance of the bike path will increase natural surveillance and possibly reduce crime.
Anita Davis George Davis Nancy Falk Fred and Virginia Jasmer	6. Home Depot/No more big boxes/The applicant has not proven a need for another home improvement center.	Past proposals to develop on the subject property have been piecemeal. The proposed amendments will require the development of this 100.3 acres property to be coordinated by the required Master Plan. The criteria of approval for these applications do not require a finding that addresses the "need" for a particular use, including a big box.

		The City Council currently does not have a policy limiting the type of development, including a big box, which may occur even if the Metro Plan designation and zoning were consistent.
Gail Wagenblast	7. Some of the open space is in the commercial area, which includes a 30 foot swatch along the road.	The Preliminary Plan diagram submitted by the applicant shows that all of the proposed open space will be located north of the proposed commercial development (Page 6-85 of the May 7th packet). The 30 foot swatch mentioned is a building setback proposed for those buildings fronting Marcola Road.
Fred and Virginia Jasmer	8. Request for a delay or further consideration of the development.	The public hearing has been closed and the written record has been held open as previously described. The City Council will consider these additional written materials on June 18th.
Greg and Gail Wagenblast Karen Boden Jean Fraga	9. Is there a need for so many homes in Marcola Meadows? Is there a housing study currently underway?	There are currently 35.7 acres of Medium Density Residential (MDR) zoning on the subject property in place since 1982. The applicant is requesting an additional 19 acres of MDR zoning, for a total of 56.7 acres. The density range in the MDR District is 10-20 dwelling units per acre. The minimum density standard to implement the *TransPlan* Nodal Development Area, as proposed, is 12 dwelling units per acre. Conditions of approval #8 and #10 require the required Master Plan to demonstrate that residential development will occur at 12 dwelling units per acre and ensure that, for each type of land use, the amounts proposed do not exceed those shown in Table 4C of the approved Transportation Impact Analysis. The final number of units will be determined during the Master Plan review process. Any proposed revision to an approved Master Plan will require additional Planning Commission review. A residential lands study is currently underway, with adoption scheduled for later this year.
Greg and Gail Wagenblast	10. The Willamalane Park property should remain as open space and School District 19 property designated open space/ playgrounds might disappear	The City adopted the Willamalane Park and Recreation District's Comprehensive Plan in 2004. Map 2, Existing and Proposed Park and Recreation Resources, shows that

	due to school expansion.	School District 19 school sites are part of Willamalane's resource base. Willamalane's park property and the School District play areas north of the subject property are on a list for park development during the Phase 1 Capital Improvement Plan (years 2004-2009). Whether this park is improved is dependent upon available funds. Any park improvement or school expansion proposal would require a separate application and approval from the City which would include public notice.
Gail Wagenblast Lou Christian	11. Questions about the amount of developable land in the Gateway CI District.	Staff has stated that there are currently 118 acres of vacant land in the Gateway CI District. Portions of this land are within both the floodway and floodplain. The SDC allows buildings in the floodplain if certain elevation standards and other standards are met. The SDC also allows development in the floodway based on an Engineer's certification that the development will not increase flood levels. The development allowed in the floodway is typically limited to streets, parking and trails.
Stu Burge George Davis Lou Christian Greg Wagenblast	12. Family wage jobs/Campus Industrial is viable if marketed properly.	These issues have been addressed by both staff and the applicant in both the May 7th packet beginning on Page 6-30.
Karen Boden	13. Will a wall be constructed to protect existing residential properties from noise generated by the development?	Issues relating to noise will be addressed during the Master Plan review process.

CONCLUSION AND RECOMMENDATION

In summary, the applicant requests approval to change the 56 acre Campus Industrial designation and zoning on the subject property to: Community Commercial (11 acres); Medium Density Residential (19 acres); and Mixed Use Commercial (26 acres). The Metro Plan designation /Nodal Development Area will apply to 80.7 acres of the 100.3 acre site to implement Proposed Nodal Development Area 7C.

The Metro Plan diagram and the Zoning Map amendments have been combined into one application due to the duplicity of certain criteria of approval pertaining to compliance with Metro Plan policies and State-wide Planning Goals. The two primary challenges contained in the additional written materials (Attachment 3) are the validity/applicability of the Springfield Commercial Lands Study (SCLS) and its relationship to Goals 2 and 9 and resolution of conflicts between Metro Plan policies.

Both the applicant and staff have demonstrated that the SCLS is the most recent economic opportunity analysis for commercial lands in this Attachment where staff states (e-mail dated May 29 from Greg Mott to Gary Karp): ***"Regarding Lauri's comments; she is absolutely correct that the SCLS was not adopted as a specific amendment to the Metro Plan. We undertook a supply and demand analysis to determine if there was adequate commercial land in the adopted inventory to accommodate projected demand and, based on these conclusions, identify what the City could do to address these conclusions. If you look at Chapter 4 of the SCLS, which includes policies and implementation strategies, all recommended actions are already in the Metro Plan or TransPlan; are a recommendation to amend the Code; or are suggestions to improve some of our business practices. The City and DLCD [must have] concluded it was not necessary to adopt the SCLS as an amendment to the Metro Plan because all recommendations regarding inventory adjustments contained in the Study could be implemented through the PAPA process as increases in the commercial lands inventory; the SCLS would be used at that time as part of the findings, reasons and conclusions for those PAPA actions. Laurie's cite of 197.175 is applicable to anything a city or county does with respect to its comprehensive plan. I continue to rely on the applicability provision of the rule: 660-09-0010(2): 'Comprehensive plans and land use regulations must be reviewed and amended as necessary to comply with this division as amended at the time of each periodic review of the plan pursuant to ORS 197.712(3). Jurisdictions that have received a periodic review notice from the Department (pursuant to OAR 660-025-0050) prior to the effective date of amendments to this division must comply with such amendments at their next periodic review unless otherwise directed by the Commission.' (my emphasis) Since the amendments of the rule went into effect on January 1, 2007; and, since we did not complete periodic review until April 17, 2007; and, since we have not received anything from the Commission directing us to incorporate the new provisions of this rule into our comp plan, my conclusion is that we do not need to perform the work required by OAR 660-09-0010(4) [notwithstanding Lauri's opinion to the contrary] until we receive our next periodic review notice (2012?), are directed to do so by the state, or voluntarily undertake this work (extended CIBL)."*** and Attachment 5 where the applicant states: ***"The SCLS is the most recent economic opportunity analysis for commercial lands. The only other analyses that exist in the Metro Plan area is the Eugene Commercial Lands Study, which, of course, only addresses the Eugene portion of the Metro Plan, and the Commercial Economic Opportunity analysis incorporated into the Metro plan, in the Springfield portion of the Metro Plan area, created sometime before 1987. The rule calls for consistency with the most recent economic opportunity analysis for the area. To not consider the SCLS would be inconsistent with that rule."*** The record is now clear that staff and the applicant used the two most recently adopted land inventories (the SCLS and the MILPR) to justify the approval of these applications in the response to State-wide Planning Goal 9.

Both the applicant and staff addressed the issue of conflict between Metro plan policies in the May 7th packet and the applicant again addresses this issue in the written submittal (Attachment 5) stating: ***"The Metro Plan addresses the issue of conflict between policies: 'The respective jurisdictions recognize there are apparent conflicts between and among some goals and policies when making decisions not based upon the Metro Plan. Not all of the goals and policies can be met to the same degree in every instance. Use of the Metro Plan requires a balancing of its various components on a case-by-case basis, as well as a selection of those goals, objectives and policies most pertinent to the issue at hand." "...Oregon LUBA cases confirm that where plan policies conflict, the governing body may consider and balance those plan policies favoring some over others based on that balance."***

The burden of proof is on the applicant to comply with the criteria of approval for both the Metro Plan diagram (SDC Section 7.070(3)) and the Zoning Map amendments (SDC 12.030). Staff contends that the applicant has met the burden of proof test based upon the staff report contained in the May 7th packet and the submittal of the additional written materials (Attachments 4 and 5).

Now, the City Council must decide: if the applicant's proposal to remove the 56 acres of Campus Industrial designation and zoning on the subject property should be approved because there is enough vacant Campus Industrial land both within Springfield's jurisdiction and within the Metro Plan boundary to replace the acreage; or if the removal of the 56 acres can be offset by a commensurate addition of Campus Industrial designation elsewhere in the City as an element of the upcoming commercial/industrial land supply demand analysis is on the applicant to demonstrate compliance with the criteria of approval.

Finally, the issues raised by the neighbors will not be forgotten by staff or the applicant. There are 14 conditions of approval for these applications which require and/or relate to the submittal of a Master Plan that must be reviewed and approved by the Planning Commission if the proposed development is to be allowed. These conditions are specifically listed in the Zoning Map amendment Ordinance. Master Plan conditions of approval relating to mitigation of issues raised will be discussed during the Planning Commission review of that application.

Therefore, staff recommends approval of the proposed Metro Plan diagram and Springfield Zoning Map amendments, as conditioned, based on the attached findings; and the placement of the attached ordinances on the July 2nd Consent Calendar.

ATTACHMENT 2
WRITTEN MATERIALS SUBMITTED BY NEIGHBORING PROPERTY OWNERS

ATTACHMENT

2-1

Springfield, Or.
May 16, 2007

Mayor Leiken.
Members of the Springfield City Council

Councilors;

This is in response to your request regarding the proposed development of the area called "the Pierce Property". This property was bound to be developed at some point in time so I have no problem with that. There are, however, some things that give me cause for concern. These include;

1) Four hundred plus housing units on this size of area. Considering the amount of area taken out because of "wet land" and other reasons, this seem to be more than "medium density" housing. With lot sizes running about 4500 sq. ft. that is quite crowded. My lot size is about 8000 sq. ft. and I don't have much yard space.
2) I resent people coming here from Nevada/ California and bringing their problems and ways of doing business to a healthy, respectable neighborhood.
3) The placement of a solid string of three story apartments directly across the street From my front door is disturbing to me. Particularly when there is a better location for these buildings where they would not block existing homes to such a large degree.
4) This project is going to cost us a lot of money. The proposal they gave us several years ago was just over $10,000. At the end of twenty years, if we chose to use the payment plan, add 60% to that. As 31st St. Is a collector street the locals should not be required stand the full cost of rebuilding the street.

Thank you for giving our concern your consideration.

Robert Lind
Daisy Lind

Robert Lind
Daisy Lind

2359 31st St.
Springfield, Or. 97477

RECEIVED
MAY 17 2007
CITY OF SPRINGFIELD
CITY RECORDER

Cliff Iverson
2595 Marcola Road
Springfield, Oregon
541-747-4037

RECEIVED
MAY 15 2007
BY:_____

I would like to oppose the proposal to develop Marcola Meadows.

The addition of 435 two and three story dwellings would house 500 minimally and with just 4 per household 1740 additional people. This type of **high density** housing will have unfavorable consequences **impacting the surrounding neighborhoods and schools**.

The average home has 2 vehicles occasionally 3 or 4 which increases the daily **traffic** by 870 +/- vehicles multiplied by the number of trips taken each day in an area where traffic congestion is already at an uncomfortable level. There are many times when I must wait for 10 cars in each direction to pass before exiting my driveway on Marcola Road with the *current circumstances*. The proposed traffic improvements will not relieve the current congestion and will easily add an additional 1000 vehicle trips daily to this equation.

I am concerned about the **drainage and sewage** system with this type of increase. That area already experiences poor drainage. I would feel more comfortable if an evaluation from Springfield Utility Board was performed and made available to the public reassuring us that this proposal was actually feasible and *development would not be at the taxpayer's expense*.

I am also concerned about the quality of education the children in this proposed development would have access to. There could potentially be over 1000 children in the proposed development. What schools would these children be assigned or *distributed* to? Will the community provide transportation at the taxpayer's expense? Would additional schools be required and if so why aren't they included in this proposal? I currently have children attending school and it is no secret that the **teacher / student ratio** is already dangerously excessive and inadequate without the addition of another 1000 students. I would like to see firm documentation available to the public from ***several*** *members of the school board* confirming that the addition of potentially 1000 students in this immediate area will not further compromise or impact the education of the current community enrollee's.

Further more, what impact will this have at the community college level that is currently eliminating classes due to a lack of funds?

Where will these children play? They have proposed one park for potentially1000 children? **Most proposed lots have minimal or no yard.** The open area proposed although "attractive" is not "usable". You could most certainly anticipate the shop parking lots will be used as their recreational area for loitering, bike and skateboard activities.

What will this "ant hill" type of housing do to my property value? How will this "change" affect property taxes? I know I certainly would not want to live next to this type of development so most likely there will be little interest from buyers for my home if I were to try to sell and relocate especially with such a poor real estate market.

Last but certainly *most important* is why would a proposal for an additional 435 residences be approved right now when there is ***no need*** for that level of additional housing? All of the above considerations would most likely have considerable impact on the surrounding neighborhoods even if the proposed area was developed with the current style of single level home and lot size as the surrounding neighborhoods and certainly everyone is aware that the **current real estate market** is already saturated with homes for sale for all income levels that no one is interested, able or qualified to purchase.

I am not in favor of developing this area and destroying the habitat that it currently supports although I assume that the 100 + geese that spend most nights there will, out of necessity, find another place.... Perhaps not, perhaps they will just sit in the parking lots after they are developed.... Watching everyone shop and sip coffee from yet another coffee or shopping establishment this community simply could not do without. I also suspect that it won't stop people from dropping off their unwanted pets, the shops and trash bins will allow the lucky ones that don't get hit by a car due to the increased traffic additional survival resources.

Thank you for giving the above neighborhood concerns your consideration.



May 14, 2007

REC'D MAY 14 2007
4:55pm

Springfield City Council
225 North Fifth Street
Springfield, Oregon 97477

Dear Councilors.

Please do not amend the Metro. Plan or the Zoning map, north of Marcola Road between what would be 23rd Street to the West and West of 28th/31st Streets.

To begin with, the applicant intending to place a Lowes Home Improvement Center on 56 acres of this 100+ acre parcel has not proven the required NEED for another home improvement store.

The ones we have are locally owned, family businesses - Jerry's and Square Deal. Their money stays in the community and their payrolls go to local employees not skimmed off the top and sent to North Carolina. - or Nevada.

Thank you,
Kenneth & Nancy Falk

REC'D MAY 14 2007
3:38pm

May 14, 2007

Springfield City Council
Springfield OR 97477

Dear Council Members:

We have been inactive members of the North Springfield Citizens Committee but still live in the area and continue to be concerned about the future of our community.

We request a delay or further consideration of the development of the property located at 42d and Marcola Road – formerly known at the Pierce Property.

We are concerned that the area is in danger of being over-developed and ruining the character of the area. We are worried that the increased amount of traffic would have a negative impact also.

Another big box store plus the surrounding development would nearly duplicate what we found right across the Freeway – ie. WalMart and Jerry's Home Improvement Center.

Please don't amend the Metro Plan just to accommodate such an enterprise. We do not want to look like Beaverton and other metropolitan areas with traffic and other nightmares.

Sincerely,

Fred Jasmer
Virginia Jasmer

Fred and Virginia Jasmer
1974 Lomond Ave
Springfield OR 97477

RECEIVED
MAY 14 2007
12:48pm
CITY OF SPRINGFIELD
CITY RECORDER

To: Springfield City Council

From: Greg Wagenblast
Homeowner& resident
2457 Otto St, Spfld Oregon 97477

RE: The Villages at Marcola Meadows

City Councils, Mayor, & City Manger,

As a landowner who directly abuts to this proposed land use change, I have some concerns for our area. I am not opposed to landowners having the ability to manage their lands nor do I want to prevent activities that are appropriate for the situation. I believe that the land use changes and zone that are being proposed for this 100 acre parcel are not appropriate for the current conditions in our Briggs/Yolanda/Marcola Rd/Mohawk Blvd area. I am concerned about council maintaining an open mind and considering this entire projects impact to our local area which is a portion of the city of Springfield. It did not appear that the council and city staffs were looking at the project objectively from the local area, but more from the bigger picture of the city in general for revenue potential. Additional tax revenue should not be driving what is permitted in our city, it should be balanced with quality of life and personal enjoyments. At your public hearing last week, it appeared that during your closed session the developer's consultant and city staff have become very close and the council was presented with their side of the project. As you were informed by several local residents and companies in the immediate area, we have concerns on impacts to our local "community" with the city of Springfield which have major implications to our families and businesses.

Listed below are some of my concerns:

- Re-classifying lands to allow additional home sites will cause increased numbers of vehicle traffic and students in our schools. There is already an area designated for homes sites. The Developer's consultant has proposed that they would like to increase the upper limit of homes that could be placed on 1 acre of land, resulting in even a higher number of vehicles and potential students. When you build a home that fills the lot resulting in no front yard and very little back yard, why don't you call them apartments? Home site development under our current permitting process is to pack as many people into as small an area as possible, which does not allow anyone privacy and the ability to sneeze without their neighbors hearing and saying "god bless you"- if they are still friendly !
- It appears that there are a number of homes for sale on the market and a very large development going in on Mountain Gate (Potato Hill). How many new homes are proposed for this area ? With these homes, is there a need for so many homes in the Village at Marcola Meadows (VMM) ? Seems that folks refer to some study for the need of ## of homes over the next several years, What study is this, who developed this, what projections are they using for influx of people, etc.... ??

- I believe that allowing high density stocking levels of homes per acre, you are increasing the risk of children becoming involved in unacceptable activities or exposed to additional risks (playing in the road, running the streets, hanging out in areas of questionable activities – ie behind buildings smoking, tagging, etc..). I believe this is one of the reasons that kids are getting into more trouble than we did during the 60's, 70's, and 80's. When lot sizes were larger and homes had actual yards that children could play ball, yard games, have a swing set, etc… the kids stayed home and neighborhood friends would all gather at home and rotate from home to home where the parents could keep an eye and be engaged with the kids.
- The residents who have been involved with the meetings from the "Community Mtg @ Briggs Middle School" that the consultant held this winter and the Planning Commission meeting, have been told different "Plans" from the consultant. I believe that this is indicative of the consultant telling people what they want to hear rather than a definitive truth. This is not the way to embrace the community and obtain local support for your project. The consultant has repetitively implied that moving the development to nodal development to allow for more homes per acre is a blessing. He has also mentioned many times that the upper limit for nodal development is 20 homes per acre thus implying that the plan they are submitting could be changed to include even more apartment style living.
- Vehicle traffic concerns:
    - I believe that the city staff may have forgotten about the new Federal Building for the USFS and BLM that is going to be built on the National Guard armory property. These two agencies employ a large number of staff who will be arriving and exiting before and after business hours as the home owner will be leaving and returning also. These agencies will also have folks leaving and returning during the business day as they go to and return from the woods. When you add the retail spaces traffic with these, our roads could be pushed to capacity or beyond.
    - Large retail space (potentially Lowes or any other large vendor as such) who would bring in a high volume of vehicle traffic, would overload the existing roadways in this area. Folks living directly on the roadways or on side roads that feed into the main roads (32nd, Marcola, Mohawk blvd, etc..) are currently at a high volume that make it challenging and at times placing folks at risk to enter or exit. The volumes from the high number of homes and retail spaces for the major store and all the secondary retail spaces would make this even more difficult for the local residents.
    - Access onto I-105 from Mohawk Blvd appears to already be at capacity and adding the volume from retail and 400+ homes will definitely cause back-up issues on the on and off ramps, similar to Beltline in Eugene (which is why a number of us did not choose to live in Eugene). Once you add the new federal building for USFS and BLM on the National Guard facility, you will add another large volume of traffic to this entire area also.

- I have trouble believing or understanding the consultant's statement that there would be no major difference in vehicle traffic between the original Master Plan and his proposed "trip reducing" neighborhood. Vehicles and people are going to travel to the retail stores (people will not ride bikes or walk to Lowes and pack building materials home using these modes of transportation). Homes will have people making multiple trips. With 400+ homes (228 of which were not in the original Springfield Master Plan) and some having children with activities, that could mean coming and going 3 or 4 times extra during a day/evening.
- I do not believe that ODOT has been presented the full picture of development in the area and the implication of this on the exit/entrances to I-105. I would request that the City of Springfield city manager discuss with ODOT about the current roadway load and determine if a recent (within the past year) traffic count has been completed on the ramps, I-105 itself, along with the City and County traffic studies for Mohawk Blvd and Marcola Rd. I would request that you take those studies and determine what USFS and BLM anticipate for their projected staffing at their new building starting construction at the National Guard facility across from the Kingsford plant. I would like to know what the total traffic count is projected for these roadways with out the new VMM and then what it would be with the VMM and how the roadway widths, traffic volume and intersection controls will be able to handle such increases.
- I would also like to remind the Council that there is also a new housing development being built in the Ambleside area.

- Campus Industrial land would be beneficial for future development by companies moving into the city, bringing family wage jobs. Campus Industrial would employ small companies with small groups of employees with less traffic impacts to the local area.
- Schools are another major concern of mine from this development. Under campus industrial, no homes would be built that would increase the potential number of students in the existing schools in the area. Our schools at Yolanda and Briggs are at capacity. Yolanda has large numbers of students per teacher and the rooms are crowded as it is. I would encourage the City Councilors to visit the school and sit in some of the classrooms during school day to see school conditions. Briggs Middle school is the same way, with kids doubled up sharing lockers and having large classes (students per teacher). We wonder why our educational system is having problems, we need to work at reducing our teacher to student ratio. I understand that the Springfield School District provided a letter indicating that they would not have problems accepting a volume of new students to the schools. I would request that the City Council invite the school district administration to the next meeting to have them make a presentation on how they are going to accept all of the potential new students from the various housing developments around town (Potato hill/Mountain Gate, the new site south of Mountain Gate, the area south of Douglas Grade School, and now the VMM area). Where are all of these potential students going to go, are there other schools besides Yolanda and Briggs that have lots of room and teacher/student

ratio that is low ?? Even if that is the case, remember that that would result in boundary changes. The bond that was voted on recently was to assist with the current schools and keep our kids safe with existing systems. Where are they going to build a new school? Are all of these developments going to all be charged a development fee that would pay for a new grade, middle, and high school ??? As you overload schools with increased student population and low adult supervision (teachers), you increase the potential for conflicts, smoking, drugs, gangs, students left behind, and other problems as have occurred in the past. It is in the interest of the school district to accept new students from all of these developments because of the additional funding to the school district. When looking at the bottom line, extra $$ would result in most any organization supplying a positive acceptance letter for a developer. I would request that the city council have a open public discussion and forum for the citizens of Springfield, School District, and City Council on how our schools and development within our city can work together in a coordinated effort to provide the safest and best services to our students.

- Parks or open space, which I have two concerns about:
    - Willamalane Park – This is currently an open space grass field with a couple trees. I believe that the developer has discussed developing this open space with Willamalane (who I will also voice my concerns with). It should remain an open space. There is great value in leaving some areas as "open space" and not developing everything as parks with playground equipment. Open space is of great value to wildlife, water quality, aesthetic, and human use. There are a number of people who use this area as open space to walk/run their dogs, which is a necessity for those with postage size lots and no yard. I don't believe that a developer should be able to design a new development and assume that they will utilize open space as part of the relief for the lack of yard space in the development. If the city approves the new zoning and lot sizes, the developer should include their own park space on the 100acre property with the homes. I do not want an influx of higher traffic volume on our dead-end road system at the open space/park. Our current parking situation with the existing use of the area at times is limiting. Our road system is already forgotten about by the city for cleaning and maintenance, and with increased volume, will it be remembered then?? As volume of users to the area increase, the risk for property crimes and safety is also a concern. There have been several times police services have been called where local residents have had to argue that YES we are within the City of Springfield, even though you have to travel thru County service areas to get back into our small city development. Are we going to have to argue more if the property crime or safety issues increase??
    - My other concern with parks – I have listened to the developers consultant at 2 different meetings indicate that the Briggs and Yolanda school grounds are open space/play grounds/fields/lawns that the new residents will be able to utilize. I believe that this is false, and the increased number of homes in the city may require schools to build additional buildings if

they can get the $$ for students which may then result in some of these open space around the existing school being removed from fields and have foundations and walls standing on them. If you allow the re-zone for more homes and increased stocking levels, I would request that zoning conditions would require a higher level of open space and parks (playgrounds, etc…) within the housing development area.

- I am concerned also about the storm drainage – with campus industrial, there would be areas that potentially could remain open and allow natural filtration of rainfall. With this type of development, there will be a large volume of asphalt, roofs, and very little yards resulting in high volume of storm water runoff. My concern would be on how the zoning will allow the majority of the area to be impermeable surfaces increasing the volume to drains currently running at full capacity in various portions of the city (at a minimum along Main Street). With more open space and ability to filter, you might reduce some of your loading to the system. This 100 acre parcel is a great wetland area for water and wildlife during the winter. We currently have a portion of this water make it onto our property during the winter season with the high water levels and flooding that occurs. During large storm events our storm drainage system for our street in the Willamalane park backs up and floods the area for periods. With the asphalt, buildings, and roofs collecting water and running it off immediately, the storm drainage system will have to have a higher capacity of flow that is capable of reacting quickly to this influx of water from 100acres.

I appreciate your time and consideration on these and all of the concerns of you existing City of Springfield residents that have submitted our concerns verbally and written. I would encourage you to spend some time in our local area with in the city, along with the 2 local schools here in the "backyard" of the VMM. I would be happy to discuss any concerns or additional information they you might have or want. I hope that you will consider my requests and explore and make happen the public meeting with the Springfield School District on impacts with this VMM development and all the current/future development coordination as to how it impacts our local school system. I am very concerned about our local area and am beginning to evaluate what the future holds for me residing in or out of the City limits of Springfield.

Thank you for your time and consideration,

Greg Wagenblast

Greg Wagenblast
Homeowner & Resident
2457 Otto Street Springfield, Oregon 97477

SOWA Amy

From: dave ralston [chess714@msn.com]
Sent: Monday, May 14, 2007 10:55 AM
To: SOWA Amy
Subject: FW: RE: Former Pierce Property

RECEIVED
MAY 14 2007
10:56 am
CITY OF SPRINGFIELD
CITY RECORDER

>From: StuBurgel@aol.com
>To: chess714@msn.com
>Subject: RE: Former Pierce Property
>Date: Wed, 9 May 2007 15:18:57 EDT
>
>
>Dave Ralston, Springfield, Oregon City Councilor
> May 9, 2007
>
>RE: Marcola Road, Springfield, Or. Real Property Zoning & Permitted Use
>Considerations
>
> I was extremely disappointed to hear that the City
>Council is considering a zone & permitted use change that would allow
>for a major retailer & several hundred multi-family units on the
>subject site.
>
> A few short years ago we decided [while I was on the
>council] , after months, or years of study, that in the best interest
>of the community the subject land should be used for Campus industrial
>that would provide family was jobs [not minimum wage retail] in a
>central location so as, in part. reduce travel from home to work.
>
> How can such a complete reversal of logic take place
>within such a short time frame ??? Campus industrial is still very
>viable if marketed properly . What we don't need are several hundred
>more multi-family rental units that attract a more transit population,
>far more auto trips per day, a historically higher crime rate, a
>greater demand on public services I.e.
>police, and a lower rate of revenue generation for the city. Also, is
>there a logical need for an additional level of redundant retail that
>would have a much higher potential for failure due to a population
>base that is inadequate to serve an excess of similar type services
>and products, as currently exists ??
>
> It should always be remembered that even the nicest
>appearing developers, and development concepts are solely driven by
>the desire for financial gain, and not by the desire to serve benefit
>to the communities future. Having been a previous council
>representative of the subject ward 4, I am fully aware of the many
>negative issues that would be generated by the proposed development
>concept. The Mohawk overpass is nearing gridlock at present and an
>additional high density development would surely accelerate that
>issue.
>
> There are not many design concepts that ultimately
>have as high a level of negative impact on any community as does a
>large box concept that fails, and goes dark. The end result is usually
>it's occupancy by a large used goods retailer i.e. second hand store.
>We certainly have seen that event take place throughout the Eugene /
>Springfield area over the years, with the added benefit of graffiti,
>deteriorated landscaping, vandalism & etc.
>
> Dave, I request that the planning commission, city

>council, city staff and p. .lic meeting minutes, notes, comments and
>recommendations, relevant to the zoning & permitted uses, that were
>attached to the subject property during the Pierce Trust ownership, be
>made available to me ASAP, for review.
>
> I thank you sincerely for your attention to this
>matter, and would ask that you share my concerns with your fellow city
>councilors Mayor & City Manager.
>
>Stu Burge
>830 McKenzie Crest Dr.
>Springfield, Or. 97477
>hone: 747-3360
>
>
>
>************************************ See what's free at
>http://www.aol.com.

George D. Davis
2482 North 32nd Street
Springfield, OR 97477

May 8, 2007

Sid Leiken, Mayor and
Springfield City Council
City Hall, 225 5th Street
Springfield, OR 97477

RE: Marcola Meadows Project

Dear Mayor Leiken and Councilors:

I regret I was unable to attend either hearing on the Marcola Meadows project but have followed reporting on the development with some concerns.

I believe it is in the best interest for the City of Springfield to retain the Pierce property in the campus industrial zone. This zone is scarce in Springfield, and this property has the potential to provide many jobs at a living wage. A Lowe's box store does not fit the criteria for this area any better than the Home Depoe proposal that was defeated a short time ago.

Sincerely,

George D. Davis

RECEIVED
MAY 09 2007
2:30 p.m.
CITY OF SPRINGFIELD
CITY RECORDER

2482 North 32nd Street
Springfield, OR 97477

May 8, 2007

Mayor Sid Leiken and
Springfield City Council
City Hall
225 5th Street
Springfield, OR 97477

RE: MARCOLA MEADOWS PROJECT

Dear Mayor Leiken and City Councilors:

I was present at a meeting a short while ago when the Council considered and rejected a proposal from Home Depoe to build on the Pierce property. I am rather concerned that we are once again facing the prospect of a box store, Lowe's home improvement center, for this same property. One must ask whether there have been any substantial changes in the character of the area to warrant such a turnaround.

Unfortunately the number of people attending your recent hearing was not great. However, I believe the majority of voters in the area and in Springfield in general would oppose any Marcola Meadows project that includes a box store. I do not believe a home improvement center is an appropriate anchor for the proposed "dense neighborhood".

Thank you for the opportunity to express my views.

Sincerely,

Anita L. Davis

Anita L. Davis

RECEIVED
MAY 09 2007
2:30 p.m
CITY OF SPRINGFIELD
CITY RECORDER

ATTACHMENT 3
WRITTEN MATERIALS SUBMITTED BY GOAL 1 COALITION

ATTACHMENT

3-1

City of Springfield Planning Commission
Gary Karp, Planner III
City of Springfield
225 Fifth Street
Springfield, OR 97444

May 14, 2007

RE: LRP 2006-00027/ZON 2006-00054, Plan Amendment & Zone Change

Dear Members of the Commission:

The Goal One Coalition (Goal One) is a nonprofit organization whose mission is to provide assistance and support to Oregonians in matters affecting their communities. Goal One is appearing in these proceedings at the request of and on behalf of its membership residing in Lane County. This testimony is presented on behalf of Goal One and its membership; LandWatch Lane County, 642 Charnelton Suite 100, Eugene, OR 97401; and LandWatch's membership in Lane County, specifically to include President Robert Emmons, 40093 Little Fall Creek Road, Fall Creek, OR 97438, as an individual.

I. Introduction

This proposal is for a site-specific metropolitan plan amendment (PAPA) to amend the Metro Plan Diagram and a concurrent zone change within the Springfield city limits.

The proposal concerns 56 acres of a 100.3 acre site located north of Marcola Road at its intersection with north 28th Street and approximately ¼ mile east of north 19th Street/Marcola Boulevard in Springfield OR. The property is 100.3 acres identified as Tax Lot 1800, Map 17-02-30 and Tax Lot 2300, Map 17-03-25-11. TL 2300 was platted in 1994 as parcel 3 of land partition plat 94-P0491. A property line adjustment was recorded with Lane County in 1997 affecting the common boundary between parcels 2 and 3 of land partition plat 94-P0491, completing the current configuration of the subject site (City of Springfield file # 97-02-029).

The Comprehensive Plan proposal is to change the Campus Industrial portion of the site to Commercial/Nodal Development Area, Community Commercial, and Medium Density Residential/Nodal Development Area. The Zone Change proposal is to change zoning from Campus Industrial to Community Commercial, Mixed Use Commercial and Medium Density Residential

The site is currently planned and zoned a combination of Medium Density Residential/ND/Medium Density Residential (MDR) (35.7 acres), Commercial/Community Commercial (8.6 acres), and Campus Industrial/Campus Industrial (56 acres).

The plan amendment and zone change would allow an additional 19 acres of MDR/ND development, and an additional 11 acres of Commercial/Community Commercial development. The plan amendment and zone change would allow an additional 26 acres of Commercial/ND/Mixed Use Commercial on the entirety of the 100.3 acre site. The proposals would eliminate all the Campus Industrial plan designation and zoning (56 acres) from the 100.3 acre site.

The 56 acres of Campus Industrial plan designation and zoning classification that is the subject of this proposal is part of a 100.3 acre site that is currently planned for and zoned Campus Industrial, and which is built out with campus industrial uses.

II. Criteria applicable to the request

Local approval criteria are found in the following documents: Springfield Development Code, Metro General Plan as provided by the staff report.

The proposed plan amendment must also be found to be consistent with applicable statewide planning goals. ORS 197.175(2)(a). Applicable goals include Goal 2, Land Use Planning; Goal 9, Economy of the State; Goal 10, Housing; and Goal 12, Transportation. The proposed plan amendment must also comply with administrative rules implementing applicable statewide planning goals.

III. Analysis

<u>COMPREHENSIVE PLAN CONSISTENCY AND COMPLIANCE WITH STATEWIDE GOALS</u>

All comprehensive plan amendments are reviewable for compliance with the statewide planning goals. *Residents of Rosemont v. Metro,* 173 Or App 321 (2001); *1000 Friends of Oregon v. Jackson County*, 79 Or App 93, 97, 718 P2d 753 (1986), *rev den* 301 Or 445 (1987); *Opus Development Corp. v. City of Eugene,* 141 Or App 249, 254, 918 P2d 116 (1996).

Goal 2 – Land Use Planning is: "To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for decisions and actions." Specifically, local land use actions "shall be consistent with the comprehensive plans." Goal 2, Part I. Further, the information upon which land use decisions are made "shall be contained in the plan document or supporting documents." Goal 1, Part I.

A planning decision based on a study not incorporated into the comprehensive plan, such as the SCLS, is not a planning decision that is made on the basis of the comprehensive plan and acknowledged planning documents, as required by Goal 2. *D. S. Parklane Development, Inc. v. Metro*, 165 Or App 1, 22, 994 P2d 1205 (2000). Also, the city cannot rely on an unacknowledged inventory over one that is part of an acknowledged plan. *1000 Friends of Oregon v. City of Dundee*, 203 Or App 207, 216, 124 P3d 1249 (2005). In this case, there appears to be reliance on the Springfield Commercial Lands Study (SCLS) which, although acknowledged, does not address the entire Metro UGB area, and is not a refinement plan of the Metro Plan. The 1992 Metropolitan Industrial Lands Study, however, does address the entire Metro UGB area, and is part of the Metro Plan.

The suggested findings in the Staff Report rely on reports and other documents containing inventories, assumptions, and data that have not been established for the entire Metro UGB area or incorporated into the comprehensive plan. This material includes data used to justify findings of compliance with goal 9. Any decision relying on such findings would not comply with Goal 2.

Goal 5

Responding to initial comments from Goal One Coaltion concerning applicability of land inventories pursuant to Ordinance #6150, adopting the Springfield Natural Resource Study, staff's position is that inventories established pursuant to Goal 5 are relevant considerations in considering availability of commercial and industrial land. While it may be true that these inventories are relevant to the Marcola Meadows Plan Amendment and Zone Change proposal, the 'relevant' analyses (tables 11-2 and 11-3) actually show little impact on the commercial lands inventory from Goal 5 protection measures, and provide no little if any analyses of land availability within the entire Metro UGB area, rather than just the Springfield UGB area. Table 11-2, Analysis of Maximum Possible Impact on Supply of Commercial Lands within the Springfield Urban Growth Boundary shows an impact of 11.56 acres on Springfield's (not the urban growth boundary area in it's entirety) commercial land supply.

Additionally, the analysis pursuant to Ordinance #6150 fails to account for lands ADDED TO the commercial inventory since 2000, including but not limited to the Gateway MDR site's 100 acres, providing a skewed picture of the actual commercial land inventory.

To skew the picture even further, the analysis of maximum possible impact from Goal 5 protection measures on supply of industrial lands (Ordinance #6150, table 11-1) considers ALL industrial lands within the entire Metro UGB area, rather than just the Springfield portion of the UGB, and does not provide a breakdown of number of industrially zoned acres in Springfield vs. Eugene. The 2000 SCLS, however (Table 3-2) shows that the number of campus industrial acres by plan designation (i.e. – light medium industrial acres) in the Springfield UGB area is 198.77.

Goal 6 – Air, Water, and Land Resources Quality is: "To maintain and improve the quality of the air, water and land resources of the state." Goal 6 provides that discharges from future development, combined with discharges from existing development, shall not "(1) exceed the carrying capacity of such resources, considering long range needs; (2) degrade such resources; or (3) threaten the availability of such resources."

The Staff Report concludes that additional traffic from development allowed by the plan amendment will be no more significant than that allowed with the current plan designation. However, the proposed plan amendment and zone change would allow for and encourage more of the automobile-dependent, fossil-fuel dependent, and greenhouse-gas spewing development patterns that are degrading the air quality of Earth's atmosphere and threatening humanity's very existence. The adverse impacts on CO2 emissions resulting from development allowed by the plan amendment and zone change have not been evaluated or considered.

Goal 9 – Economic Development is: "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 Staff Report's discussion of Goal 9 is based upon a 2000 Springfield Commercial Lands Study (SCLS). The Staff Report does indicate that the SCLS has not been adopted as part of the Metro Plan. Goal 2 requires that information upon which land use decisions are made be contained in the plan document or supporting documents. If the SCLS has not been adopted as part of the Metro Plan, any reliance on that study alone for justification of the proposed plan amendments is inappropriate and unjustified.

Oregon Administrative Rule OAR 660 009 0000 , Division 9 establishes the applicability of Goal 9 rules to Post Acknowledgement Plan Amendments (PAPA's) and specifies certain procedures and requirements for local governments to follow in the adoption or amendment of all plan or land use regulations pertaining to Goal 9. In OAR 660 009 0010 4 the rule discusses procedures relevant to this application.

Staff has incorrectly dismissed the applicability of the new provisions of the Goal 9 administrative rule that became effective January 1, 2007. In staff's "responses to written and oral testimony", staff insinuates that because "the application was submitted in September 2006, prior to the effective date of changes made to Goal 9 by DLCD", the new Rules don't apply. That is incorrect.

ORS 227.178 [Final action on certain applications required within 120 days; procedure; exceptions; refund of fees] at subsection (1) establishes: "Except as provided in subsections (3) and (5) of this section, the governing body of a city or its designee shall take final action on an application for a ***permit, limited land use decision or zone change*** (emphasis added), including resolution of all appeals under ORS 227.180, within 120 days after the application is deemed complete."

The current proposal includes a plan amendment, which is not a permit, limited land use decision, or zone change. ORS 197.175 [Cities' and counties' planning responsibilities; rules on incorporations; compliance with goals] at subsection (2), states: "Pursuant to ORS chapters 195, 196 and 197, each city and county in this state shall: (a) Prepare, adopt, amend and revise ***comprehensive plans*** (emphasis added) in compliance with goals approved by the commission;" This provision establishes that plan amendments must comply with the Goals; in the case of this proposal, that means the new Goal 9 rules are applicable to the proposed plan amendments.

The recently amended Goal 9 Administrative Rule (OAR 660-009-0010 at subsection (4) is NOT the provision that the applicant has addressed in their March 17 revised Goal 9 findings.

This provision establishes that for a PAPA that proposes to change the plan designation of land in excess of 2 acres within an existing urban growth boundary from an industrial use designation to a non-industrial use designation, or an other employment use designation to any other use designation, a city or county must address all applicable planning requirements, ***and*** (emphasis added):

(a): Demonstrate that the proposed amendment is consistent with its most recent economic opportunities analysis ***and*** (emphasis added) the parts of its acknowledged comprehensive plan which addresses the requirements of this division;

The applicant appears to rely heavily on inventory and policy statements established by the 2000 SCLS in establishing that the proposal is consistent with the Goal 9 rule. However, the applicant's analysis of the proposals' consistency with comprehensive plan Economic Element policies found in the Metropolitan General Plan, Chapter III, B-1 – B-7 is insufficient and does not address the most significant policies that must be considered.

The proposal would decrease the City's campus industrial land inventory by 56 acres. The applicant has not justified the conversion of scarce, shovel ready industrial land, especially land designated and zoned campus industrial inside the Metro UGB, even though Metro Plan (comprehensive plan) Economic Element policy # 12 establishes that the cities are to "discourage future Metropolitan Area General Plan amendments that would change development ready industrial lands (sites defined as short – term in the metropolitan Industrial Lands Special Study, 1991) to non-industrial designations."

In addressing applicability of the Springfield Commercial Lands Study 2000 SCLS, the applicant also appears to try to separate the Metro Area by jurisdictional boundary. However, Eugene and Springfield have a shared and adopted UGB, Comprehensive Plan, and Industrial Lands study. The jurisdictionally focused SCLS does not analyze supply and demand for the entire Metro UGB area and cannot be relied upon to establish consistency with the requirements of OAR 660-009-0010 (4), which establishes that the proposed PAPA be consistent with ***both*** (emphasis added) the most recent economic opportunities analysis (i.e. the 2000 SCLS) and the comprehensive plan.

A related problem with placing such heavy reliance on the 2000 SCLS to establish Goal 9 compliance is that in analyzing supply and demand, the study fails to consider or otherwise account for lands ***added to*** the commercial inventory via applicant initiated and city approved zone changes and plan amendments. One very obvious example of an addition to the Springfield commercial lands inventory was the 2003 plan amendment and zone change at the 100-acre Gateway Medium Density Residential site that had the effect of rezoning and redesignating 100 acres of residential land to commercial. The applicant and staff have failed to account for or otherwise address the addition of ***any*** commercial land to the SCLS, even though it is clear that more than 100 acres of commercial land has been added to the inventory since the year 2000.

The applicant also relies in part on inventories established in conjunction with adoption of Springfield's Natural Resource (NR) Study, by Ordinance #6150 on November 28, 2005. While those inventories may be relevant to this proposal in that possible 'impacts' resulting from Goal 5 protection measures were considered for all zoning classifications, the analysis of maximum possible impact on supply of commercial lands pursuant to the study is limited to the area within the Springfield portion of the Metro UGB (table 11-2). Again, because Eugene and Springfield share a UGB and a comprehensive plan, an analysis of the entire UGB area is necessary to establish an accurate picture of the supply of commercial lands.

In any case, the NR Study found that the maximum possible impact of Goal 5 protection measures on the Springfield Commercial Lands Inventory would be the loss of 11.56 "commercial acres."

LOSS OF INDUSTRIAL LAND

The proposed plan amendments and zone changes would remove 56 acres of shovel ready campus industrial land from the Metro UGB area industrial lands inventory. The applicant is proposing to site a Lowe's home improvement center on 11 acres of community commercial zoning within the subject parcel. The applicant has said nothing about the existence of another home improvement store located within ¼ mile or less of the subject property. Given that there already is a home improvement store within the existing neighborhood, the applicant has not justified converting the scarce, shovel ready campus industrial land for commercial uses that already exist within the neighborhood.

The applicant has cited only two comprehensive plan (Metro Plan) policies from the 'Economic Element' (Chapter III, Section B) of the Plan as "directly relevant" to the proposed PAPA. The two Plan policies considered by the applicant as relevant to the supply of industrial land are policies 6 and 12.

Policy 6 merely states: "Increase the amount of undeveloped land ***zoned*** (emphasis added) for light industrial and commercial uses correlating the effective supply in terms of suitability and availability with the projections of demand." The applicant states that this policy is "imperative and provides clearer guidance than Policy 12." This is incorrect. This policy addresses zoning only, not plan designation, and concerns the necessity of having adequate supplies of land of **both** commercial and industrial designations. It says nothing concerning the applicability of favoring one plan designation over the other.

Policy 12 is stronger than Policy 6 on the issue of the supply of campus industrial land. This policy states: "Discourage future ***Metro Plan amendments*** (emphasis added) that would change development-ready industrial lands (sites defined as short-term in the metropolitan Industrial Lands Special Study, 1991) to non-industrial ***designations*** (emphasis added). The subject property, identified in the Industrial Lands Policy Report (1993) as being in Region 7, site #5, is noted in the Report (on page 50) as appropriate for a campus industrial Plan category. The site is also noted in the same document as a "short term site" (page 20).

Although the applicant states that these two policies "will often be in conflict" because "increasing the amount of undeveloped commercial land will frequently be at the expense of the inventory of industrial land", this opinion is not substantiated by evidence in the record establishing how much industrial land (designated, not zoned) has been converted to commercial land. In fact, 100 acres of land designated residential was approved for conversion to commercial by Springfield City Council in 2003. Both staff and the applicant are silent on the issue of conversions ***to*** commercial from other designations within the Metro UGB area. Applicant's assumption that increasing the supply of commercial land will "frequently" be at the expense of the industrial inventory is clearly unsubstantiated.

The PAPA proposal must be consistent with the Economic Element of the Comprehensive plan in it's entirety. A major omission found in the application and staff report is an analysis of ***all*** the Metro Plan Economic Element policies other than the two addressed by the applicant

(policies 6 and 12). The remaining 30 policies should be addressed in some manner. More specifically, the following policies are directly relevant to the inventory of industrial lands throughout the Eugene-Springfield Metro UGB area.

5 – Provide existing industrial activities sufficient adjacent land for future expansion.

This Plan provision is directly applicable because the 100.3 acre site is currently zoned, designated, and built out to take advantage of campus industrial designation and zoning. This proposal to eliminate 56 acres of campus industrial zoning adjacent to existing and developed campus industrial zoning, plan designation, and uses is clearly inconsistent with the Metro Plan Economic element, and if approved would have the effect of limiting future growth and expansion of the existing campus industrial uses.

7 – Encourage industrial park development, including areas for warehousing and distributive industries and research and development activities.

The applicant and staff state that there is little or no interest in industrial development these days, and paint a picture of industry that is other than what campus industrial zoning and plan designations expect. However, the Economic Element of the Metro Plan, Finding #17 establishes: "Special light industrial firms" (i.e. campus industrial) "have varied site location requirements, prefer alternative sites to choose from, and usually benefit from location of other special light industrial firms within the community and within the same industrial development." The subject site is located within an existing campus industrial (s.l.i.) site. The proposal fails to address the impacts on the existing campus industrial uses from the potential loss of 56 acres of adjacent campus industrial land.

9 – Encourage the expansion of existing and the location of new manufacturing activities which are characterized by low levels of pollution and efficient energy use.

Staff has not discussed efforts to attract and/or encourage expansion of manufacturing activities that could be sited on campus industrial zoned and designated lands. The only reference to this issue from staff is that there hasn't been much interest in the site from the industrial development sector.

15 – Encourage compatibility between industrially zoned lands and adjacent areas in local planning program.

Neighbors have expressed no concern about their quality of life from existing campus industrial uses. The concern is with the conversion to commercial and residential uses. The applicant has not addressed why or how the existing campus industrial zoning and plan designation is incompatible with the adjacent neighborhood zoning and plan designation.

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

The subject property (56 acres) is part of a large parcel (100.3 acres), all of which is zoned and designated campus industrial. Staff is directed by this policy to encourage retention of this large parcel of industrially zoned and designated land, which is the last remaining large parcel of campus industrial land within the Springfield city limits.

21 – Reserve several areas within the UGB for large scale, campus type, light manufacturing uses.

Staff has failed to address the impact that this proposal will have on the dwindling supply of shovel ready campus industrial land inside the Springfield city limits, including prior actions approving land use code amendments to the campus industrial zone that established more 'flexibility' for what uses are allowed in the city's campus industrial zones. These amendments contributed to the consumption of most of the remaining campus industrial land in the Gateway area, leaving the 100.3-acre campus industrial site at 28th Street and Marcola Road (which includes the 56 acre subject property) as the last remaining large parcel zoned and designated for campus industrial use inside the Springfield city limits.

28 – Recognize the vital role of neighborhood commercial facilities in providing services and goods to a particular neighborhood.

This PAPA proposal requests nodal designations and zoning yet has not considered or otherwise addressed the applicability of neighborhood commercial zoning vs. the requested community commercial zoning. Commercial scale development is incompatible with true nodal development elements including provision of services for neighborhood access rather than regional scale access, pedestrian and alternative mode accessibility, a mix of housing types and affordability throughout the nodal area.

Additionally, applicant states that the commercial zoning 'would not be part of the node.' However, the location of the proposed additional 11 acres of community commercial zoning and commercial plan designation is clearly part of the subject parcel and the 'draft master plan' that the applicant is promoting concurrently with the plan amendment and zone change proposal.

Staff and applicant have not addressed the applicability of community commercial zoning within a node, or explained why neighborhood commercial zoning is being ignored for higher intensity uses in this existing neighborhood.

All the Metro Plan Economic Element policies are applicable to this application, and should have been addressed by the applicant.

Goal 10 – Housing is: "To provide for the housing needs of citizens of the state. Goal 10 requires that cities maintain an inventory of buildable land for residential uses. OAR 660 Division 8 interprets and implements Goal 10. OAR 660-008-0010 requires that "[s]ufficient buildable land * * * be designated on the comprehensive plan map to satisfy housing needs by type and density range as determined in the housing needs projection. The local buildable lands inventory must document the amount of buildable land in each residential plan designation."

The Staff Report discusses the availability of land for housing within the Metro UGB area, and relies on any acknowledged BLI in reaching its conclusions that there is a surplus of buildable land through the 2015 planning horizon. Approval of the proposed plan amendment to add an additional 19 acres of residential land is not justified on a need for additional residential designation and zoning. Findings must show that increasing the city's already adequate supply of buildable residential lands at the expense of losing 56 acres of

scarce shovel ready campus industrial land is consistent with the Housing and Economic policies of the Metro Plan.

Goal 12 – Transportation is: "To provide and encourage a safe, convenient and economic transportation system." OAR 660 Division 12 implements Goal 12.

OAR 660-012-0060 (the TPR) requires a comparison of traffic impacts allowed under pre- and post-amendment plan and zoning by comparing the most traffic intensive use allowed in each zone. However, the proper point of comparison is "allowed land uses," not uses allowed under a specific development plan, particularly development plans that can be modified at any time without a plan amendment or zone change. *Griffiths v. City of Corvallis*, 50 Or LUBA 588 (2005).

To adequately address the requirements of the TPR, the TIA must assume the most intense traffic-generating use allowed under the proposed zoning and must assume that use is developed at the maximum allowed intensity. The proposal to apply the /ND designation to the entire 54.7 acres of proposed MDR designation and zoning would be appropriate if this were to be a truly nodal development. However, the inclusion of a Lowe's Home Improvement store adjacent to proposed residential development raises concerns about traffic and congestion and safety that would not otherwise be an issue in a pedestrian, transit oriented area.

In applicant's discussion of why a home improvement center is appropriate in a Nodal Development Area, applicant states that the "application does not seek to apply the Nodal Development Area designation to the land on which the home improvement store will be proposed by the Master Plan application."

While stating that the PAPA would have the effect of establishing a node on 80 acres of Medium Density Residential and Commercial land that do not include the possible site of the home improvement center, the applicant does not discuss or justify the appropriateness of siting a home improvement center within the boundaries of a Nodal area.

According to the applicant "a home improvement center affiliated with the proposed Nodal Development Area will augment the neighborhood retail traffic of the stores within the Nodal Development designation thereby increasing their chances for commercial success." However, as a result of the level of traffic expected from this kind of development, the applicant has suggested establishing 'trip caps' that will limit the number of dwelling units allowed in the 54.7 acres of proposed MDR/ND designated land. This internal inconsistency (/ND to allow more density to support a walking, transit oriented area is lost in the shuffle to deal with extra traffic actually generated by Lowes' more so than by additional residential density which is not just allowed but expected pursuant to the /ND designation) is an indication that a commercial designation for Lowe's and a nodal designation is inconsistent with the Transportation element of the Metro Plan.

An adequate transportation impacts analysis must assume the most intense traffic-generating use allowed under the proposed zoning and plan designation and must assume

that use is developed at the maximum allowed intensity. This proposal has failed to do so and cannot be relied upon to adequately evaluate potential transportation system impacts as required by the TPR.

The subject property is actually located within ½ mile of an "interstate interchange area."[1] The close proximity of the I-105/126 Eugene-Springfield Higway and 19th Street intersection to the subject 'nodal site' is likely to allow and encourage a large amount of regional shoppers traveling by automobile to easily access this site. Consideration of this situation as inconsistent with the policies supporting Nodal Development in the Metro Plan (Transportation element) has not been addressed by the applicant or staff.

The proposal states only that the suggested mitigation at this intersection will help avoid further degradation of the system in the plan year 2025." "Avoids further degradation" is not the applicable standard: the mitigation must meet the city standard and maintain LOS D or better. The mitigation must meet the state standard and "assur[e] that the allowed land uses are consistent with the function, capacity and performance standards of the facility.

As has been previously discussed, in determining whether the applicable standards are met the TIA must assume the most intense traffic-generating use allowed under the proposed CR zoning and must assume that use is developed at the maximum allowed intensity.

Goal 13 – Energy is: "To conserve energy." Goal 13 requires: "Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles."

The Staff Report makes conclusory findings regarding Goal 13. However, the proposed findings are not supported by any evidence whatsoever.

The type of development that would be enabled by the plan amendment and zone change is nothing else than more of the auto-dependent development that has led to the energy and climate crises we face. Truly energy-efficient development would be smaller in scale so that the market area drawn upon by the facilities would truly limited to surrounding neighborhoods; and so the facilities would be accessible not by cars but by people – by foot, bicycle, and public transportation.

No studies have been done demonstrating that customers of development allowed by the amendments would in fact come from the market area defined by the surrounding neighborhoods. No studies have been done evaluating the energy consequences of alternative development patterns – of relying on more, smaller, and well-distributed commercial and office areas rather than larger and fewer areas.

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[1] OAR 660-012-0060(4)(e)(C) defines "interchange area":

"Interstate interchange area means:

"(i) Property within one-half mile of an existing or planned interchange on an Interstate Highway as measured from the center point of the interchange; or

"(ii) The interchange area as defined in the Interchange Area Management Plan adopted as an amendment to the Oregon Highway Plan."

In the absence of any analysis of the energy consequences of the proposed amendments, findings of compliance with Goal 13 cannot be made or justified.

III. Conclusion

The proposed amendments would create a 56-acre residential and commercial site within an existing 100.3 acre campus industrial site.

The proposed plan amendment is not logical and harmonious with the land use pattern for the greater area. The proposed change is not "logical and harmonious" because it is not consistent with the development pattern envisioned in the Metro Plan.

The plan amendment would allow for "big box" or other high-intensity retail development; development could not be limited in scope so as to be appropriate to the surrounding neighborhoods and community.

Development allowed by the proposed amendment would disrupt and be incompatible with the surrounding residential and campus industrial environments and is not consistent with the Metro Plan.

As explained above, the proposed amendment is inconsistent with the intent of the Economic Element of the Metro Plan, and does not comply with Metro Plan policies. Therefore it cannot be found to be compatible with these Plans.

Compliance with statewide planning goals, including goals 2, 6, 9, 10, 12, and 13, has not been established. In particular, it has not been established that the Eugene-Springfield Metro UGB area's supply of campus industrial land will be protected pursuant to the PAPA and zone change proposal.

The requested plan amendment does not comply with policies of the Metro Plan and Metropolitan Industrial Lands Special Study.

The requested plan amendment and zone change does not benefit the public and are not appropriate.

Goal One and other parties whose addresses appear in the first paragraph of this letter request notice and a copy of any decision and findings regarding this matter.

Respectfully submitted,

Lauri Segel
Community Planner

ATTACHMENT 4
WRITTEN MATERIALS SUBMITTED BY THE APPLICANT

KARP Gary

From: Lauri Segel [lauri@goal1.org]
Sent: Monday, May 14, 2007 4:50 PM
To: KARP Gary
Subject: Marcola Meadows PAPA comments

Importance: High

Attachments: Marcola Meadows plan & zone change v.2.doc



Marcola Meadows plan & zone ch...

Gary:

Please enter the attached comments into the record of planning action LRP 2006-00027 and ZON 2006-00054.

Please confirm receipt of these comments as well.

Thank you.

Lauri Segel
Community Planner
Goal One Coalition
642 Charnelton, Suite 100
Eugene OR 97401
Phone: 541-431-7059
Fax: 541-431-7078

ATTACHMENT 4
WRITTEN MATERIALS SUBMITTED BY THE APPLICANT

SATRE ASSOCIATES

May 14, 2007

City of Springfield
Development Services Department
Planning Division
225 Fifth Street
Springfield, Oregon 97477

Attn: Gary Karp

Re: The Villages at Marcola Meadows
Metro Plan Amendment (LRP 2006-00027)
Zone Change (ZON 2006-00054)

Dear Gary,

Enclosed please find material that the applicant would like entered into the record for the subject applications referenced above. In summary, this material is intended to provide background regarding questions posed by councilors and neighbors during the City Council Public Hearting on May 7, 2007, including:

- School Capacity.
- Land Supply and Economic Issues.
- Existing Conceptual Development Plan.

As the Applicant's designated contact, Satre Associates is available to answer questions or provide clarification as needed to facilitate the review process.

In advance, thank you for your consideration of this material. We look forward to our continued association on the project.

Sincerely,

Richard M. Satre, AICP, ASLA, CSI
President
Satre Associates, P.C.

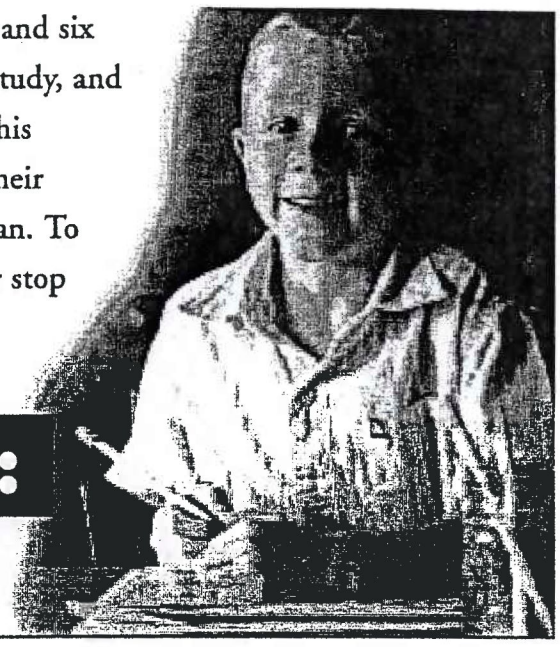
Satre Associates, P.C.
132 East Broadway
Suite 536
Eugene, Oregon 97401
Phone 541.465.4721
Fax 541.465.4722
1.800.662.7094
www.satrepc.com

MAY 14 2007

Planners, Landscape Architects and Environmental Specialists

SCHOOL CAPACITY

Throughout 2005, a group of eight community members and six District staff dedicated their time to in-depth research, study, and evaluation of Springfield Public Schools facilities and sites. This group, the Facilities Advisory Committee (FAC)*, compiled their findings, options, and recommendations into the Facilities Plan. To view the completed plan, go to ***www.sps.lane.edu/facilities*** or stop by the Administration Building, 525 Mill Street, Springfield.



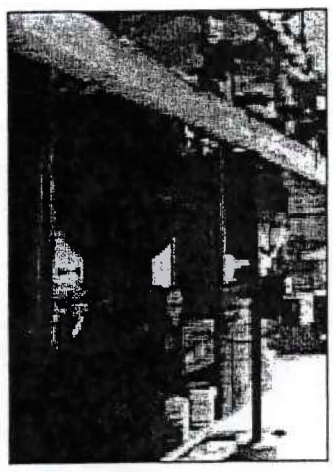
Facilities Plan Options:

Something for Everyone

Plan Highlights

Seventeen of Springfield's schools are 40 years or older, and are becoming increasingly expensive to maintain. They have safety, health and efficiency concerns of:

- need for seismic upgrades,
- poor air quality and vastly fluctuating temperatures, due to older heating and ventilating systems,
- lack of flexible spaces to accommodate students with modern technology and innovative teaching practices,
- traffic congestion,
- energy inefficiency, and
- many schools are not designed to meet Crime Prevention Through Environmental Design (CPTED) recommendations for safety and security.



Many of the boilers in Springfield schools are circa 1950. They are extremely energy inefficient and ineffective in providing even heating throughout the school.

To accomplish educational goals identified in the Springfield Quality Education Model (SQEM), schools need to provide a healthy, safe environment. They also need to feature maximum design flexibility for up-to-date teaching practices and the changing nature of use by the public. Numerous community activities, such as Willamalane, Kidsports, adult sports and Family Centers, are accommodated by District facilities during and after school hours.

The Facilities Plan lists eight main issues *(see the "Eight Issues" box on the back)*, from "providing safe, healthy, and secure campuses for all students and employees" to "replacing or modernizing dated, high-cost facilities." Each issue is summarized into three timeframes based on need:

- Immediate (0-3 years),
- Intermediate (0-10 years), and
- Long-term (10 years or more).

The Facilities Plan Identifies Needs, Options, and Recommendations for Each School

The Facility Plan states that the District should look to partner with the community through possible bonding to fund replacements and improvements of existing schools. The Plan further states that the District should identify and commit resources on an annual basis to address ongoing facilities priorities.

Prior to putting forth a bond measure, the District would conduct statistically valid community surveys, offer more public input opportunities, and involve staff, community members, and other key audiences in any process leading up to placement on the ballot of a bond measure. However, the final decision for placement of a facilities bond on the ballot rests with the Springfield Board of Education.

Additionally, many options on the Facilities Plan Immediate, Intermediate and Long-range lists may be funded from one-time funds, the annual operating budget, grants or other resources. For example, recently, Board and staff requested $800,000 from the Office of Juvenile Justice and Delinquency in Washington, DC. If approved these funds would be used to upgrade school security at schools across the District to meet the Crime Prevention Through Environmental Design (CPTED) recommendations (as mentioned in the Plan's Issue 3, under Immediate needs).

The Facilities Plan, is a guide for future decisions – not a policy. Accepting the Plan does not necessarily mean that all recommendations will be implemented – only that the Plan guidelines, options and recommendations will be considered.



Students at Thurston Elementary have to eat lunch in their classrooms because of the lack of adequate gym and cafeteria space.



Substantial cracks in floor tile are common-place throughout Maple Elementary.

Examples of Immediate (0-3 years) Needs, Recommendations, Options

- Replace Maple and Thurston elementary schools with new buildings with a capacity of up to 500 students. These new buildings are not needed to address increasing enrollment, but rather to replace facilities which have reached the end of their useful life.
- Replace roofs on Thurston High School.
- Replace football fields at both high schools with multi-use, all-weather turf.
- Build athletic seating at THS.
- Replace inefficient boilers at five schools.

Example of an Intermediate (0-10 year) Needs, Recommendations, Options

- Improve and upgrade security at each facility, consistent with the Crime Prevention Through Environmental Design (CPTED) recommendations.
- Address heating/ventilation/air quality needs identified at almost every building in the District.

DISTRICT 19 SPRINGFIELD Public Schools

For further information, contact Steve Barrett, 726-3267 or sbarrett@sps.lane.edu.

"The Facilities Plan reports the Committee's findings," stated FAC chair John Lively. *"It is up to the Board and the community to determine what next steps will be taken, which parts to implement, when and how."*

Eight Issues in the Facilities Plan

1) Adjusting school capacities and boundaries to ensure optimum numbers of students in each school.
2) Providing safe, healthy, and secure campuses for all student and employees.
3) Providing adequate technological infrastructure and support for educational initiatives and instructional programs.
4) Replacing or modernizing dated, dilapidated, or high-cost facilities.
5) Improving the educational effectiveness of District classrooms through day-lighting, thermal comfort, and acoustics.
6) Improving and adding outdoor facilities, including athletic and recreational fields, playgrounds.
7) Reviewing all vacant property to determine if any should be sold or developed for nonschool use, and using any proceeds to purchase future school sites or for repairing or extending the life of existing schools.
8) Addressing future and unmet programmatic facility needs.

*Facilities Advisory Committee

In response to the Springfield Quality Education Model, staff created the Facilities Advisory Committee (FAC) to research and bring recommendations to the School Board about Springfield school buildings and campuses. Throughout 2005 the FAC, eight community volunteers and six staff, met twice monthly to evaluate school environments and to identify Immediate, Intermediate, and Long-term needs. The Committee assessed each school, based on Crime Prevention through Educational Design recommendations and facility-evaluation reports by Dull, Olsen and Weeks architectural firm. They reviewed the Americans with Disabilities Act and conducted in-depth research regarding best school environments. Members visited schools, talked to maintenance staff, surveyed employees and conducted public input forums. From this year-long intensive study and research, the Facilities Advisory Committee developed the Facilities Plan.

SPRINGFIELD SCHOOL DISTRICT
LONG RANGE FACILITY PLAN
EXECUTIVE SUMMARY
MARCH 10, 2006

In November of 2004, the Springfield School District Facility Advisory Committee was formed for the purpose to review and study all District facilities and sites leading to recommendations on a long-range plan addressing current and future needs for consideration of the School Board. This review was prompted by changes in the District since the release of the 2002 Sites & Facilities Report and the continued focus on the Springfield Quality Education Model (S-QEM) as it relates to the importance of sites and facilities. The S-QEM specifically says in addressing the learning environment: "Create an environment that fosters the well being of our students, staff, and community. Aim to construct new facilities and remodel existing facilities in collaboration with community partners to meet District and community needs."

The members of the committee were Bill Bowers, Bill Davis, Steve Dustrude, Neal Forrester, Jennifer Heiss, John Lively, Don Lutes, Bill Medford and Gary Ross. In addition the committee was supported by Fred Tepfer, architect consultant from the University of Oregon and Springfield School District staff of Steve Barrett, Jeff DeFranco, Will Lewis, Nancy Schmidt, Bruce Smolnisky, John Saraceno, and Brett Yancey. Since November 2004, the committee has met 29 times to gather and understand all the information needed to recommend the final plan.

The process included reviewing and understanding the current condition of all sites and facilities throughout the District, trends occurring within the District and community over the next decade, survey information obtained from user groups in each school, input from community members, the latest information on education from current literature and other similar items to establish a common knowledge base for all committee members. Based on that common understanding the committee:

1. Established criteria to assess each school building to determine baseline as of today,
2. Developed eight long-term planning issues to guide discussions around potential options to address needs going forward,
3. Based on the long-term planning issues, developed an extensive list of possible options for each issue to guide final recommendations, and
4. Held a public conversation to review the eight long-term planning issues for completeness. In addition, we communicated regularly with each facility staff to seek their input as to key issues and potential recommendations. Completed the public input process by holding five public meetings to review and test the key issues and list of potential options.

All the materials developed from this process are part of the long-range sites and facility plan being presented to the school board. However, of particular note is the 2005 Building Assessment "Bookends Evaluation," which shows an overall snapshot of building needs based on the established criteria and ranking buildings by those needing immediate attention, to those that have longer term value with the need for less immediate investment. Ultimately, this baseline of buildings is a key component of the recommendations being made and clearly shows the need to continue to make key investments in buildings in order to extend the useful life of all District facilities.

SITES & FACILITIES LONG-RANGE PLAN

A summary of our recommendations is listed below, with all the detailed information available within the complete report.

- **Key recommendations for addressing immediate (0 – 3 years) District needs.**

1. **Operations & Maintenance Projects**. The District has identified $3,781,510 worth of non-bondable deferred maintenance projects that have high priority. These projects are critical to maintaining and extending the life of existing facilities and for maintaining the appropriate learning environment as described in the S-QEM. The District should identify and commit resources on an annual basis in order to address these immediate needs and insure financial support for similar needs which will continue to arise as the District facilities age.
2. **Adjusting school capacities and boundaries to ensure optimum numbers of students in each school** - Add capacity to Mt. Vernon and Riverbend by constructing final additions; adjust boundaries between Mt. Vernon, River Bend, Douglas Gardens, Ridgeview and Thurston Elementary in response to shifting school populations in East Springfield; begin process for reaching final decisions on school closures based on enrollments, costs to operate and other changes occurring throughout the District.
3. **Replacing or modernizing dated, dilapidated or high-cost facilities**. As highest priorities the committee recommends the District move forward with plans to replace Maple and Thurston Elementary schools with new buildings with a capacity of up to 500 students and to replace roofs on Thurston High School. These new buildings are not needed to address increasing enrollment, but rather needed to replace facilities which have reached the end of their useful life. In addition, several key policy decisions need to be made in conjunction with any new construction (see Key Policy Issues). In addition the committee recommends that the District move forward on developing a strategy for replacing Hamlin Middle School, recognizing that at this time the two elementary schools are the highest immediate needs.
4. **Improving and adding outdoor facilities, including athletic, recreational fields and playgrounds.** – As highest immediate priorities, the committee identified building athletic seating at Thurston High School; replacing football fields at both high schools with multi-use all weather turf; replacing both high school tracks, and replacing the field lights for school and city activities at the Hamlin fields.
5. **Reviewing all vacant property for long term District needs.** – The committee recommends that the District move forward with buying property in southeast Springfield to address the growing needs based on housing being constructed in that part of the city. If possible, this purchase should be made in conjunction with Team Springfield partners, who may be interested in co-locating facilities. In addition, continue purchasing property at landlocked sites, and sell/and/or develop the Rainbow site. The committee strongly recommends that any proceeds from selling or developing sites continue to be dedicated for future land needs, versus other District operational budget needs.

- **Key recommendations for addressing longer term (0 – 10 years) District needs.**
  1. Close Goshen and/or Mohawk based on a thorough review and application of criteria established by District (if enrollment falls below 50 students).
  2. Build an elementary school in Southeast Springfield, if population growth necessitates.
  3. Rebuild Thurston High School instructional core to provide additional and updated classrooms.
  4. Reevaluate Briggs and Thurston Middle Schools to determine if renovation, expansion, or replacement is needed.
  5. Continue evaluation of District vacant properties to include potential development of District/community use of the Reed site, the Clearwater site, and the old Thurston Elementary site, if the new elementary school has been moved to a new site.
  6. Identify a facility for a Community Service Center (health services, Brattain House services) and other instructionally related District services (alternative education, special education, teen parent services, etc.). Serious consideration should be given to using an existing educational facility which is no longer needed for daily classroom instruction for this need before consideration of constructing a new facility for these specific needs.
  7. Improve and upgrade security at each facility, consistent with the Crime Prevention Through Environmental Design (CPTED) recommendations and address HVAC needs identified at almost every building in the District.

In addition to the items summarized above, we recommend the District consider the 11 key policy discussion items we have outlined in detail as part of the report in any deliberations around our key recommendations and put a process in place to review progress on this plan at least every three years and sooner if recommended solutions can not be achieved.

The committee appreciates the opportunity the District has provided us to make these recommendations and will continue to be available to clarify and discuss the report going forward.

FACILITIES ADVISORY COMMITTEE PRIORITIES

March 14, 2006

	IMMEDIATE	INTERMEDIATE	LONG-TERM
	0 – 3 years	**0 – 10 years**	**10 years plus**
Issue 1: Adjusting school capacities and boundaries to ensure optimum numbers of students in each school.	Adjust boundaries to balance enrollment, in relationship to facility size, between Mt. Vernon, Riverbend, Douglas Gardens, Ridgeview, and the new Thurston Elementary School. Construct final two-classroom additions to Mt. Vernon and Riverbend for additional educational space. Begin discussion of school closure enrollment limit; define viable school. Recommend efficient school sizes of 450 at elementary level and up to 650 at the middle school level.	Close Goshen and Mohawk if student numbers do not allow the school to be educationally viable as defined: Close Mohawk if student enrollment drops below 50. Close Goshen if student enrollment drops below 50 at the K-5 level. Build new elementary in southeast Springfield if population growth necessitates.	Based on enrollment consider closing Springfield Middle School. Students will shift to Hamlin and possible expansion of either Thurston Middle School and Springfield Middle School. Consider consolidating Camp Creek and sending students to Walterville.
Issue 2: Providing safe, healthy, and secure campuses for all students and employees.	Crime Prevention Through Environmental Design (CPTED) recommendations: surveillance systems at middle schools and network high schools to centralized server. Card identification system and keyless locks at the high schools. Retrofit classrooms to be able to lockdown from the inside of the classroom at needed sites. Parking improvements and expansion coupled with traffic reduction at Guy Lee, Page, Centennial, Douglas Gardens Fire safety sprinkler system included in new facilities Continue implementing indoor air quality assurances and system upgrades.	Seismic studies: facilities as prioritized by initial seismic screening (Hamlin, Briggs, Springfield High School, Administration Building, etc.). Security monitoring to centralized server. Provide backup power at facilities. Install fire safety sprinkler system at schools with supporting infrastructure already in place.	Install fire safety sprinkler system at remaining schools.

	IMMEDIATE	INTERMEDIATE	LONG-TERM
	0 – 3 years	**0 – 10 years**	**10 years plus**
Issue 3: Providing adequate technological infrastructure and support for educational initiatives and instructional programs.	Install wireless networks at middle schools and high schools. Retrofit computer labs to provide adequate cooling and power. Use split systems to remove extra heat from computer labs. Develop strategy for responding to heat build up from technology. Address current needs for fiber networks. Upgrade facility power and network connection lines in facilities.	Install wireless networks at elementary schools. Identify dedicated technology rooms for networking and system support. Increase electrical outlet access. Expand fiber network to additional schools. Retrofit learning environments to accommodate technology-based instructional tools. Assessment to upgrade District-wide (network based) phone system to VOIP (Voice Over Internet Protocol).	
Issue 4: Replacing or modernizing dated, dilapidated, or high-cost facilities.	*PHASE 1:* Replace Maple on existing site with a building capacity of up to 500 students. Replace Thurston Elementary School on the East Thurston site with a building capacity of up to 500 students. New elementary schools will include space for computer labs, family centers, special education, and community space. Master plan East Thurston site for future elementary and middle schools. Replace roofs at Thurston High School. Address immediate ADA needs. Improve interior room finish (floor, paint, ceilings) at neediest sites	Rebuild THS instructional core to provide additional and update classrooms. Accommodate ADA as facility changes require (remodel and program access). Revaluate Briggs & Thurston Middle School and determine if renovation, expansion or replacement is needed. Improve interior room finish (floor, paint, ceilings) at neediest sites. Repair/remodel Springfield High School metals building. Replace playground equipment.	Replace District Administration Building. Accommodate ADA as facility changes require (remodel and program access). Determine if there is an additional need for a middle school at the master-planned East Thurston site. Improve interior room finish (floor, paint, ceilings) at neediest sites

	IMMEDIATE	INTERMEDIATE	LONG-TERM
	0 – 3 years	0 – 10 years	10 years plus
Issue 4: Replacing or modernizing dated, dilapidated, or high-cost facilities (cont).	*PHASE 2:* Replace Hamlin on current Hamlin/Moffitt site with a building capacity of up to 650 students. Master plan the site and build the school so it can be expanded in the future. If a new Maple is built, consider the following options based upon enrollment and condition of remaining schools in the downtown core area. (a) Close Moffitt and redistribute students to the new Maple, Brattain, and Centennial (b) Close Brattain and redistribute students to new Maple, Moffitt, and Centennial. If a new Maple is not built, consider the following options based upon enrollments and condition of the schools. (a) Close Maple and redistribute students to Brattain and Moffitt. (b) Close Moffitt and redistribute students to Maple, Brattain, and Centennial. (c) Close Brattain and redistribute students to Maple, Moffitt, and Centennial.		
Issue 5: Improving the educational effectiveness of District classrooms through daylighting, thermal comfort, and acoustics.	Replace and/or expand heating and ventilating (HVAC) systems in five buildings (Walterville, Thurston High School, Thurston Middle School, Springfield Middle School, and Camp Creek). Address Springfield High School and Briggs Middle School day lighting issues. Replace boilers in five schools (Thurston Middle School, Springfield Middle School, Brattain, Yolanda, and Centennial). TMS and SMS have two boilers.	Day lighting projects as recommended. Some facilities suffer from not enough day lighting while other facilities require a reduction of day lighting through reglazing of windows and other strategies. Address acoustics needs at classrooms, Provide adjustable lighting to integrate with presentations materials. Implement comprehensive energy strategy and make recommended building improvements.	Provide cooling, as needed, to support

	IMMEDIATE	INTERMEDIATE	LONG-TERM
	0 – 3 years	0 – 10 years	10 years plus
Issue 5: Improving the educational effectiveness of District classrooms through day lighting, thermal comfort, and acoustics. (continued)	New facilities will have variable air volume HVAC to address changing temperature throughout building. Develop comprehensive energy strategy for all buildings.		
Issue 6: Improving and adding outdoor facilities, including athletic and recreational fields, playgrounds.	Build THS athletic seating. Replace two football fields with multi-use all weather turf sports fields (at Springfield High School and Thurston High School). Replace both high school tracks. Replace Hamlin field lights for school and city activities.	Install fire prevention sprinkler system at Silke Field. Master plan park and athletic facilities at Briggs in coordination with Willamalane. Master plan Guy Lee park space with Willamalane. Master plan Agnes Stewart Middle School/Mill Race site as a potential environmental education site in coordination with TEAM Springfield	
Issue 7: Reviewing all vacant property to determine if any should be sold or developed for non-school use, and using any proceeds to purchase school sites for the future or for repairing or extending the life of existing schools.	Buy property in southeast Springfield. Purchase property at landlocked sites (Springfield High School, Springfield Middle School, Maple, Thurston High School, etc.). Sell or develop Rainbow site. Use proceeds from sale of land for purchase of land. Review potential alternative uses for any school recommended for closure.	Develop Reed property as District investment (e.g., convention center, medical offices, housing, etc.). Develop Clearwater site for educational and fundraising purposes (e.g., tree farm, golf course, youth services farm, etc.). Dialog with Team Springfield member agencies for opportunities of a shared facility at Clearwater site. Reconsider Clearwater site if Urban Growth Boundary expanded. Sell or develop old Thurston Elementary School site, if appropriate.	

	IMMEDIATE	INTERMEDIATE	LONG-TERM
	0 – 3 years	**0 – 10 years**	**10 years plus**
Issue 8: Address future and unmet programmatic facility needs.	Upgrade and modify the current district facility to meet the needs of the Academy of Arts and Academics (A^3).	Identify facility for Community Service Center (Health Services, Brattain House services, etc.). Identify facility for instructionally related District services including: alternative education, special education, teen parent services, etc. District instructional services facility and/or Community Services Center can be housed in either a closed elementary school, a new facility in the old footprint of the Brattain House, and/or closed wing of Springfield Middle School.	

SPRINGFIELD SCHOOL DISTRICT
LONG RANGE FACILITY PLAN
KEY POLICY ITEMS

MANAGEMENT OF DISTRICT OWNED PROPERTY

The District owned properties are key assets that serve not only as a places for school facilities and activities, but also, in a much broader context, as community recreation sites and longer term strategic investments for future needs. As such, the committee recommends a broader view of the value these properties can bring to the District and the community at large than has been traditionally recognized. Below are some key points to consider in future discussions regarding school owned properties.

- The Reed and the Rainbow property seem less likely now to be needed for school facilities but are well positioned in the community for other uses. Both should be considered for the ability to maximize any return from the original investment up to and including considering school district or joint development of the sites for long-term, income-producing capabilities. Any development of these sites should also consider the opportunity to create housing that might attract additional student population to the west end of Springfield.
- With the student population growth rate relatively flat but shifting to the east, careful planning and strategic purchasing of sites must be considered for east Springfield.
- As population shifts east, the long-term use of the Guy Lee site should be reviewed in light of the intense commercial uses adjacent to this site.
- All District properties should continually be reviewed for the long-term potential joint use with other community partners ensuring maximum public return on the investment and the ability to enhance the educational environment with other programs.

RE-USE OF EXISTING FACITLITIES

While over time some facilities will reach their useful life and need replacement, others with ongoing maintenance and some remodeling can continue to be used as primary places of learning and/or fill other District needs. With the shifting student population to the east and diminishing population in the rural areas, it is likely the District will have excess school facilities within the intermediate time frame (0- 10 years). Some key considerations need to be analyzed.

- Springfield Middle School and Brattain Elementary are two examples of schools that may not be needed in the long term for traditional classroom instruction, but which are good enough structurally for consideration of other District uses. Some examples of other potential uses include future location for administrative functions, alternative and special education, health services and other similar services that do not necessarily need to be accommodated in each individual building.
- Mohawk and Goshen Elementary schools are both near decision points regarding long-term viability of keeping them open. For Mohawk, certainly, consideration of any opportunity with the neighboring school district should be a consideration. Consideration

for Goshen should include other community uses given the newest building constructed there after the recent fire.

- Key to any long term re-use of District facilities is close cooperation and discussion with other community groups to identify all community programs that might benefit from co-location on existing school sites.

THE ADMINISTRATION BUILDING

The Administration Building on Mill Street is reaching the end of its functional life in its current configuration. As such, the committee has recommended the District begin planning for its long-term replacement at a new location which could be an existing school facility. However, as a location the current building site is in a key community location and so careful analysis should be concluded before any decisions are made regarding the future use of the building and/or the site.

- Any future use of the building and/or site should be part of a larger community discussion regarding the importance of the building and location to overall community goals.
- The District should solicit support of key public partners to be part of any longer range plans for this building and site.

WEST TO EAST STUDENT POPULATION SHIFT

As noted earlier, the student population in the city is shifting east as the majority of new family housing is being constructed in the eastern half of the city. This shift is creating the need for the District to not only consider the construction of an additional elementary school in the eastern half, but also so look carefully at how to accommodate the student population left in West Springfield.

- If the current grade school population could be evenly split into schools of approximately 450 students in existing buildings, no new elementary schools would need to be constructed. However, such a plan would require major boundary adjustments, major transportation issues, and extensive remodeling at some schools that may not be the best long-term sites.
- Key for consideration in this area, though, is what the District would do if ultimately a bond measure is not passed to replace Maple and Thurston Elementary and both those schools become un-usable.
- If a new Maple School is built, it will accommodate more students than currently attending Maple. Any opening of a new school in the western part of the city needs to be coordinated with plans to shift boundaries between the remaining schools to fully utilize the newest facility and eliminate the need for buildings of small population and /or less functional capacity.

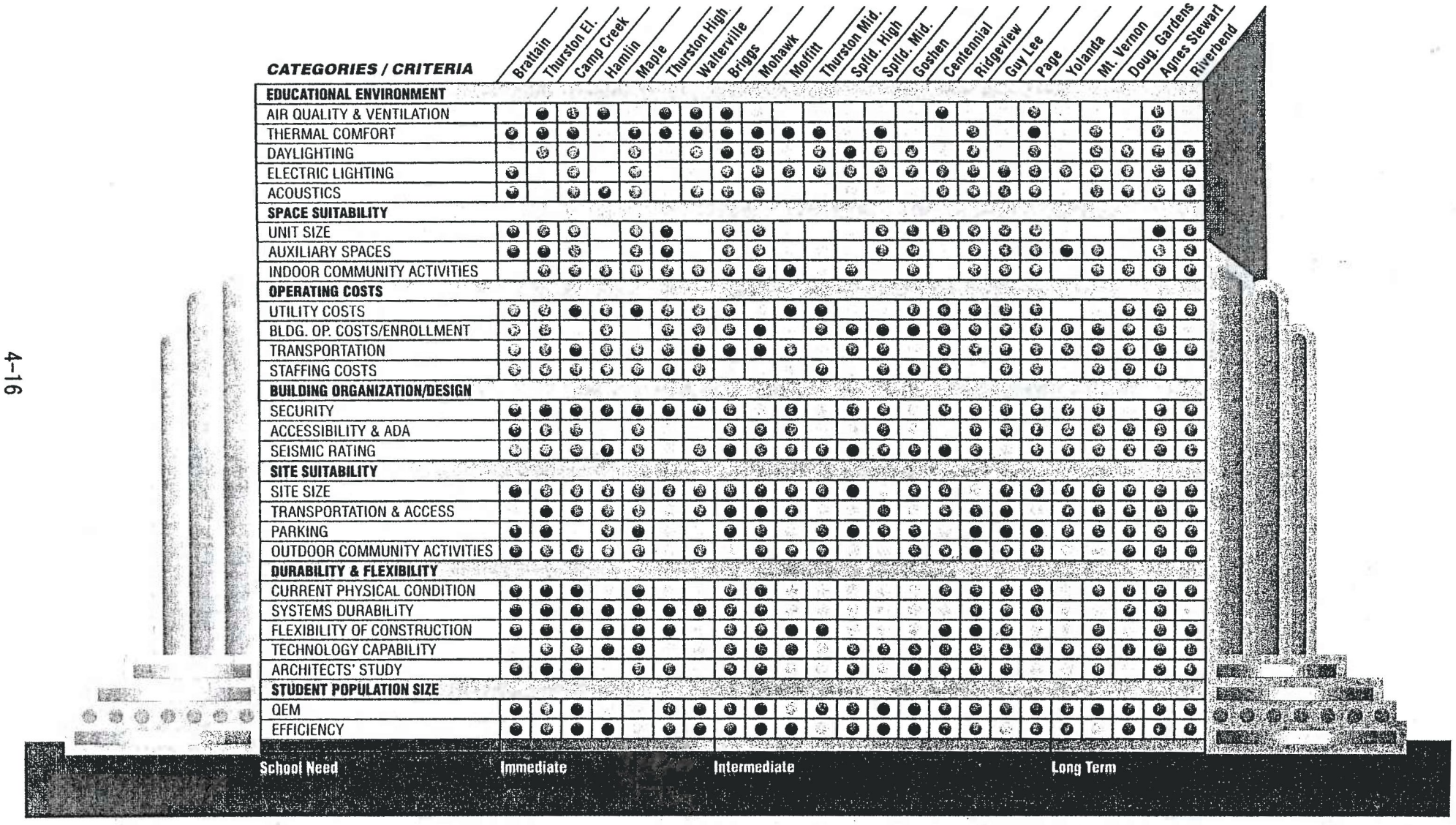
ENERGY CONSERVATION

All current school facilities and certainly any new ones should be built to take advantage of latest technology, allowing for energy conservation and maximum control of the comfort of the in-school environment. The number one issue heard from the staff throughout the District was the inability to control the comfort within the classroom environment. Many needs have already

been identified in existing facilities to replace boilers and/or substantially improve HVAC systems. These need to be part of any overall long-term financing commitment of the District to address, as noted in the immediate and intermediate needs chart. Additional sources of financing these improvements might be available in the form of low interest loans, tax credits, and other similar items available through the utility companies or the Department of Energy.

CONTINGENCY PLAN

As part of adopting a strategy for financing the long-range facility plan, the District should also address a contingency plan to be followed if no new buildings are constructed as recommended. Certainly, any contingency plan will need to consider all potentials for transporting the shifting population to areas where school capacity exists and the buildings can be reasonably assumed to meet the minimum educational needs. In addition, the consideration of other community structures available but not currently used for school uses would need to be identified and considered.


CATEGORIES / CRITERIA
Brattain
Thurston El.
Camp Creek
Hamlin
Maple
Thurston High
Walterville
Briggs
Mohawk
Moffitt
Thurston Mid.
Splfd. High
Splfd. Mid.
Goshen
Centennial
Ridgeview
Guy Lee
Page
Yolanda
Mt. Vernon
Doug. Gardens
Agnes Stewart
Riverbend
EDUCATIONAL ENVIRONMENT
AIR QUALITY & VENTILATION
THERMAL COMFORT
DAYLIGHTING
ELECTRIC LIGHTING
ACOUSTICS
SPACE SUITABILITY
UNIT SIZE
AUXILIARY SPACES
INDOOR COMMUNITY ACTIVITIES
OPERATING COSTS
UTILITY COSTS
BLDG. OP. COSTS/ENROLLMENT
TRANSPORTATION
STAFFING COSTS
BUILDING ORGANIZATION/DESIGN
SECURITY
ACCESSIBILITY & ADA
SEISMIC RATING
SITE SUITABILITY
SITE SIZE
TRANSPORTATION & ACCESS
PARKING
OUTDOOR COMMUNITY ACTIVITIES
DURABILITY & FLEXIBILITY
CURRENT PHYSICAL CONDITION
SYSTEMS DURABILITY
FLEXIBILITY OF CONSTRUCTION
TECHNOLOGY CAPABILITY
ARCHITECTS' STUDY
STUDENT POPULATION SIZE
QEM
EFFICIENCY
School Need
Immediate
Intermediate
Long Term

CRITERIA CATEGORIES

Educational Environment
Research shows that a good physical environment within a classroom improves learning and enhances health. Educational effectiveness depends on a proper acoustics, reasonably comfortable temperatures, proper lighting (electric lighting and daylighting), adequate ventilation, and so forth. We will examine each school's learning environments to see if they help students learn or hinder them.

Space Suitability
The design of the rooms of a school is part of how successful a school building can be. This category includes classroom size, ease of use for community activities, overall school size, and spaces for other activities,

Operating Cost
This category compares the cost-efficiency of schools. Some schools are more expensive than others to operate (per student) because of utilities, staffing, maintenance, transportation, or other reasons. A close examination will compare schools and also estimate how big an investment is needed to reduce operating costs to a reasonable level.

Building Organization & Design
The layout of a school can affect safety, security, and accessibility. Building entrances, main offices, hallways, floor levels, restrooms, and other building elements can make a school less safe and more difficult to learn and work within. We will look at each school to ensure that it provides a safe, healthy, place to learn and work that is accessible to all.

Site Suitability
School locations and outdoor areas are important to the success of quality education within them. Sites need to be large enough for a variety of outdoor uses from playgrounds to parking. They need to be located for safe and convenient transportation to and from schools. They may or may not be usable by the community. We will examine each school to determine whether its site is suitable for its purpose.

Durability and Flexibility
Some schools are built with better materials and systems than others. Some schools are more worn out that others. A school may be in good condition, but lacks enough flexibility to allow for future change or to keep up with recent and current changes. We will examine studies of the physical condition of each school to determine whether it is worth investing more money in it.

Student Population Size
The Oregon Quality Education Model identified preferred student enrollment sizes for schools by level: elementary – 400, middle – 600, and high – 1500. An efficiency model calculated desired enrollment by level: elementary – 450, middle – 650, and high – 1500.

2004-2005 FACILITIES ADVISORY COMMITTEE
Long-Term Planning Issues and Options
for Improving Schools as Places of Learning (S-QEM Goal #4)

Issue 1: Adjusting school capacities and boundaries to ensure optimum numbers of students in each school.

- Student academic performance is linked to school size according to many research studies. This consideration balanced by efficient use of administrative and support staff has led to the following targets for school size: elementary schools at 450 students, middle schools at 650 students, high schools at 1,500 students.

- This balanced approach should improve academic outcomes, and if schools are kept close to these numbers, should also create efficiencies that allow more operating budget to be put into classroom activities and less into administration and building support.

Possible Options:

- In Phase 1, replace schools as fast as is financially feasible, starting with the oldest and/or with the most worn out. Replace with ultra high-efficiency schools, allowing more resources to be put into instruction. In Phase 2, begin major upgrades at "keeper" schools.
- Close small outlying schools: Goshen, Mohawk and Camp Creek or establish minimum size.
- Rent school classrooms at Mohawk, Goshen, or Camp Creek to other districts or non-profit organizations.
- Close SMS and send students to HMS, BMS, and ASMS.
- Retain SMS as alternative education facility.
- Retain SMS as elementary or middle school during construction of new Maple, Moffitt, or Hamlin.
- Change Douglas Gardens boundary to send students north of Main Street to Riverbend.
- Change Mt. Vernon boundary to send more students to Riverbend.
- Close Brattain as K-5 and send current students to Moffitt and Maple.
- Retain Brattain as K-5.
- Retain Brattain for other District uses.
- Build additions on Mt. Vernon and Riverbend to serve special services students and/or future growth.
- Convert an elementary or middle school into an alternative education facility.
- Replace Thurston Elementary on District-owned site at Bob Artz or on existing site.
- Remodel Camp Creek and Goshen elementaries and operate as K-8 schools.
- Mothball Camp Creek and Mohawk and enhance Walterville's K-8 program
- Add four-classroom module to BMS to accommodate additional students.
- Replace Maple Elementary on existing site and retain existing fields.
- Retain Maple Elementary on existing site.

Possible Issue 1 Options continued

- Demolish Springfield Middle and construct new "central" elementary on site to accommodate Moffitt and Brattain students. Retain fields and infrastructure.

- Demolish existing Moffitt and construct new Hamlin Middle on former Moffitt site.
- Demolish Hamlin, retaining present fields and parking.
- Rehabilitate Thurston High School library/administration, and add two-story classroom building south and southeast sides of school. Convert south side of school for entry and major parking, use west side for drop-off and staff parking.
- Replace Thurston Middle School on existing site. Retain fields.
- Close, rent, or mothball Mohawk Elementary.
- Add two classrooms to Riverbend.
- Add two classrooms to Yolanda
- Demolish Brattain House and relocate agencies to Brattain Elementary. Develop plan for re-use of site.
- Establish enrollment/operating cost standards for rural schools, to apply to Camp Creek, Goshen, Mohawk, and Walterville. Close/consolidate schools as needed to remain within established standards for rural schools.
- Identify site for future South Springfield High and additional elementary school in SE Springfield. (Jasper-Natron)

Issue 2: Providing safe, healthy, and secure campuses for all students and employees.

- Healthy, safe students and employees can concentrate their attention on the task at hand, the education of the students. Buildings can detract from this through safety issues (fall risks, glass hazards, earthquake risk), security issues (securable entries, supervisable common areas), health issues (indoor air quality, safe building materials), and transportation issues (safe arrival and drop-off, walkable neighborhoods).

Possible Options:

- Install sprinkler system at Silke Field grandstands.
- Continue district-wide identification of technology infrastructure needs for security.
- Further implement recommendations for the Crime Prevention Through Environmental Design report for each school.
- Develop additional security measures, e.g., card identification systems, keyless locks, classroom locks, remote monitoring video equipment, security cameras, electric locks on main school doors and bus-tracking and security systems of schools.
- Survey and plan for seismic upgrades to Administration Building and all older schools.
- Develop a storage facility that can also house emergency supplies/food/equipment as needed.
- Address traffic flow issues at Guy Lee, Centennial, Thurston Elementary, Douglas Gardens, and THS
- Continue air quality measuring and data collection.
- Do detailed seismic analysis of the Administration Building, Hamlin, Briggs, and Springfield High School
- Do seismic upgrades at Centennial, Goshen, Guy Lee, Thurston High School within three-to-six years
- Do seismic upgrades at Douglas Gardens, Maple, Moffitt, Mohawk, Walterville, and Yolanda within six-ten years.
- Start a program to install fire sprinklers in all schools, with a Phase 1 goal of 50% coverage of District schools, and 100% coverage in Phase 2.

Issue 3: Providing adequate technological infrastructure and support for educational initiatives and instructional programs.

- Students and teachers need current tools for learning, ranging from computers and other electronic technology to specific equipment related to technical training. Learning without appropriate tools and technology is slower and the outcomes are less effective in the workplace.

Possible Options:

- Provide capital improvement funds for each school to allow for changing educational computing needs.
- Continue development of fiber optics network in Springfield schools.
- Continue development of back-up centers for District computing.
- Update District computer room.
- Develop wireless systems.
- Develop videoconferencing capabilities.
- Replace network hubs with switches.
- Provide UPS (uninterruptible power source) for all facilities.
- Continue developing fiber optics network for District technology to support instruction program and security in schools.

Issue 4: Replacing or modernizing dated, dilapidated, or high-cost facilities.

- Research shows that students learn better in high-quality buildings (as perceived by students and teachers). Improvement of building quality improves educational outcomes directly as well as reducing building operating costs so that more of the budget can be directed to classroom activities. Investment in durable, maintainable materials and systems will result in buildings with long useful lives.

Possible Options:

- Replace Thurston Elementary within two years on site or at District's east Springfield property.
- Do major building upgrades at Brattain and Maple.
- Combine the current Maple and Brattain student populations (with some to Moffitt) and build a new school (phased) at the current Maple site.
- Replace the THS instructional core with multi-story classroom and library wing.
- Re-design Guy Lee, Centennial, page, and Thurston High School parking areas for additional parking and to address entry/exit issues.
- Construct a storage facility at the Maintenance/Transportation Center to house District stock goods now at old Mt. Vernon gym, 525 Mill Street, and schools.
- Construct major building upgrades at Hamlin.
- Close Camp Creek and send students to Walterville.
- Retain Camp Creek as K-8 and replace building except for gym.
- Pave roadways at the District Maintenance/Transportation Center to reduce mud and dust.
- Build planned for additions to Mt. Vernon and Riverbend for new special ed classes and/or growth.
- Close SMS and send students to Hamlin, Briggs and Stewart.
- Close Goshen. Send middle school students to SMS.
- Retain Goshen as K-8 and replace building except for new gym.
- Re-use a building for, or develop a site for alternative education programs.
- Improve interior room finishes in oldest, most run-down schools, including floor finishes, interior paint, ceilings, etc.
- Replace Administration Building.
- Execute phased replacement of worn out classroom furniture.

Issue 5: Improving the educational effectiveness of District classrooms through daylighting, thermal comfort, and acoustics.

- Better classroom environments help students learn. Good room acoustics, daylighting and windows, and thermal comfort can improve learning in measurable ways

- Students who can't hear clearly don't learn well, and better room acoustics can help increase learning as well as reduce teacher stress and burnout. Moderate adjustments to classrooms can make large differences in student learning.

- Learning is enhanced when room temperatures are comfortable, typically between 66 degrees and 78 degrees. Better heating, cooling, and ventilation systems can also reduce noise levels and increase indoor air quality as well as improving instructional budgets by saving energy costs.

- Daylighting and windows also enhance learning. This improvement in academic outcomes is significant relative to the small cost of providing daylight through windows and skylights.

Possible Options:

- Improve thermal comfort with heating/ventilating upgrades at schools that report major thermal discomfort, with a goal of providing classroom temperatures within the range of 68° to 76° during instructional hours/seasons.
- Study energy systems at schools with highest per-student or per s.f. energy costs, modify HVAC systems to bring costs down to district average or lower
- Do technical analysis of heating/venting systems at Brattain, Thurston Elementary, Hamlin, Centennial, Camp Creek, Maple, Briggs, Moffitt, Mohawk, Springfield Middle, Thurston Middle, Walterville, and Thurston High School for immediate term action.
- Do technical analysis of HVAC systems at Goshen, Yolanda, Douglas Gardens, Guy Lee, Maple, and Riverbend for intermediate action.
- Close older schools or replace older school HVAC systems with newer, more-efficient systems.
- Mitigate super-heating problems at Maple Elementary School.
- Add air conditioning to Briggs Middle School.
- Add air conditioning to Centennial Elementary.
- Replace water piping at Springfield High School.
- Add air conditioning to all schools.
- Improve room acoustics by replacing or adding acoustical materials in classrooms in all schools, budgeting $100,000 per elementary school, $150,000 per middle school, and $250,000 per high school
- Improve daylighting by adding windows and skylights at Centennial, Douglas Gardens, Guy Lee, Yolanda, Briggs, and Springfield High. Provide better daylight control and reduce glare with exterior shading devices and/or decrease in windows at Page, Goshen, Maple, Moffitt, Hamlin, Springfield Middle, Thurston Middle, and Thurston High.
- Use utility incentives, BETC credits, and SELP loans to finance these elements so that bond dollars are minimized.
- Invest aggressively in occupancy sensors, daylight sensors, occupancy control of temperature, and other leading-edge energy conservation strategies.

Issue 6: **Improving and adding outdoor facilities, including athletic and recreational fields, playgrounds.**

- Learning occurs outdoors as well as in the classroom, and through physical activity as well as through academics. Physical and outdoor activities are key to student health and well-being. Safe, adequate, suitable facilities are an essential part of this aspect of the educational environment.

Possible options:

- Upgrade field turf at Silke and THS to all-weather turf for lighted soccer and football.
- Upgrade Silke track surface.
- Upgrade THS track surface.
- Replace lights at Hamlin field for safer light poles and higher directed light output.
- Master plan the Willamalane soccer fields access with Guy Lee Elementary parking needs.
- Develop softball fields at ASMS, Mt. Vernon, and Riverbend.
- Develop tennis courts, outdoor basketball, playing fields, and master plan the east Thurston (Bob Artz Park) property for elementary/middle configuration and playing fields for soccer, softball, and baseball.
- Retrofit the gym at old Mt. Vernon (42nd Street) for community/Willamalane/Head Start use.
- Work with Willamalane to master plan the park and athletic facilities at Briggs.

Issue 7: Reviewing all vacant property to determine if any should be sold or developed for non-school use, and using any proceeds to purchase schools sites for the future or for repairing or extending the life of existing schools.

- Sale of vacant property that has no apparent future use for Springfield schools can provide resources that will directly support and improve education. By the same token, preservation of needed vacant land, and purchase of land that may be needed in the future, will save money in the long run.

Possible Options to Sell, Lease, or Retain:

- Clearwater (Fix) – Clearwater Lane (19.27 acres)
- East Thurston (Michaels) – 7807 Thurston Road (65 acres)
- 736 G Street (.28 acres)
- 812 G Street (.18 acres)
- Old 42nd Street School (2.32 acres)
- Rainbow (Chase) – Rainbow Drive (13.54 acres)
- Reed site - Flamingo Drive (10 acres)
- 28th Street (7 acres)
- 611 Main Street, 637 Main Street (.71 acre)
- 810 7th Street (.10 acres)
- Brattain House - 1030 G Street (2 acres)
- If new site in Southeast Springfield is acquired, sell Clearwater and/or Rainbow properties.

Possible Options to Purchase:

- Buy properties adjacent to either SHS or THS (when available)
- Property in Southeast Springfield (Jasper-Natron) for elementary school.
- Property in Southeast Springfield (Jasper-Natron) for high school.

YOLANDA ELEMENTARY SCHOOL
2350 Yolanda Avenue
Springfield, OR 97477

HISTORY

- Constructed in 1963
- No additions 10 acres
- 45,121 sq. ft.
- Enrollment 9/30/05: 428
- Capacity: 450
- Functional Capacity: 375

STAFF COMMENTS – What Works

- Good lighting
- Covered play structure
- Offices between classrooms
- Abundant fresh air
- Exterior doors in classrooms
- Good eating
- Center areas are nice for mini-lessons, min-computer labs, etc.
- Adequate eating & desks
- Large playground

STAFF COMMENTS – What Doesn't Work

- Heating system inconsistent, bad control
- Lack of windows, daylight
- Cafeteria too small
- Classrooms too small, crowded
- Stale air, no ventilation control, lack of operable windows
- Inadequate storage
- Centers of pods don't work
- Moveable walls, no outlets noise, etc.
- Breezeways instead of corridors
- Need new furniture
- Ant infestations

WHAT TO CHANGE

- More windows, windows that open
- More classrooms, more space
- Fix the heating system'
- Larger cafeteria
- Enclose hallways
- More storage

ARCHITECT'S REPORT – Building Needs

High Priority

- Reroof building, including covered walkways.
- Install fire sprinkler system
- Replace windows & glass

Moderate Priority

- Renovate student restrooms (2 total to provide ADA access). Assume a major project to expand one pod to accomplish this without taking classroom space.
- Renovate gym/cafeteria & kitchen interior.

Lower Priority

- Replace older VAT floor coverings.
- Replace older carpeting.
- Replace older ceiling tile.
- Renovate interior of classrooms, offices, hallways: finishes, casework, doors, floor coverings, including possible infill of the movable walls.

Mechanical, Plumbing & Electrical Recommendations

- Nothing required based on the mechanical field survey of 2004.
- Emergency lighting.

CPTED RECOMMENDATIONS

- Enlarge office area & remodel for better surveillance of entry.
- Install emergency exits in offices of principal & secretary.
- Attach classroom pods to limit visitor access to office area.
- Convert breezeways into glassed-in hallways with pitched roofs.

BRIGGS MIDDLE SCHOOL
2355 Yolanda Avenue
Springfield, OR 97478

HISTORY

- Constructed in 1963
- No additions
- 19.06 acres
- 93,303 sq. ft.
- Enrollment 9/30/05: 552
- Capacity: 580
- Functional Capacity: 546

STAFF COMMENTS – What Works

- Natural light & windows
- Fresh air, good ventilation via windows
- Good lighting
- Adequate room size

STAFF COMMENTS – What Doesn't Work

- Thermal comfort, inadequate heat, lack of control
- Lack of windows in some areas
- Ventilation, fresh air
- Roof leaks

STAFF COMMENTS – What To Change

- Add windows and/or skylights
- Temperature controls
- Provide better ventilation

ARCHITECT'S REPORT – Building Needs

High Priority

- Do a seismic evaluation of the masonry walls; make recommendations for safety upgrades.
- Install fire sprinkler system.
- Major roofing project. Include improvement of the greenhouse roof cover at the science wing. It is not weather tight.
- Evaluate areas of the building where single-pane glass should be replaced with safety glass.
- Construct area separation walls to define fire areas per current code.
- Replace older wood & rusted metal windows on the south wall of the building.
- Renovate student restrooms to provide ADA access (1 each boys & girls).

Moderate Priority

- Replace run-off wall pads in both gyms.
- Renovate interior of locker rooms.
- Replace VAT floor in small gym with rubber athletic floor.
- Refinish large gym wood floor. Prep & repaint exterior walls at east, south & west walls.
- Replace classroom casework specialties such as window coverings, tack surface, marker boards, etc.

Lower Priority

- Replace older VAT floor coverings.
- Replace older carpeting.
- Replace older ceiling tile.
- Renovate interior of commons.
- Renovate hallways including new ceilings, wall finishes (some display cabinetry) & floor finishes.
- Replace exterior doors.
- Parking lot expansion/improvement project.

Mechanical, Plumbing & Electrical Recommendations

- Provide cooling to computer labs.
- Emergency lighting.
- Replace electrical service

CPTED RECOMMENDATIONS

- Contain entry area with wrought iron fencing along north face of courtyard area.
- Install gates with emergency egress hardware at east & west end of this fencing.
- Modify office area so eastern end becomes primary reception area.
- Install electronic controls on entry gates, requiring visitors to communicate with staff before gaining access.

SITES AND FACILITIES HISTORY
June 2004

YEAR	PROJECT	MONTH/YEAR	CONTENT
1987	Ridgeview Elementary - 8 classroom addition completed	September 1987	High enrollments in east Springfield and the closure of Thurston Elementary attendance area brought need for increased space.
1988	Sites & Facilities Committee, Art Paz, chairman	June 1988	Specific recommendations for landholdings, remodeling Mohawk Elementary, and providing a portable classroom for Mt. Vernon.
1988	Purchase 1124 N. 9th	July 1988	As per Sites and Facilities recommendation, to expand SHS site.
1989	Old Mt. Vernon portable complete		As per the Sites and Facilities recommendations, a portable classroom was purchased and placed at Mt. Vernon (42nd Street).
1989	Mohawk Elementary Remodel complete		As per Sites and Facilities recommendation, Mohawk Elementary remodeled.
1990	Purchase 1093 D Street	January 1990	As per Sites and Facilities recommendation to expand Brattain Elementary site.
1990	Purchase 919 J Street	April 1990	As per Sites and Facilities recommendation, to expand SHS site.
1990	Purchase 1082 C Street	May 1990	As per Sites and Facilities recommendation to expand Brattain Elementary site.
1990	Summary and recommendations, architects' reports		Summary of major and/or minor improvements listed by school as presented by local architects.
1991	Attitudes & opinions of District employees	April/May 1991	Mar%Stat Market Research, Vol. A-District Residents, Vol. B-Employees, Vol. C-High School Students
1991	Sites & Facilities Committee, John Lively, chair	June 1991	Made recommendations that were incorporated into District bond proposal.
1992	School District Facility Siting Analysis, L-COG	April 1992	Short and long term enrollment projections, Educational Capacity Analysis, Site Analysis of Sites 8 acres and larger in Springfield
1992	Springfield Tomorrow	January 1992	A strategic plan expressing broad goals and strategies for the community of Springfield
1992	The Attitudes and Opinions of Residents, Springfield Tomorrow Project, Mar%Stat Market Research	April-August 1992	Cumulative scores for ranking/community values, "a strong education system"
1992	Purchase of site in east Thurston from Michaels' family (76.5 acres)	September 1995	11.3 acres traded to Willamalane as part of Bob Artz trade (1996). Remaining site is 65.2 acres.
1993	School District Voter Survey, Moore Information	January 1993	Lack of funding identified as District's leading problem, followed by overcrowding, lack of parental support, lack of discipline, and drugs. A $30 million bond measure was more popular than a $40 million bond (55% to 32%). Opposition was from older voters.
1993	Purchase 812 G Street	September 1990	As per Sites and Facilities recommendation, to expand SHS site.
1993	Purchase 736 G Street	November 1990	As per Sites and Facilities recommendation, to expand SHS site.

SITES AND FACILITIES HISTORY
June 2004

YEAR	PROJECT	MONTH/YEAR	CONTENT
1994	Report to Springfield School District, telephone survey (309 residents), Nan Heim & Associates, Portland	January 3-7, 1994	*$36 million bond measure 47% in favor, 39% opposed, 13% unsure; *voters closely divided in measure; *46% gave Springfield Schools an A or B grade; *Respondents more supportive of renovating and repairing than of building new schools; *63% agree: "No point in new schools if can't afford teachers."
1994	Bond Election	September 1994	Successful election for $37.7 million bond.
1995	Purchase of Gorrie site	March 1995	Site for Agnes Stewart Middle School
1995	Technology wiring upgrade, all facilities	1995-97	Bond project
1995	Capital Improvement Program, management plan, Heery International	March 29, 1995	Research and analysis of issues affecting the $37.7 million bond project passed in September 1994, including budget review.
1995	Purchase of Callis site	October 1995	Site for Mt. Vernon Elementary School
1995	Maple roof	1995-1997	Replace roof at Maple.
1995	Douglas Gardens roof	1995-1997	Replace roof at Douglas Gardens.
1995	Thurston High library	1995-1997	Bond project
1995	Thurston Hgih technical changes	1995-1997	Bond project
1995	Brattain roof	1995-1997	Replace roof at Brattain.
1995	Thurston High School roof	1995-1997	Replace part of Thurston High roof.
1995	Springfield Mid paving	1995-1997	Bond project
1995	Silke Field blacktop	1995-1997	Resurface Silke Field blacktop.
1995	Yolanda backflow	1995-1997	Yolanda backflow doghouses
1995	Page backflow	1995-1997	Page backflow doghouses
1996	Acquisition of Bob Artz site, trade with Willamalane	May 1996	Site for Riverbend Elementary School secured.D47
1996	Duncan and Brown, real estate analysts		Potential alternatives for old Mt. Vernon School: *removing property and selling; *retaining property and utilizing existing building for school purposes; *retaining property and leasing
1996	District Boundary Hearings, Boundary Booklet Revised		New boundaries set after public hearings to accommodate new school attendance areas.
1996	Asset Management Study, Reed & Associates	August 1996	Review of land-use status of District vacant property landholdings.
1996-97	51st Street development complete		Joint project between school district and city (CDBG funds) to develop 51st Street.
1997	SHS Improvements complete, auditorium and classrooms	August 1997	Bond project
1997	Agnes Stewart Opens	August 1997	Bond project
1997	Thurston High School improvements completed	August 1997	Bond project planned with LCC to provide two LCC classrooms at THS.
1997	Mt. Vernon Opens	August 1997	Bond project
1997	Riverbend Elementary Opens	August 1997	Bond project

SITES AND FACILITIES HISTORY
June 2004

YEAR	PROJECT	MONTH/YEAR	CONTENT
1997	Sale of Rolling Oaks site	September 1997	As per Sites and Facilities recommendation, the 40-acre site was sold.
1997	System Inventory, Reed & Associates	December 1997	Review of land use status of all schools and landholdings.
1997	Thurston Middle windows	1997-1999	Replace windows at Thrston Middle School.
1997	Camp Creek gym	1997-1998	Replace gym siding.
1997	Hamlin courtyard	1997-1998	Install drainage system in Hamlin courtyard.
1997-1998	Jasper Road extension, stakeholder process, Land County, City and School District		Unprecedented joint project using capital improvement monies from the County, the City, and the School District to turn Jasper Road into a safe street corridor serving three District schools.
1997-1998	Page roof	1997-1998	
1997-1998	Springfield High roof	1997-1998	
1997-1998	Administration reception area	1997-1998	Remodel Administration Building reception area.
1997-1998	Yolanda office	1997-1998	Install windows in Yolanda office.
1997-1998	Walterville fence	1997-1998	Install fence around Walterville Elementary site.
1997-1998	Springfield High landscaping	1997-1998	Install landscaping on east side of 7th Street, front entry of Springfield High
1997-1998	Springfield High courtyard	1997-1998	Concrete courtyard at Springfield High School.
1997-1998	Thurston High parking	1997-1998	Install gravel at Springfield High baseball/soccer parking.
1997-1998	Thurston High canopy	1997-1998	Install entry canopy at Thurston High School.
1997-1998	Teen Parent program	1997-1998	Relocate Teen Parent Program.
1998	ADA projects		Various throughout District, including Silke Field and Hamlin Field access improvements. Bond project.
1998	Remodel Centennial locker room		Bond project
1998	Purchase 817 7th Street	March 1998	
1998	Install maple floors to gyms at Hamlin Middle and Springfield and Thurston Highs.		Measure 52
1998	Maple Elementary Street & Parking Improvements	1998	District and City jointly planned street improvements at Maple Elementary.
1998	Long Range Planning Final Report	September 28, 1998	Long-range recommendations from citizens long range planning committee; specifics related to Operations and facilities on page 5-6.
1998	HVAC upgrade, Brattain Elementary	November 1998	Measure 52
1998	Guy Lee library and office remodel complete	December 1998	Bond project
1998	Thurston High auto shop	March to December 1998	Reroof THS auto shop.

SITES AND FACILITIES HISTORY
June 2004

YEAR	PROJECT	MONTH/YEAR	CONTENT
1998	Thurston Elementary roof	March to December 1998	Reroof Thurston Elementary.
1998	Maple relighting	1998	Replace lights at Maple with energy efficient lights.
1998	42nd Street	1998	Demolition of two buildings at 42nd Street site.
1998	Bill's Market	1998	Demolitoin of Bill's Market
1998	Centennial locker room	1998	Remodel locker room at Centennial.
1998	Thurston Mid computer lab	1998	
1998	Thurston Elem. Roof	1998	Repair storm damage to Thurston Elementary roof.
1995-1999	Moffitt ADA	1995-1999	ADA accommodations updates made at Brattain.
1995-1999	Brattain ADA	1995-1999	ADA accommodations updates made at Moffitt.
1995-1999	Camp Creek ADA	1995-1999	ADA accommodations updates made at Camp Creek.
1995-1999	Centennial ADA	1995-1999	ADA accommodations updates made at Centennial.
1995-1999	Douglas Gardens ADA	1995-1999	ADA accommodations updates made at Douglas Gardens.
1995-1999	Goshen ADA	1995-1999	ADA accommodations updates made at Goshen.
1995-1999	Guy Lee ADA	1995-1999	ADA accommodations updates made at Guy Lee.
1995-1999	Maple ADA	1995-1999	ADA accommodations updates made at Maple.
1995-1999	Mohawk ADA	1995-1999	ADA accommodations updates made at Mohawk.
1995-1999	Mt. Vernon ADA	1995-1999	ADA accommodations updates made at Mt. Vernon.
1995-1999	Page ADA	1995-1999	ADA accommodations updates made at Page.
1995-1999	Ridgeview ADA	1995-1999	ADA accommodations updates made at Ridgeview.
1995-1999	Walterville ADA	1995-1999	ADA accommodations updates made at Walterville.
1995-1999	Yolanda ADA	1995-1999	ADA accommodations updates made at Yolanda.
1995-1999	Briggs ADA	1995-1999	ADA accommodations updates made at Briggs.
1995-1999	Springfield Middle ADA	1995-1999	ADA accommodations updates made at Springfield Middle.
1995-1999	Thurston Middle ADA	1995-1999	ADA accommodations updates made at thurston Middle.
1995-1999	Thurston High ADA	1995-1999	ADA accommodations updates made at Thurston High.
1995-1999	Thurston Elementary ADA	1995-1999	ADA accommodations updates made at Thurston Elementary.
1999	Hamlin roof	1997-1999	Reroof Hamlin
1999	Purchase of 665 Main Street.	January 1999	Site for Gateways Learning Center. Bond project

SITES AND FACILITIES HISTORY
June 2004

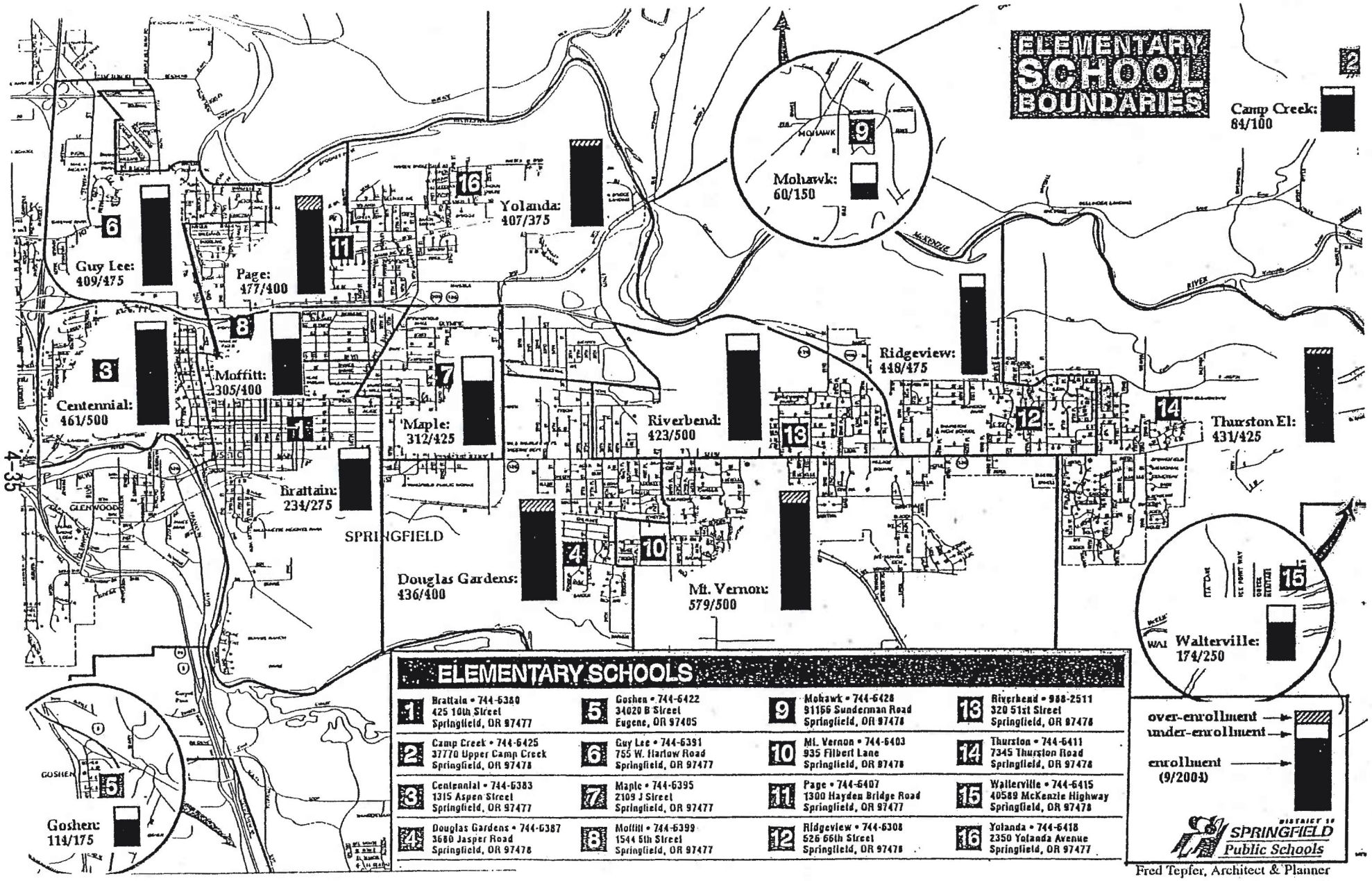
YEAR	PROJECT	MONTH/YEAR	CONTENT
1999	Purchase 611, 614, 615 Main	March 1999	To provide additional parking for Gateways Learning Center. Bond project
1999	Maple reroofing project.	1999-2000	Bond project
1999	Willamalane tennis court resurfacing	1999	Intergovernmental agreement with Willamalane to provide access to tennis courts for SHS tennis teams. Bond project
1999	Food Service Warehouse complete	October 1999	Bond project
1999	Hamlin locker room roof completed	October 1999	Bond project
1999	Employee Survey, August 1999, Moore Information	1999	92% of employees are very content with job; 76% rate morale as high; 74% decreased class size; 64% District provides excellent or above average education.
1999	Springfield Tomorrow Phase III, a benchmark report to the community sponsored by Team Springfield	September 1999	Focus groups included focusing on getting back to basics curriculum; parent responsibility, resources shortages, accountability, more local control of budgets, need for more alternative programs for at risk kids, school safety, and graduation rates.
1999	Gateways completed	November 1999	Program for alternative education program receives a home.
1999	Sonitrol Replacement (all schools)	1999-2000	Measure 52 funding to replace defunct system.
1999	Hamlin gym siding	March to December 1999	Replace siding on Hamlin gyms.
2000	SHS Softball fields	1999-2000	Develop two softball fields with drainage, new turf, irrigation, and electrical access.
2000	Goshen Ramp	2000	Provide ADA ramp and walkway at Goshen.
2000	Springfield Middle Roof	2000	Replace SMS roof with metal roof.
2000	Silke Field pole vault areas	2000	Builld two pole vault areas at Silke Field.
2000	Centennial entrance	2000	Improve visibility of main entrance at Centennial Elementary.
2000	Silke Field restrooms	2000	Improve restrooms at Silke Field
2000	Brattain boys restrooms	2000	Remodel boys restrooms at Brattain for ADA access.
2000	SHS security lighting	2000	Install security lighting on SHS campus.
2000	Hamlin courtyard	May-June 2000	Pave courtyard at Hamlin.
2000	Hamlin basketball/playground	May-June 2000	Resurface basketball/playground at Hamlin
2000	SHS Child & Health Center	February 2000	Health care for teens now served.
2000	EMC & Printshop remodel completed	March 2000	Department efficiency improved. Bond project
2000	SHS women's softball fields completed	2000	Project was funded from bond fund earnings and responded to Title IX concerns about field availability for women's softball teams. Bond project
2000	Facilities Condition Assessment Report, Dull, Olsen & Weekes Architects	August 2000	A facilities evaluation at District elementary, middle, and high schools that was commissioned to (1) identify and document structural, architectural, mechanical, and electrical conditions in each school and (2) to assign priorities to the observed conditions, provide preliminary cost estimates and make estimates of the useful life of the school buildings.

SITES AND FACILITIES HISTORY
June 2004

YEAR	PROJECT	MONTH/YEAR	CONTENT
2000	Crime Prevention Through Environment & Design (CPTED): Recommendations for Springfield Schools, Tod Schneider, CPTED inspector, Eugene Police Department	June 2000	Specific improvements for each school to improve security identified. Funded by federal grant dollars
2000	Bleacher Inspection, C.H. Youngman, civil & structural engineer, Salem, Oregon	March 30, 2000	Made specific recommendations for repair and/or replacement of district bleachers at schools.
2001	ADA Survey and Database	May 2001	ADA requirements and costs projected. Measure 52
2001	Ten-Year Project Projection	May 2001	Completed by District Maintenance staff.
2001	Springfield High HVAC	October 2001	Replace/upgrade SHS HVAC system.
2001	EICON Ceres Control Irrigation Agreement	June 2001	Five-year joint agreement between SUB, Willamalane, and School District to use computer-aided irrigation control to factor local irrigation rates based on local evapotranspiration (ED) levels minus rainfall to avoid peak demand times or to respond to emergency conditions.
2001	Springfield/Willamalane/ City Land Trade	October 2001	The property tradeincluded the following:1. annex and initiate a lot line adjustment to the Volunteer Park property that will separate the frontage along South 42nd Street, 2. expand the Mt. Vernon School property east to include the western portion of Volunteer Park, 3. convey the east portion of Volunteer Park fronting South 42nd Street from Willamalane to the City of Springfield, and 4. convey the eastern portion of the 42nd Street School property from the School District to Willamalane.
2001	Sites & Facilities Process	November 2001	
2002	Camp Creek fire alarm	March 2002	Bring Camp Creek fire alarm up to meet ADA requirements.
2002	Guy Lee fire alarm	August 2002	Bring Guy Lee fire alarm up to meet ADA requirements.
2002	Ridgeview fire alarm	August 2002	Bring Ridgeview fire alarm up to meet ADA requirements.
2002	Briggs fire alarm	August 2002	Bring Briggs fire alarm up to meet ADA requirements.
2002	Hamlin fire alarm	August 2002	Bring Hamlin fire alarm up to meet ADA requirements.
2002	Guy Lee restrooms	September 2002	Uprade Guy Lee restrooms to meet ADA requirements.
2002	Page HVAC	Ocoer 2002	Install new HVAC system at Page.
2002	Yolanda kitchen	August 2002	
2002	Moffitt Office	August 2002	Remodel office to meet CPTED (security) needs
2002	THS Intercom	December 202	Replace thurston high School intercom for greater security.
2003	Springfield High lighting retrofit	2003	Replacement of SHS lights with more energy-efficient lights.
2003	Thurston High lighting retrofit	2003	Replacement of THS lights with more energy-efficient lights.
2003	Briggs Bleachers	February 2003	Replace worn bleachers with ADA bleachers
2003	Hamlin Bleachers	February 2003	Replace worn bleachers with ADA bleachers
2003	Springfield Middle School Bleachers	February 2003	Replace worn bleachers with ADA bleachers

SITES AND FACILITIES HISTORY
June 2004

YEAR	PROJECT	MONTH/YEAR	CONTENT
2003	Thurston Middle School Bleachers	February 2003	Replace worn bleachers with ADA bleachers
2003	Agnes Stewart Middle School Bleachers	February 2003	Replace worn bleachers with ADA bleachers
2003	Springfield High School Bleachers	February 2003	Replace worn bleachers with ADA bleachers
2003	Thurston High School Bleachers	February 2003	Replace worn bleachers with ADA bleachers
2003	Thurston High School pole vault pit	April 2003	Construct new pole vault pit at THS
2003	Camp Creek lighting retrofit	2004	Replacement of Camp Creek lights with more energy-efficient lights.
2003	Moffitt lighting retrofit	September 2003	Replacement of Moffitt lights with more energy-efficient lights.
2003	Ridgeview lighting retrofit	September 2003	Replacement of Ridgeview lights with more energy-efficient lights.
2003	Walterville lighting retrofit	September 2003	Replacement of Walterville lights with more energy-efficient lights.
2003	Yolanda lighting retrofit	September 2003	Replacement of Yolanda lights with more energy-efficient lights.
2003	Briggs lighting retrofit	September 2003	Replacement of Briggs lights with more energy-efficient lights.
2003	Hamlin lighting retrofit	September 2003	Replacement of Hamlin lights with more energy-efficient lights.
2003	Springfield Middle lighting retrofit	September 2003	Springfield Middlelights with more energy-efficient lights.
2003	Thurston Middle lighting retrofit	September 2003	Replacement of TMS lights with more energy-efficient lights.
2003	THS stadium lights	December 2003	Installation of lights for Thurston High School stadium project.
2004	Administration Building boiler	January 2004	Replacement of boiler as per DEQ requirements.



ELEMENTARY SCHOOLS

1 Brattain • 744-6380 425 10th Street Springfield, OR 97477	5 Goshen • 744-6422 34020 B Street Eugene, OR 97405	9 Mohawk • 744-6428 91166 Sunderman Road Springfield, OR 97478	13 Riverbend • 988-2511 320 51st Street Springfield, OR 97478
2 Camp Creek • 744-6425 37770 Upper Camp Creek Springfield, OR 97478	6 Guy Lee • 744-6391 755 W. Harlow Road Springfield, OR 97477	10 Mt. Vernon • 744-6403 935 Filbert Lane Springfield, OR 97478	14 Thurston • 744-6411 7345 Thurston Road Springfield, OR 97478
3 Centennial • 744-6383 1315 Aspen Street Springfield, OR 97477	7 Maple • 744-6395 2109 J Street Springfield, OR 97477	11 Page • 744-6407 1300 Hayden Bridge Road Springfield, OR 97477	15 Walterville • 744-6415 40589 McKenzie Highway Springfield, OR 97478
4 Douglas Gardens • 744-6387 3680 Jasper Road Springfield, OR 97478	8 Moffitt • 744-6399 1544 5th Street Springfield, OR 97477	12 Ridgeview • 744-6308 526 66th Street Springfield, OR 97478	16 Yolanda • 744-6418 2350 Yolanda Avenue Springfield, OR 97477

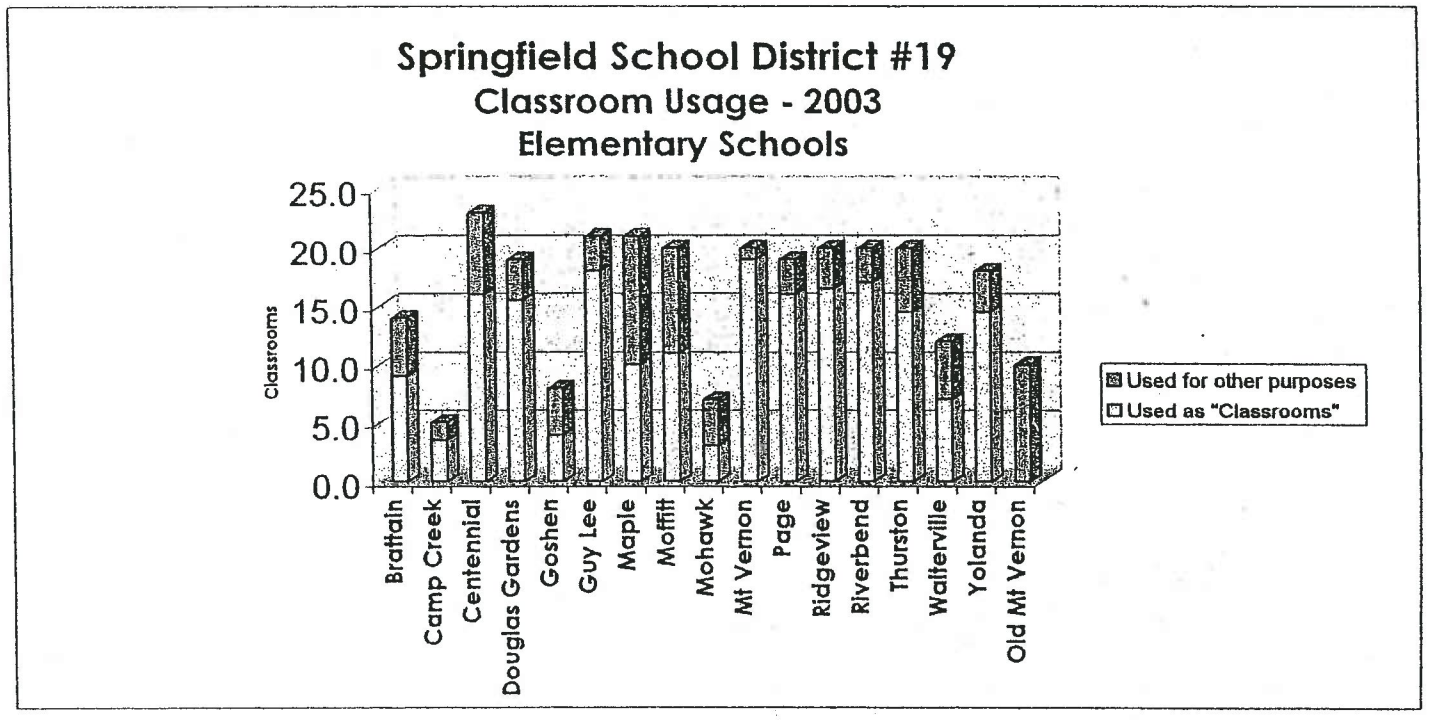
over-enrollment →
under-enrollment →
enrollment → (9/2004)

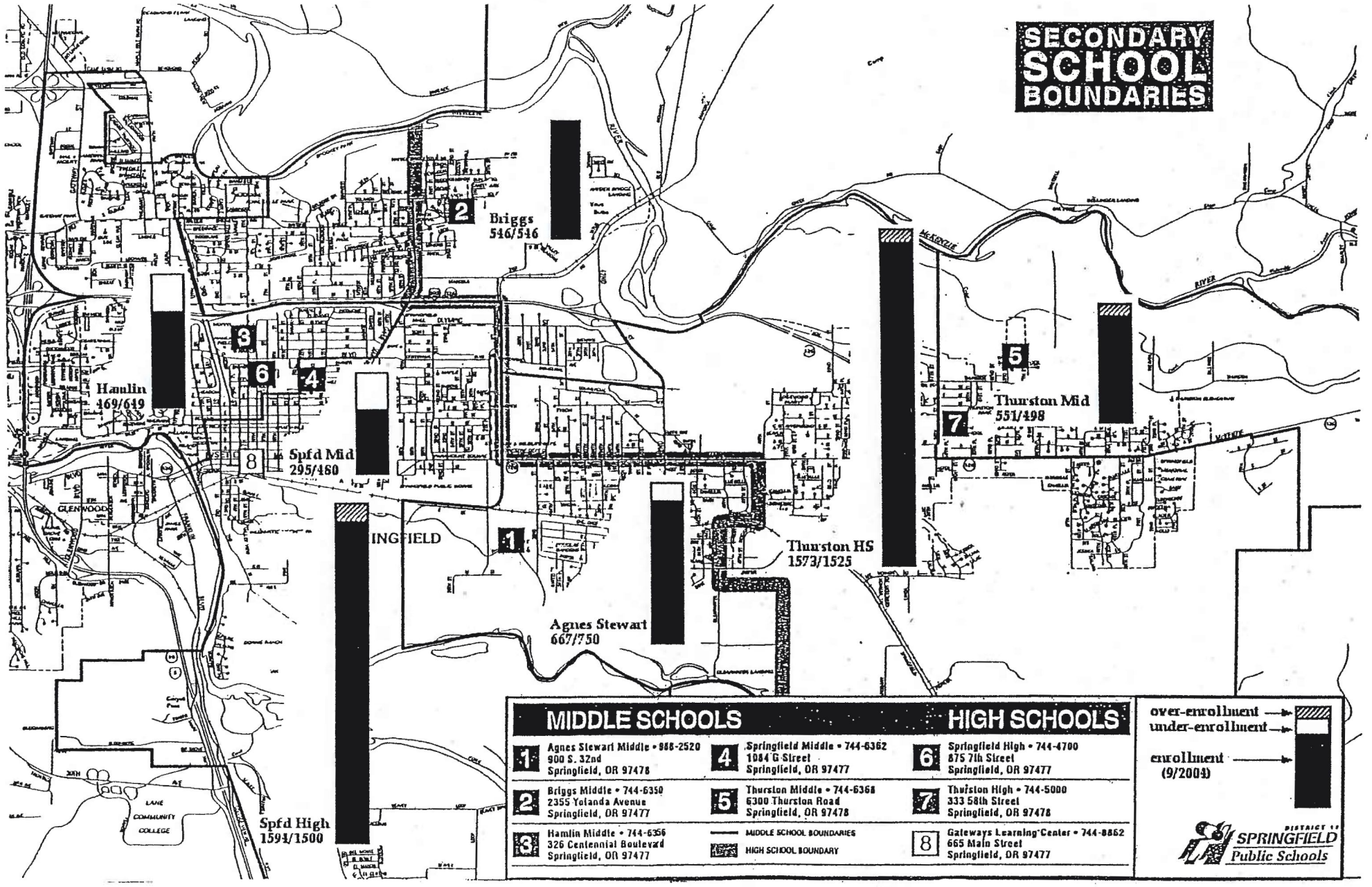
DISTRICT 19 SPRINGFIELD Public Schools

Fred Tepfer, Architect & Planner

Springfield School Distririct #19
Classroom Usage - 2003
Elementary Schools

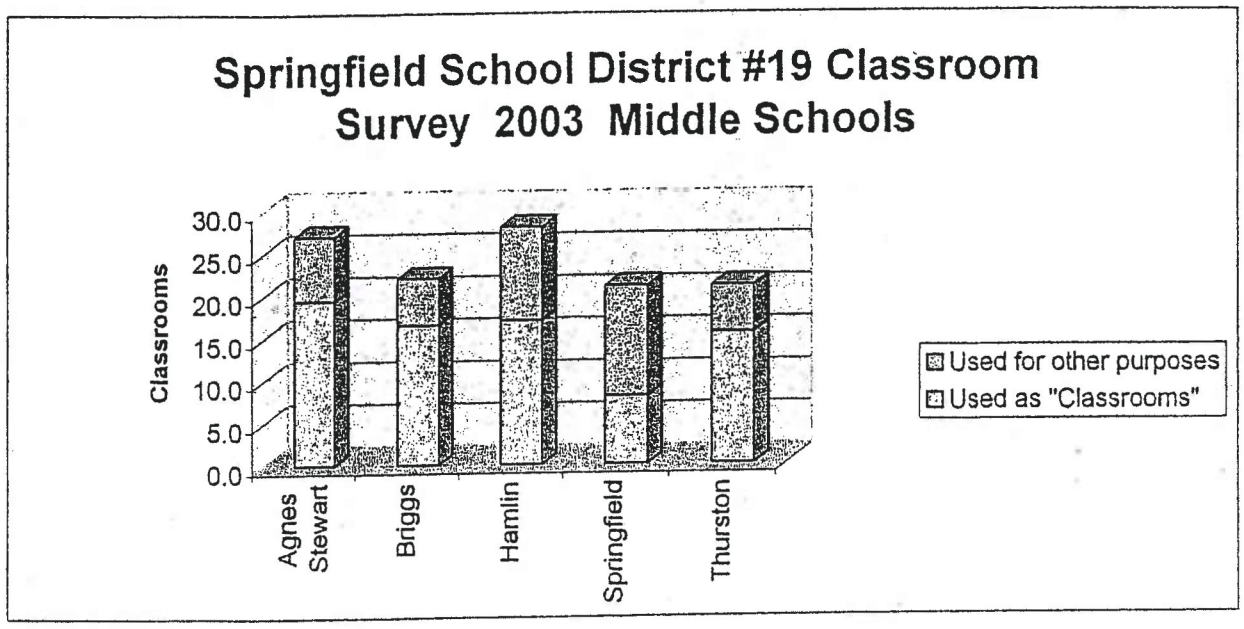
	Brattain	Camp Creek	Centennial	Douglas Gardens	Goshen	Guy Lee	Maple	Moffitt	Mohawk	Mt Vernon	Page	Ridgeview	Riverbend	Thurston	Walterville	Yolanda	Old Mt Vernon
Used as "Classrooms"	9.0	3.5	16.0	15.5	4.0	18.0	10.0	11.0	3.0	19.0	16.0	16.5	17.0	14.5	7.0	14.5	0.0
Used for other purposes	5.0	1.5	7.0	3.5	4.0	3.0	11.0	9.0	4.0	1.0	3.0	3.5	3.0	5.5	5.0	3.5	10.0
TOTAL CLASSROOMS	14.0	5.0	23.0	19.0	8.0	21.0	21.0	20.0	7.0	20.0	19.0	20.0	20.0	20.0	12.0	18.0	10.0




SECONDARY SCHOOL BOUNDARIES
Briggs
546/546
Hamlin
469/649
Spfd Mid
295/480
Thurston Mid
551/498
Thurston HS
1573/1525
Agnes Stewart
667/750
Spfd High
1594/1500
MIDDLE SCHOOLS
HIGH SCHOOLS
1 Agnes Stewart Middle • 988-2520
900 S. 32nd
Springfield, OR 97478
2 Briggs Middle • 744-6350
2355 Yolanda Avenue
Springfield, OR 97477
3 Hamlin Middle • 744-6356
326 Centennial Boulevard
Springfield, OR 97477
4 Springfield Middle • 744-6362
1084 G Street
Springfield, OR 97477
5 Thurston Middle • 744-6368
6300 Thurston Road
Springfield, OR 97478
MIDDLE SCHOOL BOUNDARIES
HIGH SCHOOL BOUNDARY
6 Springfield High • 744-4700
875 7th Street
Springfield, OR 97477
7 Thurston High • 744-5000
333 58th Street
Springfield, OR 97478
8 Gateways Learning Center • 744-8862
665 Main Street
Springfield, OR 97477
over-enrollment
under-enrollment
enrollment
(9/2004)
DISTRICT 19
SPRINGFIELD
Public Schools

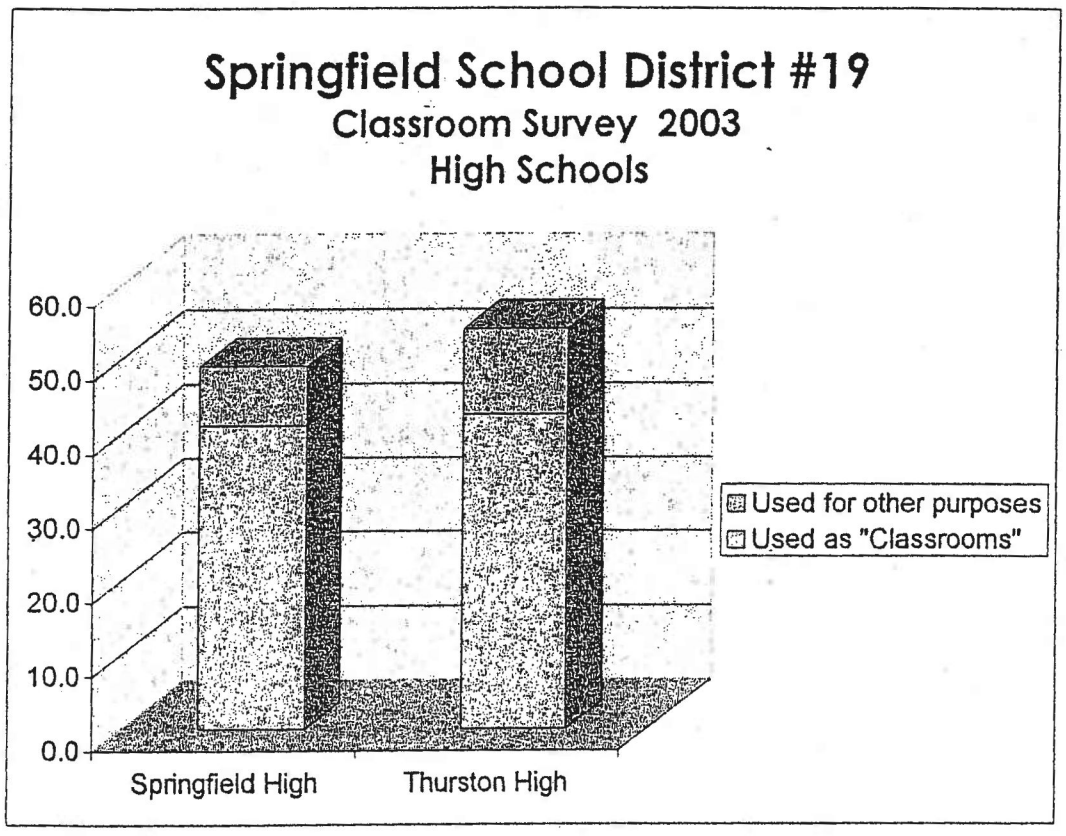
Springfield School Distririct #19
Classroom Usage -- 2003
Middle Schools

	Agnes Stewart	Briggs	Hamlin	Springfield	Thurston
Used as "Classrooms"	19.4	16.5	17.0	8.0	15.5
Used for other purposes	7.6	5.5	11.0	13.0	5.5
TOTAL CLASSROOMS	27.0	22.0	28.0	21.0	21.0



Springfield School Distririct #19
Classroom Usage - 2003
High Schools

	Springfield High	Thurston High
Used as "Classrooms"	41.0	42.5
Used for other purposes	8.0	11.5
TOTAL CLASSROOMS	49.0	54.0



ENROLLMENT HISTORY

School	Enrollment Count Date 1997-98 Sept 30th	1998-99 Sept 30th	1999-00 Sept 30th	2000-01 Sept 28th	2001-02 Sept 26th	2002-03 Sept 30th	2003-04 Sept 30th	2004-05 Sept 30th
Brattain	281	271	257	268	241	221	228	225
Camp Creek	98	96.5	85.5	72	84	103	87	84
Centennial	535	562	509	505	497	443	418	446
Douglas Gardens	390	430	440	455	446	445	436	436
Goshen	96	124	125	128	117	113	110	114
Guy Lee	455	455	447	462	421	399	387	384
Maple	343	316	310	307	294	272	265	295
Moffitt	357	351	356	348	324	301	302	285
Mohawk	99	100	90	92	77	69	67	60
Mt Vernon	482	487	508	507	517	508	512	570
Page	443	440	452	462	470	455	490	468
Ridgeview	502	516	499	469	442	453	451	439
Riverbend	588	498	473	457	423	437	434	406
Thurston Elem	418	387	384	393	373	371	403	415
Walterville	219	260	248	217	193	191	172	174
Yolanda	302	312	319	335	325	353	396	388
ASMS	687	740	721	764	664	660	694	653
BMS	449	482	454	443	460	474	518	511
HMS	589	561	533	541	533	518	486	443
SMS	340	297	313	318	307	283	273	262
TMS	520	465	487	476	511	520	532	527
SHS	1488	1523	1490	1489	1466	1490	1481	1532
THS	1445	1443	1473	1537	1503	1452	1482	1505
GLC	0	0	93	99	100	80	118	101
TAS	0	0	0	0	0	54	19	30
ALT ED	0	0	0	0	146	126	133	61

ams

MAC HD/DISK 6/ENROLLMENT//03-04/MISC/elem/sec enrl history 97-04

11/29/04
5:01 PM

Enrollments – Projections for 2004-2009

I. Overview

District enrollments peaked in 1996 at 11,232 and have stayed in a steady to slightly declining rate ever since. The District is projecting 10,728 students in the year 2009. This represents an estimated decline of 282 students by the year 2009 as compared to 2003 actual enrollments.

In reviewing these projections, it is important to note that elementary enrollments hold steady and are projecting slight gains (91), while the middle school populations (199) and high school student populations (184) will be declining.

II. Enrollment Issues.

a. Elementary Enrollment Issues.

1) Low enrollments at Camp Creek, Goshen, and Mohawk – what is the lowest, cost-effective enrollment?

b. Middle School Enrollment Issues

1) Low enrollment at Springfield Middle School and need for reducing numbers at Agnes Stewart

2) Significant number (70 to 80) South Thurston Hills residents transfer to Thurston Middle School every year from Agnes Stewart

3) Enrollment decline could argue for one school reduction by 2009

c. High School Enrollment Issues

1) Find alternatives for keeping high school students enrolled.

DISTRICT 19 SPRINGFIELD Public Schools

BOARD POLICY: FBB

ENROLLMENT PROJECTIONS

Enrollment projections will be prepared at the direction of the superintendent and will be reviewed and updated annually.

Projections will consider information including, but not limited to, the following:

1. Figures from the latest school census;
2. School registration figures;
3. Review of forthcoming changes in planning and zoning;
4. Review of current and planned community land development and housing projects;
5. Cohort survival ratios.

END OF POLICY

Legal References:
ORS 332.107 ORS 195.110
OAR 581-022-1630

Other:

Adopted: 6-12-95
Amended: 2-26-2007
Replaces:

DISTRICT 19 SPRINGFIELD Public Schools

BOARD POLICY: FB

FACILITIES PLANNING

The Board will gather and analyze appropriate data to evaluate the District's facilities needs on a long-range basis. Such data will include, but not be limited to, enrollment projections, anticipated changes in the instructional program, analysis of community building plans, analysis of sites, and evaluation of present facilities.

END OF POLICY

Legal References:

ORS 195.110 ORS 197.295 – 197.314 ORS 332.155
OAR 581-022-1530
Toxic Substances Control Act, 15 U.S.C. §§ 2601-2629 (2006); Asbestos Hazard Emergency Response Act of 1986, 15 U.S.C., §§ 2641-2656 (2006).

Other:

Adopted: 8-14-95
Amended: 2-26-2007
Replaces:

DISTRICT 19 SPRINGFIELD Public Schools

BOARD POLICY: JC

BOUNDARIES AND ATTENDANCE

The boundaries for school attendance areas are set by the Board. They are subject to change as conditions affecting enrollment and building capacity require. The boundaries are not changed after the opening of school except in extreme emergencies. Proposed boundary changes are announced through the newspaper of record, other news media and at public meetings.

The Board requires that students attend the school assigned to the attendance area in which they live. Requests for exceptions must follow policies and procedures outlined in Board Policy JECBB—Intradistrict Transfers.

END OF POLICY

Legal References: ORS 330.780
ORS 332.107
ORS 332.595
ORS 339.010 - 330.090

Other: Special Programs Department, Transfer Request Form

Adopted: 6-26-95
Amended: 1-13-97, 3-9-04
Replaces: 5140 & 5140.1

November 2006 Bond Measure
Explanatory Statement

Springfield Schools face a number of problems as a result of aging facilities.

- 18 of the district's 24 schools are more than 40 years old.
- 8 of those 18 schools were originally built more than 55 years ago.
- There have been no bond-funded renovations, upgrades or improvements to district facilities in more than 9 years.*

This proposed bond measure to fund projected classroom and facilities requirements for all Springfield schools would:

- Renovate and upgrade existing school facilities
- Replace two of the district's oldest schools

Renovate and upgrade existing school facilities

The proposed bond measure would provide funds to renovate and upgrade existing school buildings to extend their use. Specifically it would:

- Increase access to technology and the Internet by upgrading technology infrastructure District-wide.
- Replace roofs and weather damaged siding, and upgrade plumbing systems.
- Increase energy efficiency by upgrading heating and ventilation systems and replacing windows and boilers.
- Make health, life safety upgrades in older schools such as fire and security alarm/entry upgrades to improve school safety, asbestos removal including replacement of flooring, seismic upgrades, and drinking water improvements
- Make required ADA (Americans with Disabilities Act) improvements to increase handicapped access.
- Provide upgrades and seating at high school outdoor facilities.
- Pay associated bond issuance costs.

Build two new replacement schools

- Replace Maple and Thurston Elementary Schools, originally built in 1946 and 1950, respectively. Due to the condition of these buildings, it is more cost effective to tear down and replace than repair the existing structures, according to architect and engineering assessments.

Bonds can only be used for bond projects

The bond issue's principal amount cannot exceed $42,745,000. Bond proceeds can only be used for costs associated with completing projects listed on this ballot. The use of bond funds for any project not listed on this ballot would be prohibited.

Because the district's 1997 bond levy is being paid down, it is anticipated that property taxes for this proposed bond levy would remain at the current tax rate of approximately 97 cents per $1,000 of assessed value. For a home with an assessed value of $150,000, the annual property tax would be $145.50. This bond would be in effect for 22.5 years. Personal property taxes could be higher or lower depending on interest rates and growth in the District's total assessed value and other factors.*

* *Information source: Springfield School District Business Office*

DISTRICT 19 SPRINGFIELD Public Schools

Springfield Public Schools
Facilities Bond Measure



- District Home
- Bond Home
- Ballot Text
- Explanatory Statement
- Board Resolution
- School Projects
- Cost Breakdown
- Facilities Plan
- Ed Specs
- Flyers
- News
- FAQ
- Contact Us

COST ESTIMATES FOR FACILITIES PROJECTS

BOND ISSUE 2006

These figures represent our best estimate of the approximate breakdown in costs, based on current information. Although the total cost of the bond cannot increase, the amount of money allocated to specific projects and specific schools is subject to change due to factors beyond the District's control, such as the inflation in the cost of materials over time.

PROJECTS	SCHOOLS	ESTIMATED COSTS
1 60,000 sq. ft. elementary (all costs)	Thurston Elementary School	$14,400,000
1 60,000 sq. ft. elementary (all costs)	Maple Elementary School	$14,400,000
Technology	All schools	$1,200,000
Asbestos Abatement	Brattain, Camp Creek, Centennial, Douglas Gardens, Goshen, Guy Lee, Moffitt, Mohawk, Page, Walterville, Yolanda, Briggs, Hamlin, Springfield Middle, Thurston Middle, Springfield High, Thurston High	$3,376,200
Floor Replacement	Brattain, Camp Creek, Centennial, Douglas Gardens, Goshen, Guy Lee, Moffitt, Mohawk, Mt Vernon, Page, Riverbend, Walterville, Yolanda, Agnes Stewart, Briggs, Hamlin, Springfield Middle, Thurston Middle, Springfield High, Thurston High	$2,489,500
Heating/Ventilating	Camp Creek, Moffitt, Walterville, Hamlin, Springfield Middle, Thurston Middle, Thurston High	$1,900,000
Boiler Replacement	Brattain, Centennial, Goshen, Walterville, Yolanda, Briggs, Springfield Middle, Thurston Middle	$850,000

PDF files can be viewed with Adobe Reader.

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Siding	Brattain, Camp Creek, Centennial, Douglas Gardens, Goshen, Guy Lee, Moffitt, Mohawk, Mt. Vernon, Page, Riverbend, Walterville, Yolanda, Agnes Stewart, Briggs, Hamlin, Springfield Middle, Thurston Middle, Springfield High, Thurston High	$309,200
Roofing	Page, Walterville, Yolanda, Briggs, Springfield Middle, Thurston Middle, Springfield High, Thurston High	$1,000,000
ADA	Brattain, Camp Creek, Centennia, Douglas Gardens, Goshen, Guy Lee, Moffitt, Mohawk, Page, Ridgeview, Walterville, Yolanda, Briggs, Hamlin, Springfield Middle, Springfield High, Thurston High	$425,000
CPTED	Douglas Gardens, Hamlin, Thurston Middle, Springfield High, Thurston High	$620,100
Seismic	Centennial, Briggs, Hamlin, Springfield High	$1,000,000
Potable Water	Moffitt, Briggs, Springfield High	$350,000
SMS Windows	Springfield Middle	$25,000
THS Bleachers	Thurston High	$400,000
TOTAL		**$42,745,000**

2007 Bond Basics Project Schedule
Sorted By Facility & Project Type

Bldg #	Facility	Project Desc	Board Approval Date	Project Start Date	Substantial Completion Target
119	Brattain	Boiler Replacement	Not Required	18-Jun-07	1-Aug-07
119	Brattain	Tech - Additional network wiring	Not Required	As Needed	As Needed
119	Brattain	Tech - High Speed Internet Connection	Not Required	13-Feb-07	15-Aug-07
122	Camp Creek	Tech - Additional network wiring	Not Required	As Needed	As Needed
124	Centennial	Siding Replacement (LP) Top of Building	Not Required	18-Jun-07	18-Jul-07
124	Centennial	Tech - Additional network wiring	Not Required	As Needed	As Needed
162	D Gardens	Security/CPTED Gating Quads	Not Required	18-Jun-07	18-Jul-07
162	D Gardens	Siding Replacement (LP) Gym & Classrooms	Not Required	18-Jun-07	18-Jul-07
162	D Gardens	Tech - Additional network wiring	Not Required	As Needed	As Needed
173	Page	Roof Replacement	Not Required	7-May-07	7-Jun-07
173	Page	Siding Replacement Southern Classrooms, Window Replacement	Not Required	18-Jun-07	15-Aug-07
173	Page	Tech - Additional network wiring	Not Required	As Needed	As Needed
181	Riverbend	Siding Mold Evaluated	Not Required	26-Mar-07	15-Aug-07
181	Riverbend	Tech - Additional network wiring	Not Required	As Needed	As Needed
197	Goshen	Tech - Additional network wiring	Not Required	As Needed	As Needed
204	Guy Lee	Asbestos Abatement Floor Tile (90%)	21-May-07	18-Jun-07	15-Aug-07
204	Guy Lee	Floor Replacement	Not Required	2-Jul-07	31-Aug-07
204	Guy Lee	Siding Replacement Gym & Upper Band	Not Required	18-Jun-07	18-Jul-07
204	Guy Lee	Tech - Additional network wiring	Not Required	As Needed	As Needed
204	Guy Lee	Tech - High Speed Internet Connection	Not Required	13-Feb-07	15-Aug-07
273	Moffitt	Siding Replacement (LP) All Exterior Classrooms	Not Required	18-Jun-07	18-Jul-07
273	Moffitt	Tech - Additional network wiring	Not Required	As Needed	As Needed
276	Mohawk	Tech - Additional network wiring	Not Required	As Needed	As Needed
282	Mt Vernon	Siding Mold Evaluated	Not Required	26-Mar-07	15-Aug-07
282	Mt Vernon	Tech - Additional network wiring	Not Required	As Needed	As Needed
312	Ridgeview	Floor Replacement - Carpet Halls	Not Required	18-Jun-07	15-Jul-07
312	Ridgeview	Tech - Additional network wiring	Not Required	As Needed	As Needed
349	Walterville	Roof Replacement - Breezways & Office	Not Required	7-May-07	1-Apr-07
349	Walterville	Tech - Additional network wiring	Not Required	As Needed	As Needed
372	Yolanda	Siding Replacement (LP) Upper Band & Gym	Not Required	18-Jun-07	15-Aug-07
372	Yolanda	Tech - Additional network wiring	Not Required	As Needed	As Needed
503	Agnes Stewart	Floor Replacement Upper & Lower Classroom Wings - State Contract Rubenstien's	12-Feb-07	18-Jun-07	15-Aug-07
503	Agnes Stewart	Tech - Additional network wiring	Not Required	As Needed	As Needed
505	Briggs	Tech - Additional network wiring	Not Required	As Needed	As Needed
530	Hamlin	HV - Total Replacement Design	Not Required	7-May-07	1-Oct-07
530	Hamlin	Security/CPTED Entrance Design & Construction	7-May-07	18-Jun-07	15-Aug-07
530	Hamlin	Siding - Dry rot repair all exterior framing	Not Required	18-Jun-07	31-Aug-07
530	Hamlin	Tech - Additional network wiring	Not Required	As Needed	As Needed
530	Hamlin	Tech - IDF Updates	Not Required	18-Jun-07	15-Aug-07
584	Springfield Middle	Siding - Gym	Not Required	25-Apr-07	31-Aug-07
584	Springfield Middle	Tech - Additional network wiring	Not Required	As Needed	As Needed
584	Springfield Middle	Tech - IDF Updates	Not Required	18-Jun-07	1-Apr-07
584	Springfield Middle	Windows - West, North, South Sides & Library	7-May-07	18-Jun-07	15-Aug-07
590	Thurston Middle	Security/CPTED Entrance Construction	Not Required	On Hold	On Hold
590	Thurston Middle	Siding Replacement	Not Required	18-Jun-07	15-Aug-07
590	Thurston Middle	Tech - Additional network wiring	Not Required	As Needed	As Needed
664	Springfield High	Asbestos Abatement - Beams in Commons	21-May-07	18-Jun-07	15-Aug-07
664	Springfield High	Siding Replacement Old Teen Parent, Metals Building"	Not Required	18-Jun-07	31-Aug-07
664	Springfield High	Tech - Additional network wiring	Not Required	As Needed	As Needed
664	Springfield High	Tech - Built in projection capabilities (5 rooms)	Not Required	18-Jun-07	15-Aug-07
664	Springfield High	Track Resurface	21-May-07	1-Jun-07	15-Jul-07
668	Thurston High	Bleachers - Home Games	7-May-07	14-May-07	15-Aug-07
668	Thurston High	Field Renovation/ Next Cycle - 2008	Not Required	Under Review	Under Review
668	Thurston High	Roof Replacement Phase I - Library, Offices, 40-50 Wings, Kitchen	11-Jun-07	30-Jun-07	15-Jul-07
668	Thurston High	Tech - Additional network wiring	Not Required	As Needed	As Needed
668	Thurston High	Tech - Built in projection capabilities (5 rooms)	Not Required	18-Jun-07	15-Aug-07
668	Thurston High	Track Substructure & Resurface	21-May-07	1-Jun-07	1-Aug-07
951	Operations Center	Tech - Additional network wiring	Not Required	As Needed	As Needed
951	Operations Center	Tech - High Speed Internet Connection	Not Required	13-Feb-07	15-Aug-07
961	Admin Bldg	Tech - Additional network wiring	Not Required	As Needed	As Needed

COHORT-SURVIVAL MODEL
Springfield Enrollment Projections 2007-2013
SEPTEMBER 30 ENROLLMENT

Grade	Current Enrollment	Survival Ratios	Projected Enrollment						
	2006		2007	2008	2009	2010	2011	2012	2013
Kindergart	847		819	864	811	814	853	830	830
1st	812	1.032871	875	846	892	838	841	881	857
2nd	872	0.986223	807	863	834	880	826	829	869
3rd	891	1.000476	878	807	863	835	881	827	830
4th	823	0.984873	880	865	795	850	822	867	814
5th	901	0.999316	822	879	864	795	850	821	867
6th	855	0.998244	896	821	878	863	793	848	820
7th	847	0.979323	837	877	804	860	845	777	831
8th	813	0.975541	829	817	856	784	839	824	758
9th	901	1.022801	850	848	835	876	802	858	843
10th	863	0.946311	858	804	802	790	829	759	812
11th	787	0.951728	821	817	766	764	752	789	722
12th	755	0.976535	769	802	797	748	746	735	770
Total	10967		10941	10910	10798	10695	10677	10644	10622
Change			-26	-31	-111	-104	-18	-33	-22
Percent Increase			-0.24%	-0.28%	-1.02%	-0.96%	-0.16%	-0.31%	-0.21%

School Name	Year Built	Size Acres	Building Area gsf	Building Capacity	Functional Capacity	9/30/06 Enrollment
Brattain	1925	2.7	27,746	350	275	241
Camp Creek	1949	7.2	12,697	125	100	80
Centennial	1963	13.4	64,868	550	500	389
Douglas Garder	1963	13.3	50,321	475	400	468
Goshen	1949	9.7	26,073	225	175	93
Guy Lee	1961	11.3	51,110	550	475	409
Maple	1946	8.3	41,706	500	425	324
Moffitt	1950	11.9	41,910	500	400	291
Mohawk	1963	9.8	19,100	175	150	73
Mt. Vernon	1997	19.0	58,000	500	500	535
Elizabeth Page	1953	12.8	38,283	475	400	432
Ridgeview	1980	9.2	67,915	532	475	415
Riverbend	1997	10.1	58,000	500	500	401
Thurston Elem.	1950	10.7	43,674	500	425	447
Walterville	1950	15.4	22,668	300	250	188
Yolanda	1963	10.0	45,121	450	375	426
Elementary av	1957.0714	11	41,825	419	364	326
MIDDLE SCHOOLS						
Agnes Stewart M	1997	21.7	94,000	750	750	643
Briggs MS	1963	19.1	93,303	580	546	533
Hamlin MS	1957	13.7	83,881	740	649	425
Springfield MS	1950	18.3	70,389	516	480	294
Thurston MS	1953	34.6	72,212	556	498	554
Middle school	1964	21.5	82,757	628	585	490
HIGH SCHOOLS						
Springfield HS	1968	20.5	250,829	1575	1500	1497
Thurston HS	1959	52.4	290,210	1650	1550	1567
High school av	1964	36	270,520	1613	1525	1532

The Villages at Marcola Meadows
Metro Plan Amendment (LPR 2006-00027)
Zone Change (ZON 2006-00054)

Communication with Springfield Schools Financial Office
April 3, 2007

-----Original Message-----
From: William Lewis III [mailto:wlewis@sps.lane.edu]
Sent: Tuesday, April 03, 2007 2:21 PM
To: Anthony Noble
Cc: Brett Yancey; sbarrett@sps.lane.edu
Subject: Data Request

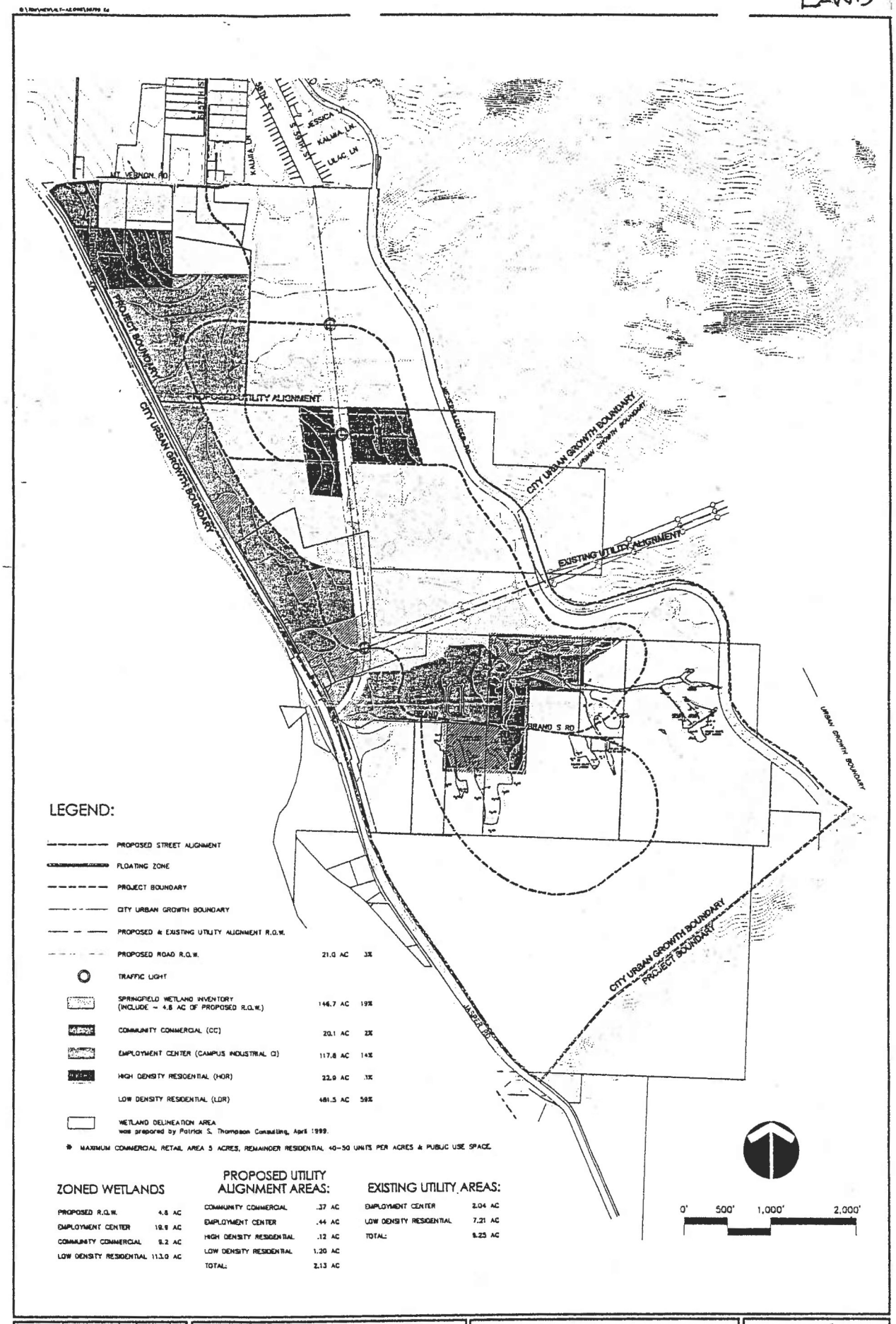
Anthony,
As per our telephone conversation here is the data you requested. There are two types of capacities used. Building capacity is all regular classroom space (less gym, library, cafeteria, offices, etc.) this figure never changes. Functional capacity is all regular classroom space less classrooms designated for resource rooms, self-contained special education classes, music, and others (parent centers, Title I program etc.) this figure changes annually based on the demographics of current enrollment.

On a side note within the district boundaries for every 100 new single-family homes built we can expect 39 students. For every 100 new multi-family units we can expect 21 students. This is based on all plan designations. In the case of Marcola Meadows based on the MDR designation the question becomes, is the residential portion of the property appealing to families with children versus families without children based on affordability, desirability of the area, and lot size. Either way the above students per home figures should get you in the ball park for planning purposes.

Let me know if you need any additional information or assistance.
Thank you.

--
William Lewis III
Finance Department
Springfield Public Schools
(541) 726-3258

LAND SUPPLY



LEGEND:

PROPOSED STREET ALIGNMENT		
FLOATING ZONE		
PROJECT BOUNDARY		
CITY URBAN GROWTH BOUNDARY		
PROPOSED & EXISTING UTILITY ALIGNMENT R.O.W.		
PROPOSED ROAD R.O.W.	21.0 AC	3%
TRAFFIC LIGHT		
SPRINGFIELD WETLAND INVENTORY (INCLUDE ~ 4.8 AC OF PROPOSED R.O.W.)	146.7 AC	19%
COMMUNITY COMMERCIAL (CC)	20.1 AC	2%
EMPLOYMENT CENTER (CAMPUS INDUSTRIAL CI)	117.8 AC	14%
HIGH DENSITY RESIDENTIAL (HDR)	22.9 AC	3%
LOW DENSITY RESIDENTIAL (LDR)	481.5 AC	59%
WETLAND DELINEATION AREA was prepared by Patrick S. Thompson Consulting, April 1999.		

* MAXIMUM COMMERCIAL RETAIL AREA 5 ACRES, REMAINDER RESIDENTIAL 40-50 UNITS PER ACRES & PUBLIC USE SPACE.

ZONED WETLANDS

PROPOSED R.O.W.	4.8 AC
EMPLOYMENT CENTER	19.9 AC
COMMUNITY COMMERCIAL	9.2 AC
LOW DENSITY RESIDENTIAL	113.0 AC

PROPOSED UTILITY ALIGNMENT AREAS:

COMMUNITY COMMERCIAL	.37 AC
EMPLOYMENT CENTER	.44 AC
HIGH DENSITY RESIDENTIAL	.12 AC
LOW DENSITY RESIDENTIAL	1.20 AC
TOTAL:	2.13 AC

EXISTING UTILITY AREAS:

EMPLOYMENT CENTER	2.04 AC
LOW DENSITY RESIDENTIAL	7.21 AC
TOTAL:	9.25 AC

DESIGNED: D.H.	10/20/99
ENTERED: E.K.	10/20/99
CHECKED: D.H.	4/26/99
APPROVED:	
REVISIONS:	
Date Plotted:	09/15/99
PROJECT NO.	98-113
SHEET	
OF	
SHEETS	

JASPER NATRON
PREFERRED ALTERNATIVE A

SPRINGFIELD TGM
SITE FEASIBILITY ANALYSIS
4-52 Figure VII-1
SPRINGFIELD OR

THE JD WHITE COMPANY INCORPORATED
Planning & Environmental Services - Since 1976
1111 Main St, Suite 300, Vancouver, WA 98660
Tel (360) 696-1338 Portland (503) 288-9485
Email jdwhite@jdwhite.com Fax (360) 696-6317

ECONOMIC ISSUES

Springfield Nodes Market Analysis and Development Strategy

Prepared for

The City of Springfield

by

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99 W. Tenth, Suite 400
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February 2003

Table of Contents

Page

SUMMARY III
- BACKGROUND AND PURPOSE III
- NATIONAL TRENDS IN NODAL DEVELOPMENT III
- REGIONAL GROWTH AND DEMAND III
- NODAL DEVELOPMENT AREAS IV
- MARKET SUPPORT FOR NODAL DEVELOPMENT IN SPRINGFIELD V
- IMPLEMENTATION ISSUES V
- NODAL DEVELOPMENT STRATEGY VI

CHAPTER 1 INTRODUCTION 1-1
- BACKGROUND AND PURPOSE 1-1
- METHODS 1-2
- REPORT ORGANIZATION 1-2

CHAPTER 2 NATIONAL TRENDS IN NODAL DEVELOPMENT 2-1
- CHARACTERISTICS OF NODAL DEVELOPMENT 2-1
- ELEMENTS OF SUCCESSFUL NODAL DEVELOPMENT 2-4
  - Location 2-4
  - Retail 2-4
  - Housing 2-5
  - Public-private financing 2-6
  - Transit service 2-6
- CASE STUDIES OF NODAL DEVELOPMENT PROJECTS 2-7
- APPLYING NODAL DEVELOPMENT CONCEPTS IN SPRINGFIELD 2-11

CHAPTER 3 GROWTH AND DEVELOPMENT IN THE METROPOLITAN AREA 3-1
- POPULATION AND EMPLOYMENT GROWTH 3-1
- DEVELOPMENT TRENDS 3-3
  - Residential 3-3
  - Commercial and industrial 3-9
- IMPLICATIONS FOR DEVELOPMENT IN SPRINGFIELD NODAL SITES 3-12

CHAPTER 4 NODAL DEVELOPMENT SITE EVALUATION 4-1
- INTRODUCTION 4-1
- SITE EVALUATION BY NODE 4-3
  - Downtown Springfield 4-3
  - Glenwood 4-8

Jasper-Natron 4-16
Mohawk 4-28
Riverbend 4-34
SUMMARY 4-40

CHAPTER 5 NODAL DEVELOPMENT POTENTIAL IN SPRINGFIELD 5-1
FEASIBILITY OF NODAL DEVELOPMENT PRODUCTS 5-1
Multi-family residential 5-1
Office 5-2
Renovation of downtown retail with apartments or office space 5-3
Parking 5-3
MARKET SUPPORT FOR NODAL DEVELOPMENT IN SPRINGFIELD 5-4
Demand over 2003-2007 5-6
Demand to 2015 5-9
Summary and implications 5-13

CHAPTER 6 IMPLEMENTATION 6-1
IMPLEMENTATION ISSUES BY NODE 6-1
Downtown Springfield 6-1
Glenwood 6-2
Jasper-Natron 6-3
Mohawk 6-3
Riverbend 6-4
RELATIVE RIPENESS OF NODES FOR DEVELOPMENT 6-4
DEVELOPMENT STRATEGY 6-6
Make zoning amendments and apply the nodal development overlay in nodes 6-6
Provide incentives for desired nodal development products 6-7
Focus public investments into nodes 6-8
Be flexible and opportunistic 6-9

This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Transportation Equity Act for the 21st Century (TEA-21), local government, and the State of Oregon funds.

The contents of this document do not necessarily reflect views or policies of the State of Oregon.

Summary

BACKGROUND AND PURPOSE

This report (the *Springfield Nodes Market Analysis and Development Strategy*) is a market analysis in support of an effort by the City of Springfield to adopt implementation measures that will encourage higher-density mixed-use developments in six subcenters (nodes) in Springfield.

The Springfield Nodal Site Selection and Implementation project, of which this report is a part, will include analysis of regional transportation conditions, Springfield's development code, and implementation issues at each nodal development site, in addition to this *Market Analysis*.

NATIONAL TRENDS IN NODAL DEVELOPMENT

Chapter 2 describes key national trends related to nodal development. The primary message is that nodal development is happening in cities across the United States, suggesting that it could be successful in Springfield. Chapter 2 leads to several key conclusions about nodal development in Springfield, including:

- While nodal development is intended to facilitate walking, bicycling, and transit use, it must also accommodate the automobile to be successful.
- In nodal developments, public amenities such as walkways, open space, and plazas substitute for private amenities in typical developments. Creating high-amenity environments is critical for the success of nodal development.
- Given the higher costs associated with higher-density development and the potential need for structured parking to achieve the densities sometimes desired or specified in nodes, some form of public assistance is usually necessary for successful nodal development.

REGIONAL GROWTH AND DEMAND

Population and employment growth will drive demand for residential and commercial development in Eugene-Springfield.

Population in Eugene-Springfield is expected to increase by over 100,000 between 1995 and 2020, averaging about 4,000 people per year. This level of population growth is expected to generate demand for about 1,800 residential units per year in the metropolitan region.

Roughly 16% of single-family and apartment units built in Eugene-Springfield are expected to locate in nodes, generating regional demand of

250 units per year in nodes. Demand in Springfield nodal development areas could range from 50 to 96 units per year based on Springfield's share of population and buildable residential land in the region.

Employment in Eugene-Springfield is expected to increase by 46,140 over the 1995–2015 period, or about 2,300 jobs per year over the twenty-year period. This employment growth is expected to generate demand for 14 to 23 million sq. ft. of commercial and industrial development, or 700,000 to 1.2 million sq. ft. per year.

NODAL DEVELOPMENT AREAS

The City of Springfield has designated six areas for nodal development: Downtown Springfield, Glenwood, Mohawk, Riverbend, Jasper-Natron North, and Jasper-Natron South. These six nodal development areas have a total of 682.7 acres.

Concept plans have been developed for each of the nodal development areas that describe proposed land uses that are consistent with nodal development goals. All of the concept plans call for creating higher-density mixed-use centers in each of the nodal planning areas:

- **Downtown Springfield:** reinvigoration of Downtown Springfield as the heart of the city, with streetscape improvements, better pedestrian connections, and public spaces. Establishment of an arts and cultural district, with infill development and redevelopment to reinforce existing retail and add residential uses Downtown.

- **Glenwood:** redevelopment of the nodal development area into a mixed-use center that is primarily residential with some office and retail uses. Redevelopment of the entire area could add 600–800 residential units, 100,000–200,000 sq. ft. of office, and 50,000–100,000 sq. ft. of retail.

- **Jasper-Natron:** development of this mostly greenfield site into two nodes. The North node would be primarily residential with some community commercial uses to serve the node, while the South node would be an employment center with a mix of commercial and industrial zones.

- **Mohawk:** infill and redevelopment of the existing commercial district to increase a higher-density mixed-use core, including residential uses, in the nodal development area.

- **Riverbend:** development of this mostly greenfield site as a regional medical campus surrounded by 882 units of medium-density residential and a mixed-use center with 105,000 sq. ft. of retail and commercial businesses that serve both the node and regional markets.

MARKET SUPPORT FOR NODAL DEVELOPMENT IN SPRINGFIELD

We compared the amount of development envisioned in the concept plans to the amount of development that will likely be supported by economic conditions over the next 15–20 years.

We estimate that the concept plans call for 3,900 and 4,675 new residential units in the nodal development areas between now and when the areas are built out (the plans are indefinite about when that would be). Our assessment in Chapter 3 suggests that the likely average for residential development in Springfield nodes is on the order of 900 units over the 2001–2015 period, substantially less than the amount in the concept plans. What does that mean? There are several possible interpretations:

- The concept plans are fine, and our estimates of demand in nodes is too pessimistic. We think this is the wrong interpretation.
- The concept plans are fine, but they are plans for a much longer period than the 15 years we are using in this study. This is a plausible interpretation.
- The concept plans are too aggressive about density. This may be true in the long run: it is almost certainly true in the short run. Even though the concept plans are probably aggressive, our assessment is that they are not wildly so.

The concept plans up to 1.3 million sq. ft. of retail and office development at buildout. This amount of development appears supportable by forecasted employment growth in the region.

IMPLEMENTATION ISSUES

Downtown Springfield

- Lack of development activity
- Availability of parking
- Need for business and streetscape improvements to improve visual appeal
- Current rent levels do not support development or renovation

Glenwood

- Need for access from Franklin Boulevard and internal circulation streets
- Lack of sewer service and stormwater drainage
- Need for pedestrian and bicycle facility improvements to Franklin Boulevard
- Need to improve visual appeal of Franklin Boulevard corridor

Jasper-Natron

- Jasper Parkway Extension needed for regional access; location and speed will affect nodal development areas
- Local streets needed for internal circulation
- Need for sewer, water, and utility service
- Need for stormwater management
- Industrial uses may be incompatible with nodal development

Mohawk

- Streetscape and pedestrian investments needed to facilitate pedestrian access and improve visual appeal
- Incentives may be necessary to encourage infill and redevelopment
- Internal streets may be needed in Central Mohawk area

Riverbend

- Approval of the PeaceHealth proposal requires amendments to the Gateway Refinement Plan and Metro Plan Diagram

NODAL DEVELOPMENT STRATEGY

The implementation issues Springfield faces in each node, and our review of plans and policies in other jurisdictions, suggests the following nodal development strategy:

- Make zoning amendments and apply the nodal development overlay in nodes.
- Provide incentives for desired nodal development products. Incentives could include:
  - Expedited permitting
  - Fee waivers
  - Allowing wood frame construction
  - Reducing parking requirements
  - Tax increment financing for public improvements
  - Multi-family housing tax credits
- Focus public investments into nodes:
  - Support development in Riverbend first
  - Follow-through on planned investments in Glenwood
  - Make streetscape and pedestrian improvements in Downtown and Mohawk
  - Make Jasper-Natron improvements a low priority
- Be flexible and opportunistic

Chapter 1

Introduction

BACKGROUND AND PURPOSE

This report (the *Springfield Nodes Market Analysis and Development Strategy*) is a market analysis in support of an effort by the City of Springfield to adopt implementation measures that will encourage certain types of higher-density land uses in six subcenters (nodes) in the City of Springfield (the Springfield Nodal Site Selection and Implementation project).

The Transportation Planning Rule[1] requires metropolitan areas in Oregon to adopt transportation system plans that include policies designed to reduce per capita vehicle miles traveled (VMT) 5% over a 20-year planning period. The Land Conservation and Development Commission (LCDC) allowed the Eugene-Springfield transportation plan, *TransPlan*, to meet the reduced VMT requirement by adopting policies to implement *nodal development*. *TransPlan* identified over 50 potential nodal development areas in the urban region.

A *node* is an urban subcenter: an area of higher-density development. Nodes have always occurred naturally in metropolitan areas. The intention of state and City policy is to encourage more and certain types of development in nodes. Among the motivations is the reduction of automobile trips by creating high-density urban subcenters that contain a mix of uses in developments designed to facilitate walking, bicycling, and transit use.

When the LCDC allowed TransPlan to meet the reduced VMT requirement through nodal development, it adopted recommendations to provide guidance to local governments.[2] These recommendations included three relevant to this project:

1. Eugene and Springfield need to specify specific areas for nodal development by May 2002.

2. Eugene and Springfield need to adopt Metro Plan designations and zoning amendments for the specified nodes by September 2003.

3. Eugene, Springfield, and Lane County need to review plan amendments and zone changes *outside* nodes to assure that they are consistent with the nodal development strategy.

---

[1] Oregon Administrative Rule 660-012.

[2] State of Oregon, Land Conservation and Development Commission, LCDC Order 01-LCDC-024, June 2001.

The City of Springfield met the first recommendation by selecting six nodal development sites (Spring 2002): Downtown Springfield, Glenwood, Jasper-Natron North, Jasper-Natron South, Mohawk, and Riverbend. The location and characteristics of these nodal development areas are described in Chapter 4 of this report. The City must still take action to meet the recommendations to adopt policies to implement nodal development (scheduled for Spring 2003).

METHODS

This report relies heavily on the substantial amount of planning that has already been conducted for regional growth, land supply and demand, nodal development in general, and development of the Springfield nodal sites. That planning consists of many reports that were written by various organizations, at different times, for various geographic areas, and for different purposes. To reach conclusions about the market for nodal development in Springfield, we frequently must bring together data from a variety of sources. We use three primary techniques to "standardize" data from different sources to allow comparison:

- For data such as growth trends or forecasts that cover different time periods, we use the average growth per year to standardize the data. For example, we can compare the forecast number of housing units needed per year in 1995–2015 to actual housing construction per year in 1995–2001 to compare forecast development to actual development.

- For data that covers different geographic areas or different time periods, we use the average annual growth rate to standardize the data. For example, if we have a forecast of population growth in the Eugene-Springfield UGB for 1995–2015 and we have actual population growth within Eugene and Springfield city limits 1995–2000, we can use the average annual growth rate (in percent) to compare forecast growth in the UGB to actual growth within city limits.

- For real estate rents or sales prices associated with developments of various sizes, we will dollars per square foot (sq. ft.) or per acre of land or per building area to standardize the data. For example, if we find a 500 sq. ft. office unit that rents for $250 per month, we can apply the rent per sq. ft. ($0.50) to a similar 400 sq. ft. office to estimate that it would rent for $200 per month.

REPORT ORGANIZATION

Chapter 2: National Trends in Nodal Development describes characteristics of nodal developments around the country and successful projects in these developments.

Chapter 3: Growth and Development in the Metropolitan Area describes the regional context for growth and development in the region, and implications for development in Springfield nodal sites.

Chapter 4: Nodal Development Site Evaluation describes current conditions in the selected nodal development sites and existing concept plans for future development in the nodes.

Chapter 5: Nodal Development Potential in Springfield describes the likely scale and type of development in the nodal development sites based on expected market conditions and trends.

Chapter 6: Implementation summarizes implementation issues raised by the market analysis and organizes these issues into a development strategy for the City of Springfield.

This *Market Analysis and Development Strategy* is being prepared as part of a larger Springfield Nodal Site Selection and Implementation project. That project will include analysis of regional transportation conditions, Springfield's development code, and implementation issues at each nodal development site, in addition to this *Market Analysis*. The results of all of these project elements and their implications for implementation of nodal development in Springfield will be summarized in an *Evaluation Report* at the end of this project.

Chapter 2

National Trends in Nodal Development

This chapter describes key national trends related to nodal development. The primary message is that nodal development is happening in cities across the United States.[1] By looking at development trends in cities larger than Eugene-Springfield we can anticipate some of the development patterns that will occur as our region grows. The descriptions of nodal development in this chapter focus on the characteristics of places where it is happening and of successful developments. This chapter will help support the conclusions about market support for nodal development in Springfield in Chapter 5 and implementation issues in Chapter 6 of this report.

This chapter is organized under four headings:

- Characteristics of Nodal Development
- Elements of Successful Nodal Development
- Case Studies of Nodal Development Projects
- Applying Nodal Development Concepts in Springfield

CHARACTERISTICS OF NODAL DEVELOPMENT

There are a variety of terms in popular and academic literature that refer to development styles that are similar to, or synonymous with, nodal development. These terms include "neotraditional development," "smart growth," "new urbanism," and "transit oriented development." At their most basic level, all of these terms imply a higher level of activity than in surrounding areas. Usually, this will mean an urban center (or subcenter) with a higher density of both commercial and residential land uses that are more integrated, or "mixed," than in typical modern developments. These centers reduce automobile use by design that facilitates walking and bicycling within the center, and by having transit service for regional trips. These terms also imply a higher level of public activity within the center.

Most metropolitan downtown areas and some older neighborhoods have the characteristics of a node because they were developed in a traditional street grid before widespread use of automobiles and before exclusionary zoning separated uses. Nodal development and similar terms are frequently applied to modern developments that use alternative design to achieve the

[1] Using a broad definition, nodal development has always occurred in cities of Springfield's size throughout the world. A node is a spatial concentration of development (more density, more construction, higher land value, more activity)

lower automobile use associated with older traditional urban centers. **Nodes have some common characteristics:**

- **Pedestrian Orientation:** Nodes are designed to support the goal of reducing traffic congestion by offering a variety of residences, shops, and employers within walking distance of each other, with a connected street network that supports pedestrian activity while de-emphasizing the automobile and parking. To support regional goals of reduced vehicle miles, a node must encourage pedestrian activity so that people can walk or bicycle to destinations within the node.

- **Transit Service:** Frequent transit service in nodes allow residents and workers in the node to make regional trips without using an automobile. A network of nodes in an urban area connected by transit can help people to reach multiple destinations using transit.

- **Public Spaces:** With more people out on the streets, a node has more prominent public spaces. In some nodes, this may include actual parks or public plazas, but in others it may simply mean a higher emphasis given to the existing public space provided by streets and sidewalks through such measures as wider sidewalks, street furniture, sidewalk dining, etc.

- **Urban Densities:** In order to provide for a mix of uses in a compact space, nodes are by definition denser (more residential units or commercial floor space) than the surrounding area, which is a relative term from one node to the next. Density is a key to providing a range of services and uses within walking distance.

- **Variety:** A node is a mixed-use center with varying combinations of commercial and residential projects.

The characteristics of nodal developments vary widely, ranging from a traditional downtown business district to a brand-new suburban neighborhood center. While all nodes have a few principles in common, **nodes have many characteristics that make them different:**

- **Mix of Uses.** Most nodes are defined by more than one use, although the exact mix of uses varies. Some nodes may have a primarily retail and office character, while others may be primarily residential with a small retail component to support the residents

- **Scale.** The size of a node can range from a single intersection of retail services to serve a residential neighborhood to an entire downtown spread over dozens of blocks. The smallest nodes may be comprised of a single real estate development by one property owner, while the largest nodes will involve dozens of property owners and many public and private investors.

- **Reach.** Smaller nodes may primarily serve residents in a relatively small radius of just a few blocks in either direction (representing a 5

to 10 minute walk), while other nodes may be large enough to have their own internal population as well as draw from a large surrounding area. By definition, downtown nodes have the largest reach by serving the entire city and even surrounding communities.

- **Location.** Nodes can be geographically spread throughout a city and region. Establishing a network of nodes linked by arterial roadways and transit service within an urban area is important to allow travel between home, work, and shopping without using an automobile. Within an urban area, nodes can be located virtually anywhere with adequate transportation access:

  - **Corridors.** By creating "pulse points" of interest along suburban strips or corridors, nodes can break the monotony characterized by so many of America's aging and deteriorating commercial strips. Located on corridors, nodes can give definition to weakly defined areas and can help tame traffic to make an area more pedestrian friendly. The Urban Land Institute (ULI) has recently concluded that deteriorating suburban strips represent one of the greatest threats to America's cities and has developed a revitalization strategy that is centered on the use of pulse points to focus development.

  - **Waterfronts.** Springfield is located along two rivers, providing ample opportunities for nodal development that takes advantage of and respects these natural assets. Along waterfronts, nodes can take on a special recreation, residential, or commercial character that uses the visual and natural amenities to add interest and value. RiverPlace in Portland is an example of a waterfront node.

  - **Neighborhoods.** Smaller nodes provide services to support surrounding residential neighborhoods. Neighborhood nodes can include small commercial centers with grocery stores, dry cleaning, banks, and other services as well as housing in multi-family developments or over retail uses.

  - **Freeways.** As an alternative to the typical auto-dominated, big box freeway commercial centers found at many freeway off-ramps, nodes can accommodate development that takes advantage of the extraordinary access and visibility provided by a freeway location but in a pattern that facilitates pedestrian movement and allows for a mix of uses.

  - **Transit stations.** Transit stations are ideal locations for nodes, particularly those with a housing or office focus. Retail uses require convenient automobile access to survive, but nearby transit is an amenity for housing and offices. Portland's Westside light rail line has transit-oriented nodes in many stations, most with primarily with a residential focus.

- **Downtowns.** By their very nature, most downtowns already function as nodes. Most are mixed-use, pedestrian friendly, and offer a variety of transportation options. Continued nodal development patterns in downtowns can help to preserve these qualities.

- Subcenters. Nodal development is appropriate for both urban and suburban locations. Indeed, it is in the typically auto-dominated framework of suburban development that a nodal development could have the most impact. Nodal development can occur through redevelopment of existing centers or through new development in greenfield sites. Redevelopment of aging centers is more difficult to achieve than new development, but the sheer number of aging suburban centers suggests that there is overwhelming potential. In urban locations, many existing neighborhood centers already fit the definition of nodes, but there is ample opportunity for enhancement and redevelopment of these centers into higher-density mixed-use nodes.

ELEMENTS OF SUCCESSFUL NODAL DEVELOPMENT

The key to successful nodal development is that the node respects basic real estate development principles. While the location, size, and design of a node supports many public goals and benefits, it must ultimately be a profitable real estate venture in order to attract and sustain private investment. Basic requirements for successful nodal development follow.

LOCATION

The location of a node is the first and most critical element of success. To be successful, a node must be located on or near a major roadway and be close to residential areas so that it can both be a convenient regional destination and draw from adjacent markets. The number and income of people working, shopping, and living in a nodal development area will determine the type and amount of convenience-oriented retail development in the node. Regional retail developments and office-oriented employers will be less dependant on the characteristics of the people in a node.

RETAIL

For retail in a node to be successful, it needs the same things that retail anywhere needs: adequate buying power, pass-by traffic, visibility, population base, and parking. Successful retail in nodes must be located in visible locations on or near streets with high traffic counts. Despite the pedestrian convenience of a node, most shoppers are likely to arrive by car and the node must accommodate this fact if retail is to be successful. Therefore, adequate parking must be available. To maintain a pedestrian environment, parking can be located behind buildings and in shared facilities, but it must be available for the retail component to succeed.

Retailers look for locations where the income of daytime and nighttime population (workers and residents) and passing traffic has the potential to generate adequate sales. As suburban greenfield sites near major intersections are developed, more national retailers are looking at nontraditional formats in urban infill locations. For example, new Target stores in Portland and Seattle are multi-level, allowing for smaller footprints that fit in urban neighborhoods. In Portland, a new Safeway is under construction that will be multi-level and will have housing located above the store. These examples show that nodal development can accommodate both small and large-format retailers. Current trends indicate growing acceptance of urban locations by the retail industry.

HOUSING

Housing is an important element of nodal development, particularly when using it as a tool for revitalization. Housing helps keep a node active seven days a week, including weekends and evenings when most employment-based centers are quiet. Residents enhance safety and create a more active place. As a land use, housing has a number of advantages for nodal development:

- Parking: Urban housing units often require only one parking space per unit, which is far less than the three or four per 1,000 square feet required for retail and office uses. This reduces the need for land for surface parking or expensive structured parking.

- Retail: For nodes with retail components, the addition of residents to the area is extremely beneficial to the success of retail. Office workers typically support only one half square foot of retail space near their place of employment, while residents can support up to ten square feet of retail. While residents will not shop exclusively in their immediate node, their retail spending will still be much higher than by office workers in the node.

- Fewer on-site amenities: Instead of having on-site clubhouses, pools, exercise rooms, and open space amenities typical of suburban housing developments, urban residents can utilize the public spaces, shops, and nearby parks for their cultural and recreational needs. In this sense, the node is the amenity, eliminating the need for developers to provide amenities at their expense without having to reduce rents. This also helps offset the higher cost of building urban style products.

The type of housing appropriate for nodes can vary widely depending upon the intensity of the node. Most housing in nodes will be small-lot single-family and attached units of varying densities. These could include:

- Rowhouses: Single family housing units that are typically attached on the sides, but with no other units above or below. These can reach densities of 12 to 20 or more units per acre. They are usually ownership units, and may also be known as townhouses when offered for rent.

- Apartments: Rental units can appeal to younger people entering the workforce as well as those who cannot afford homeownership. Depending upon the size of the project, apartments can range in density from 20 to 24 units per acre in low-rise garden apartment buildings to 125 units per acre in mid-rise and higher developments.

- Condominiums: Condominiums provide an ownership alternative for those who seek the maintenance-free and compact lifestyle afforded by apartments. They usually offer more interior amenities than apartments and are best suited for areas that already exhibit a strong housing market. A three-story condominium building can achieve 18 to 24 units per acre with surface parking.

- Senior housing: Nodal development can be ideal for senior housing by offering a variety of services and amenities in a walkable environment without the need for a car. Senior housing projects are similar to apartments and can range from 15 to 150 units per acre.

- Mixed-use housing: In addition to single-use housing projects, housing can also be mixed with other land uses, usually with retail on the ground floor and housing above. This is a good way to utilize otherwise empty space, but adds costs due to the different building code requirements for residential and commercial spaces.

PUBLIC-PRIVATE FINANCING

A node is by definition a denser development than its surrounding neighborhood. These higher densities can require structured parking and more expensive building types. In many cities, however, market rents are not high enough to support these higher building and infrastructure costs. Therefore, without additional financial support, these projects will not happen. These are ideal opportunities for public-private partnerships where the public can assist in the construction of shared parking facilities and other features to offset the developer's added expense of building more expensive buildings. As long as market rents in nodes are at the same level as elsewhere in Springfield, public assistance in achieving nodal development may be necessary.

TRANSIT SERVICE

While it must accommodate the automobile to some degree, a node must be served by multiple transportation types to be successful in reducing automobile trips. Transit service can also have a positive impact in property values for property near a transit stop.[2] Property value benefits are greater for fixed-route systems like bus rapid transit and light rail than they are for

[2] Diaz, Roderick B. "Impacts of Rail Transit on Property Values," APTA Rapid Transit Conference proceedings paper, 1999.

flexible systems like buses. Proximity to transit has minor benefits for retail, but is considered an amenity for residential and employment uses.

CASE STUDIES OF NODAL DEVELOPMENT PROJECTS

This section presents case studies of nodal developments and specific projects within nodal developments. The types of developments and projects selected for this section may be viable in Springfield nodal development sites. The case studies focus on information that may be transferred to the Springfield market, like project characteristics, buyer demographics, construction costs, and relative rent levels or sales prices.

Princeton Village, Clackamas County. This mixed-use development has both residential and office space. It is located two miles east of the Clackamas Town Center shopping mall on the southeast edge of metropolitan Portland, and is part of 368-acre neo-traditional Sunnyside Village. The residential portion of Princeton Village is 6.4 acres with 84 rowhouses. The average lot size is 2,500 square feet and the average unit size is 1,450 square feet, with a gross density of 13.1 units per acre.

The developers initially targeted the units to older empty nesters, double-income young couples, and singles. They found that about half of the buyers were single women. The subdivision is compact, well lit, and secure, and those buyers liked that security. About a fifth of the buyers were older couples, who were downsizing their homes. The remainder of the buyers were made up of single men, single parents, and some younger couples. Few buyers have children living at home.

The developer found that, at first, the development was a more difficult sell than for conventional developments. The project is located at the edge of the metropolitan area, and homebuyers could buy a detached house with the same square footage for the same price. Since the 1997 completion of the project, there has been little turnover. The buyers have been happy, and have chosen to stay. Resale prices have risen, but not excessively. Units that sold for $170,000 in 1997 is now $185,000, and those that sold for $150,000 are now about $168,000.

Northwest Crossing, Bend. This new 500-acre development will included a broad range of housing types and sizes, including single-family homes, duplexes, accessory dwellings, townhomes, and apartments above commercial and retail uses. The average lot size for single-family units is about 6,500 square feet, and houses average about 1,900 square feet.

Commercial areas, schools, and parks are located within the community. The development is designed to support sustainable development practices. Existing trees have been preserved and incorporated into the design, interconnected streets encourage residents to rely less on cars for transportation. Additionally, the builders are participated in the Earth

Advantage™ program, which addresses energy efficiency, building materials, water, and indoor air quality.

The developer reported that most of the buyers include families, young couples, and retired couples. Phase I of the project was built near a grammar school, and a high school is nearby. The schools are an important amenity for families. The retired couples are attracted to the walkability of the development.

West Bend Village, Bend, Oregon. Located 1.5 miles west of downtown Bend, this 22-acre residential neighborhood has 88 detached single-family homes. Completed in 1996, lot size ranges from 6,000 to 10,000 square feet and average unit size is 1,500 square feet. Gross density is 4.1 units per acre. Initial sale prices ranged from $120,000 to $200,000. The units sold well, despite a flat real estate market in Bend. The homes were purchased by buyers with slightly more income than originally expected. Resale prices have significantly exceeded the original selling prices, and homes in West Bend Village now start at about $200,000.[3]

Fairview Village, Fairview, Oregon. The development is located southwest of NE Halsey Street and 223rd Ave, east of Portland, in Multnomah County. A mixed-used development, it includes residential, retail, commercial, civic, and open space. Lot sizes for the single-family units range from 900 to 13,000 square feet. The average unit size is 2,100 square feet.

The target market was middle- to upper-income residents including empty nesters, double-income professional couples, and young families. The developer found that there was a higher-end market than they had originally anticipated. The return on investment has met the expectations set down in the pro forma and by the winter of 2002, the 274 single-family homes had yielded a profit of $30,000 per units. The multi-family units had yet to show a profit, but the developer experts that the apartment buildings will become profitable within two or three years.

The development has seen a steady appreciation of home prices, at a rate exceeding the average increases in the metro Portland area. Lower-end homes that initially sold for $139,000 are reselling for around $165,000, and moderately priced homes that started at $175,000 cost $220,000 in early 2002.[4]

Prospect, Longmont, Colorado: Prospect is a new planned community in suburban Denver that encompasses many new urbanist and smart growth principles to give it an urban feel. Interspersed with parks, recreation

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[3] From "By the Number—West Bend Village" in *New Urban News*. Volume 6, Number 7. October/November 2001 and "West Bend Village" from Livable Oregon, February, 1997.

[4] From "Fairview Village: the Full Mix in a Small Package" in New Urban News. Volume 7, Number 1. January/February 2002 and "Fairview Village" from Livable Oregon, October, 1998.

amenities, retail space, and other urban uses, the development will include 505 residential units on just 80 acres through a mix of single family detached homes, town houses, condominiums, and apartments. Its detached housing areas have achieved net densities of 10 units per acre, significantly higher than what is typically found in suburban projects.

Designed to attract an upper middle class population, homes in Prospect are significantly more expensive than what would be marketable in Springfield, with condominiums priced from the low $200,000's and homes going for $300,000 to $500,000. Apartments also are also expensive, with rents ranging from $700 to $1,100 per month. However, these prices indicate that people are willing to pay a premium to live in well-designed neighborhoods at urban densities. It also is evidence that well-designed urban projects can be successful in suburban environments—in the suburban environment of Longmont, it is the urban quality of the Prospect that distinguishes from other subdivisions and makes it so desirable.

Laureola Oaks, San Carlos, California: Laureola Oaks is a small infill affordable housing project located in the expensive housing market of the San Francisco Bay Area. On less than one acre, the project includes 16 affordable, attached townhome units arranged around a common courtyard. Using a variety of affordable housing financing mechanisms, the project was built on a site that was too small to be considered for other commercial developments.

Designed for families with children, the site design buffers the project from the busy street with landscaping and parking. Community space is provided by the common courtyard, which is surrounded by the entrances to the units. Each unit also has a small private yard in the rear. Parking is concentrated in one location on the site. Other innovative design features include front and rear entrances to each unit so that the rear of the units (which face the street) have a front door appearance to passers-by.

Laureola Oaks shows that infill development in nodes can be dense yet still offer the open space and other amenities that are required to attract families. Further, by utilizing affordable housing financing mechanisms, the developer was able to build a residential project on a busy arterial on a small site that was otherwise not attractive to developers.

Belmont Dairy, Portland, Oregon: The Belmont Dairy is a mixed-use redevelopment project in a close-in Southeast Portland neighborhood. Belmont Dairy has a mix of affordable and market-rate housing along with 26,000 square feet of commercial space, including a Zupan's supermarket. The project is built upon the site of the former Carnation Dairy and was contaminated with toxic chemicals which had to be removed prior to construction.

Through a combination of public and private financing sources in partnership with the City of Portland and the Portland Development Commission, the developer was able to make 66 of the 85 housing units affordable to those of moderate incomes. Rents at opening were from $472 to

$566 for the restricted units (section 42) and ranged from $795 to $1,295 for market-rate units. With a combination of shared and dedicated parking for the residents and the retail space, the $14 million project achieved a density of 28 units per acre and a parking ratio of 1.5 spaces per unit. Subsequent phases with new construction on adjacent blocks have included townhomes.

Part of the project is new construction, but some of the old dairy buildings were reused. The entire project incorporated PGE's Earth Smart energy efficiency building standards. Located along a busy bus line, the project also reduces the need for residents to use automobiles since a supermarket is located onsite and they can easily hop on a bus to downtown Portland.

Orenco Station, Hillsboro, Oregon: Orenco Station is a suburban residential community built on 200 acres in Hillsboro and surrounded by high-tech industries. The residential areas of Orenco Station offer a mix of attached and detached single family homes arranged in a new urbanist and pedestrian oriented layout. Orenco Station also includes a small town center located along busy Cornell Road. This town center is served by a street grid that provides access to 27,000 square feet of retail space, 30,000 square feet of office space, and a mix of 72 lofts and live/work townhomes.

While the neighborhood is located to the north of Cornell Road, most of the retail is adjacent to this arterial in order to capitalize on the drive-by visibility. The retail center is within a 10-minute walking distance of all residential areas and is located between the residential area and the nearby MAX light rail station.

Recent survey research of Orenco Station residents has shown that the design and character of the town center has had significant impacts on the entire community. A 2002 survey of residents showed that the town center was one of the best aspects of the entire community, even for those that didn't live directly in the town center units. That is, the mixed-use town center, located on only seven acres, accrued benefits to the entire 200-acre development. Further, the walkable nature of the entire community encouraged more frequent patronage at the town center retailers than in other neighborhoods. This helped to foster a greater sense of community and friendliness among Orenco Station residents than in other surveyed neighborhoods.[5]

While proximity to the MAX light rail line is an advertised benefit of the community, most residents continue to commute by car. However, the rate of transit ridership, 18.2%, is higher than for other suburban communities. Resident surveys have found that Orenco Station's quality design (architecture, open spaces, pedestrian amenities, etc.) is a larger draw than the transit access. Similar phenomena are likely in Springfield—well

[5] "The Social and Environmental Achievements of New Urbanism: Evidence from Orenco Station," Bruce Pdobnik, PhD, Lewis and Clark College, November 2002. http://www.lclark.edu/~podobnik/orenco02.pdf.

designed, dense neigbhorhoods that are pedestrian oriented and have a mix of services will be attractive in the marketplace.

APPLYING NODAL DEVELOPMENT CONCEPTS IN SPRINGFIELD

The main message of this chapter is that nodal development is accepted and successful at some level in urban markets across the United States. The success and acceptance of nodal developments in other markets is an indicator that nodal development can occur in Eugene-Springfield as well. The overview and specific examples presented in this chapter lead us to several conclusions about nodal development in Springfield:

- While nodal development is intended to facilitate walking, bicycling, and transit use, it must also accommodate the automobile to be successful.

- Commercial development in predominantly residential nodes will depend primarily on the number and income of residents and workers in the immediate area.

- Convenience-oriented retail, in particular, depends on the number and income of nearby residents, shoppers, and workers. For this reason, retail is unlikely to lead residential development in nodes. Residential must lead to create the market for retail, but retail may be necessary to make the node attractive to residents.

- Nodes with a concentration of commercial development will have a mix of convenience-oriented retail that caters to residents and workers in the node, and regional commercial development that attracts shoppers and workers from the larger urban region. These nodes must be located in areas with good regional automobile access, and retail uses with a regional market area require visibility from a roadway and convenient auto access. Providing sufficient parking while maintaining a pedestrian environment is the primary challenge in these nodes.

- Major "big-box" retailers are now considering urban infill locations to increase their presence in markets where large greenfield sites near key intersections are rare or non-existent. This suggests that Springfield may be able to attract a grocery store or similar large retail use to a site that is smaller than ones they would typically developed in the urban fringe, particularly if the supply of large greenfield sites in the region is constrained.

- In nodal developments, public amenities such as walkways, open space, plazas, and recreational facilities substitute for amenities that are typically provided by private developers in suburban residential developments. Creating high-amenity environments is critical for the

success of nodal development. This has the effect of increasing the costs of nodal development paid by public funds.

- Given the higher costs associated with higher-density development and the potential need for structured parking to achieve the densities sometimes desired or specified in nodes, some form of public assistance is usually necessary for successful nodal development. This assistance typically takes the form of financing, tax breaks, and public funding for shared facilities such as parking.

- Alternative residential products—denser housing of the type that is usually desired in nodes—are already being accepted in Oregon real estate markets. These products include small-lot single-family, rowhouses, accessory units, and units above retail.

- Residential units in nodal developments experience some kind of market premium in the form of higher sales price/rental rate, less time on the market, low turnover, and price appreciation.

- Several developers report more demand from the high-income segment of the market than expected. This is good news for nodal development, as this segment can better afford the higher rents/sale prices needed to make high-density development feasible.

- High-density buildings can allow development of small infill parcels that would not be suitable for traditional building styles, better utilizing land and increasing density in the area.

- Nodal development sites in Springfield include sites that are primarily greenfields (Riverbend, Jasper-Natron) and sites that will require redevelopment of existing uses (Downtown, Glenwood, Mohawk). The Downtown and Mohawk nodal development sites already have some of the characteristics of a node.

- The unique characteristics of each node, particularly transportation access and existing or planned development in the neighborhood, will affect their development potential.

Chapter 3

Growth and Development in the Metropolitan Area

This chapter sets the context for evaluating the potential growth in the six nodes. It does that by describing expected growth in the Eugene-Springfield metropolitan region, and in subareas of the region. Those estimates allow us to make some judgment about the amount of that growth that it is reasonable to expect in the six Springfield nodes that are the focus of this study.

The Lane Council of Governments produced forecasts of population growth, demographic shifts, and employment by industry in the Eugene-Springfield metropolitan area.[1] These forecasts were developed as part of the modeling for *TransPlan*, the Eugene-Springfield regional transportation plan, and generally cover the 1995–2015 period. We use these forecasts to summarize expected growth in Eugene-Springfield, and we compare forecast growth with actual growth up to 2000.

ECONorthwest and Leland Consulting used the LCOG forecasts as the basis for establishing development demand conditions in the region in a 1996 report, *Market Demand Study for Nodal Development*. This report also describes the regional supply of land for development and the implications for the public sector. We draw heavily from this report for this chapter, adding and updating data where necessary.

This chapter starts with an overview of expected population and employment forecasts. Population and employment growth in Eugene-Springfield will drive demand for residential, commercial, and industrial development in the region; that development will require land. It then describes trends in residential and commercial development. It ends with a discussion of the implications of these forecasts for growth in Springfield's nodes.

POPULATION AND EMPLOYMENT GROWTH

Forecast population and employment growth in Eugene-Springfield is important because population growth drives demand for residential units and employment growth drives demand for commercial and industrial development. Table 3-1 shows forecast population in the Eugene-Springfield metropolitan area over the 1995–2020 period. Population is expected to increase by over 100,000 in this period, an average of 1.5% or about 4,000 people per year. Population is expected to grow slower than this average in the first half of the forecast period, then accelerate in the second half.

[1] The study area for LCOG's *TransPlan* forecasts is slightly larger than the Eugene-Springfield UGB.

Table 3-1. Forecast population in Eugene-Springfield metropolitan area, 1995–2020

Year	Population	Growth	AAGR
1995	224,100	n/a	n/a
2000	240,700	16,600	1.4%
2005	257,400	16,700	1.4%
2010	277,600	20,200	1.5%
2015	301,400	23,800	1.7%
2020	325,400	24,000	1.5%
1995-2020	n/a	101,300	1.5%

Source: Lane Council of Governments. Growth and AAGR calculated by ECONorthwest.
Note: AAGR is Annual Average Growth Rate.

Population within the Eugene and Springfield city limits, which is a smaller area than that covered by the LCOG forecast, actually increased from 170,910 in 1995 to 190,757 in 2000—an increase of 19,847 or 2.2% per year. Estimated population in the LCOG forecast is roughly 50,000 greater than population within the city limits because the LCOG forecast include unincorporated areas with substantial population, most notably the River Road area in Eugene and the Glenwood area in Springfield. Actual population growth within the city limits exceeded forecast population growth for the metro region over the 1995–2000 period. However, actual growth in the city limits is close to the 4,000 people per year average for the 1995–2020 forecast period.

LCOG found that the actual number of people within the metro study area was 2% less than the forecast level in 2000, based on the results of the 2000 Census. If this 2% less population persists through the forecast period, 2015 population would be 2% less or 295,400. This is within LCOG's projected population range for 2015, 291,700 to 311,100.[2]

Employment in Eugene-Springfield is expected to increase by 46,140 over the 1995–2015 period, or about 2,300 jobs per year over the twenty-year period. Expected employment growth by industry is shown in Table 3-2.

Employment growth is expected to be led by growth in Services (17,870), Manufacturing (11,080), Retail Trade (6,880), and Government (5,640), which together account for about 90% of total employment growth expected over the 1995–2015 period. Growth in Manufacturing will be led by industries in the "Other Durable Goods" categories, which includes electronics and transportation equipment. More than half of the growth in Government will be in State & Local Education, representing employment at public schools, colleges, and universities. Table 3-2 shows that employment is expected to grow at an average rate of 1.4% per year, or about 2,300 jobs per year, over the twenty-year forecast period.

[2] Lane Council of Governments. 2001. *Eugene/Springfield Metro Area Residential Land Monitoring Annual Report.* June.

Table 3-2. Forecast employment in Eugene-Springfield metropolitan area, 1995–2015

			1995–2015		
Employment Sector	1995	2015	Growth	% of Total	AAGR
Mining	130	140	10	0%	0.3%
Construction	4,030	4,770	740	2%	0.7%
Manufacturing	14,770	25,850	11,080	24%	2.3%
Lumber & Wood Products	4,750	5,280	530	1%	0.4%
Other Durable Goods	5,610	13,630	8,020	17%	3.6%
Food Products	1,350	1,580	230	0%	0.6%
Other Non-Durable Goods	3,060	5,360	2,300	5%	2.3%
Transportation, Communications, Utilities	4,000	4,950	950	2%	0.9%
Wholesale Trade	5,050	5,930	880	2%	0.6%
Retail Trade	21,500	28,380	6,880	15%	1.1%
Finance, Insurance, Real Estate	5,660	7,750	2,090	5%	1.3%
Services	31,610	49,480	17,870	39%	1.8%
Government	20,130	25,770	5,640	12%	1.0%
Federal	1,360	1,500	140	0%	0.4%
State & Local Education	12,680	16,220	3,540	8%	1.0%
State & Local Administration	6,090	8,050	1,960	4%	1.1%
Total Wage and Salary	**106,880**	**153,020**	**46,140**	**100%**	**1.4%**

Source: Lane Council of Governments. Growth and AAGR calculated by ECONorthwest.

The population and employment forecasts shown in this section reflect expectations for growth in the Eugene-Springfield region. Actual year-to-year growth will fluctuate above and below the long-run average. Actual growth since the forecasts were developed in 1995 has slightly exceeded forecast growth, but the current economic recession will probably push growth rates below the long-run average. Overall, neither we nor other forecasters have seen any information that would lead us to revise the long-run population and employment forecasts for the Eugene-Springfield region.

DEVELOPMENT TRENDS

RESIDENTIAL

DEMAND

Population growth will drive demand for residential development in Eugene-Springfield. Table 3-1 shows that forecast population growth averages roughly 4,000 people per year in the region, which translates to residential demand of roughly 1,800 units per year, assuming 2.2 persons per household. Table 3-3 shows residential demand by structure type and tenure for the 1990–2015 period. The distribution of new dwellings is based on the 1990 distribution of housing stock and a potential distribution of new housing that reflects demographic shifts in the population and trends in residential development.

Table 3-3. Additional dwelling units by structure type and tenure, 1990–2015

	Based on 1990 Housing Stock			Potential Distribution (1)		
Structure Type/Tenure	Total Units (1,000)	% Units	Units per Year	Total Units	% Units	Units per Year
Single-family detached (2)	23-26	52-57%	980	18,000	40%	720
Single-family attached	2.8-3.4	6-8%	120	4,500	10%	180
Apartments	13-16	30-35%	590	15,750	35%	630
Manufactured Homes (3)	2.1-2.8	5-6%	100	6,750	15%	270
Total	**40.9-48.2**	**100%**	**1,790**	**45,000**	**100%**	**1,800**
Own	21-27	47-59%				
Rent	18-24	41-53%				

Source: ECONorthwest
Note: Based on demographic forecasts and the relationship of household income, size, and age of head with structure type and tenure in 1990. Estimates do not include adjustments for demolitions, or vacancies, or any existing under-supply.
1. Potential distribution assumes increasing cost of land and buildings, resulting in more alternative housing.
2. Single-family detached includes manufactured housing on single-family lots.
3. Manufactured homes includes only those in manufactured home parks.

The *potential* distribution of additional dwelling units shown in Table 3-3 reflects an expected shift in the market away from traditional single-family housing, with increasing shares for attached single-family, multi-family, and manufactured housing units. Key demographic shifts, and their implications for residential demand, include:

- Average household size is getting smaller; growing shares of one- and two-person households should increase demand for apartments and smaller forms of single-family housing.

- An increasing share of non-traditional families, including singles living alone, non-related adults, single-parent families, and empty-nesters (adults whose children have left home) should increase demand for smaller housing units.

- Shifts in family type, increasingly busy lifestyles, and increased demand for services should increase demand for units with convenient access to work, schools, shopping, and other urban amenities.

- An increasing share of older households should also increase demand for smaller housing units, particularly attached or multi-family units that need less maintenance. Older households have a greater need for access to health services, and some will require assisted-living units. Limited mobility in older households will increase demand for units with convenient access to shopping and services.

- Increasing relative price of housing will force households to economize on housing through smaller lots, smaller units, or both.

- Current income trends suggest regional growth in households with incomes over $50,000. While this suggests continued demand for traditional single-family residential development, the strongest market

for mixed-use residential will be from younger and older, one- and two-person households with middle to upper-middle incomes.

- Traffic congestion will get worse, increasing demand for residential development with convenient access to shopping and employment centers.

Countervailing trends also exist. The long-run trends match with consumer desires: the share of owner-occupied housing has increased (which means predominantly single-family housing) and the average size of a new single-family house has increased.

DEVELOPMENT ACTIVITY AND TRENDS

Table 3-4 shows that the actual number of residential units built in Eugene and Springfield averaged 1,502 in the 1997–2001 period, ranging from a low of 1,018 units in 2000 to a high of 2,189 units in 1997. While the average number of units built in 1997–2001 is below the forecast average of 1,800 units per year in Table 3-4, the range of actual units per year bracket the forecast average.

Table 3-4. Residential building permit units in Eugene and Springfield, 1997–2001

Structure Type	1997	1998	1999	2000	2001	1997-2001 Total	Share	Ann. Avg.
Single Family	913	886	886	841	858	4,384	58%	877
Two Family	322	92	106	74	52	646	9%	129
Multi-Family	954	745	556	103	122	2,480	33%	496
Total	**2,189**	**1,723**	**1,548**	**1,018**	**1,032**	**7,510**	**100%**	**1,502**
Structure Type Mix								
Single Family	42%	51%	57%	83%	83%			58%
Two Family	15%	5%	7%	7%	5%			9%
Multi-Family	44%	43%	36%	10%	12%			33%
Total	**100%**	**100%**	**100%**	**100%**	**100%**			**100%**
Springfield Share								
Single Family	21%	25%	26%	26%	26%			25%
Two Family	29%	30%	43%	59%	81%			39%
Multi-Family	14%	5%	1%	8%	4%			8%
Total	**19%**	**17%**	**18%**	**27%**	**26%**			**20%**

Source: U.S. Census, Monthly New Privately-Owned Residential Building Permits.
Note: Two Family structures are primarily duplexes and three + family structures are primarily apartments, but any of these categories could include rowhouse/townhome units.

The actual mix of residential development by structure type built in the 1997–2001 period is close to the mix anticipated by the long-run forecast for residential development shown in Table 3-3. The mix of structure types built in the 1997–2001 period averaged 58% single-family, 9% two-family, and 33% multi-family. The long-run residential forecast in Table 3-3 anticipates residential development to consist of 55% single-family detached and manufactured home units, 10% single-family attached, and 35% apartments.

Springfield's share of residential units averaged 20% in the 1997–2001 period. Springfield get an above-average share of single-family and two-family structures and a below-average share of apartment units.

The average level of residential construction shown in Table 3-4 is relatively low because 2000 and 2001 had weak demand for new construction. The *Eugene/Springfield Metro Area Residential Land Monitoring Annual Report*[3] (*RLM Report*) states that 14,922 housing units were built in Eugene-Springfield between 1992 and 2000. This level of development averages 1,865 units per year over the eight-year period, slightly higher than the 1,800 units per year average indicated by the long-run residential forecast for the region in Table 3-3. The *RLM Report* subtracted actual development from projected demand over the 1992–2015 period to estimate remaining demand at 25,078 to 34,078 housing units between 2000 and 2015. This level of demand averages about 1,670 to 2,270 units per year over the fifteen year period. The forecast annual demand in Table 3-3 of 1,800 units per year falls within the range forecast in the *RLM Report.*

Table 3-5 shows the characteristics of residential units developed in 2000. A total of 1,208 units were developed in 2000, 70% single-family detached, 10% single-family attached, and 20% apartments.

[3] Lane Council of Governments, June 2001.

Table 3-5. New dwelling units by type, Eugene–Springfield UGB, 2000

	Eugene UGB	Springfield UGB	Total UGB
Single-Family, detached			
Total units	665	184	849
Average sq. ft.	2,305	1,655	2,165
Average units/acre			
Low Density zone	4.9	3.9	4.6
Medium Density zone	5.6	5.3	5.6
High Density zone	4.2	n/a	4.2
Single-Family, attached			
Total units	89	28	117
Average sq. ft.	1,144	900	1,086
Average units/acre			
Low Density zone	12.8	8.8	11.6
Medium Density zone	16.0	11.6	14.6
High Density zone	30.8	n/a	30.8
Apartments			
Total units	231	11	242
Average sq. ft.	767	821	769
Average units/acre			
Low Density zone	n/a	n/a	n/a
Medium Density zone	19.9	18.3	19.9
High Density zone	24.0	n/a	24.0

Source: Lane Council of Governments, *Residential Land Study Monitoring Report*, June 2001.
Note: Single-Family, attached includes duplexes and rowhouses where a single floor-to-roof wall separates the dwelling units.

Residential development in 2000 was about 33% less than the average rate indicated in the long-run forecast in Table 3-3, 1,800 units/year. The mix of development in 2000 is also different than the mix assumed in the long-run forecast of residential growth, with actual growth having a larger share of detached single-family units and a lower share of apartments. The actual share of attached single-family units in 2000 corresponds to their share in the forecast, 10%.

There have been several examples of small-lot single-family residential developments that incorporate neotraditional designs similar to those envisioned for nodal development. Examples include:

- Overbrook in south Eugene, with small homes on lots that average 2,500 square feet (for a gross density of about 12 units/acre).
- Champignon, a series of small craftsman-style cottages off of Spyglass Drive in Eugene.
- Field of Dreams in the River Road area of Eugene, 44 small 2, 3, and 4 bedroom homes on lots less than 4,500 square feet. The homes all use a neotraditional design, with front porches and no garages.

While these developments were successful, they had some marketing challenges. The lack of garages in Field of Dreams deterred some buyers, who

want garage space for storage more than for cars. In general, small-lot residential must be designed to address market preferences for privacy, security, and storage.

Eugene also has several high-density multi-family residential developments and mixed-use projects that have the density and characteristics that would fit in nodal development. Examples include:

- High Street Terrace, an 8-story 60-unit apartment building.
- Broadway Place, with 170 apartment units above two parking structures that total 742 spaces and 14,000 sq. ft. of ground-floor retail.
- Tiffany Building, a four-story mixed-use building constructed in 1902. The building was renovated in the early 1990s and now has 18 residential units above ground-floor retail space.

All of the examples of high-density multi-family residential developments and mixed-use projects are in Eugene for several reasons. Rent levels are higher in Eugene, making higher-density (which is also higher-cost) development more economically feasible. Despite higher rents, all residential development in downtown Eugene has used some type of public financial assistance, such as tax breaks and low-interest loans, to make them economically viable. In addition to higher rents, downtown Eugene has the access and amenity characteristics desired by occupants of high-density residential developments, including pedestrian access to shopping, entertainment, employment, education, health services, and downtown Eugene is well-served by transit service to other areas of the region.

LAND SUPPLY

Table 3-6 shows the supply of buildable residential land in Eugene-Springfield as of 1992, residential development and other adjustments since 1992, and remaining land supply as of June 2000. Table 3-6 shows that Springfield had 33% of buildable residential land in 1992, contributed 28% of the residential land developed since 1992, and now has 38% of buildable residential land in 2000.

Table 3-6. Supply of buildable residential land in Eugene-Springfield, 1992 and 2000

	Eugene UGB	Springfield UGB	Total
Buildable Acres in 1992			
LDR	3,140	1,640	4,780
MDR	584	243	827
HDR	150	45	194
Total	3,874	1,928	5,801
+ Acres Developed in Residential Uses			
LDR	(1,034)	(419)	(1,453)
MDR	(263)	(87)	(350)
HDR	(30)	(7)	(37)
Total	(1,327)	(513)	(1,840)
+ Plan Amendments, Zone Changes, Other Uses, and Environmental Constraints			
LDR	(157)	6	(151)
MDR	(74)	5	(69)
HDR	(5)	0	(4)
Total	(236)	12	(224)
= Total Land Remaining in 2000			
LDR	1,949	1,227	3,176
MDR	247	161	408
HDR	115	38	153
Total	2,311	1,426	3,737

Source: Lane Council of Governments, *Eugene/Springfield Metro Area Residential Land Monitoring Annual Report*, June 2001.

Table 3-7 compares the supply of remaining residential land to projected demand over the 2000–2015 period. Table 3-7 shows that the region has sufficient land in each category to accommodate the low end of estimated demand, but the high end of estimated demand yields a deficit of 337 low-density acres and 38 medium-density acres.

The bulk of buildable residential land in Eugene-Springfield is in areas along the urban fringe, including:

- Jasper-Natron
- Thurston
- Marcola Road/Hayden Bridge Road
- Riverbend (Medium Density Residential)
- North Gilham
- Santa Clara
- Royal Avenue/Barger Drive
- Eugene South Hills/Moon Mountain

Table 3-7. Supply and demand for residential land in the Eugene-Springfield UGB, 2000–2015

	Acres of Land			
	Low Density	Medium Density	High Density	Total
Residential Land Supply	3,176	408	153	3,737
Residential Demand 2000-2015				
Low Forecast	2,585	328	75	2,988
High Forecast	3,513	446	102	4,061
Residential Surplus (Deficit)				
Low Forecast	591	80	78	749
High Forecast	(337)	(38)	51	(324)

Source: Lane Council of Governments, *Eugene/Springfield Metro Area Residential Land Monitoring Annual Report*, June 2001.

Of the nodal development areas considered for this study, only Riverbend and the Jasper-Natron nodes have substantial areas of vacant residential land. The Riverbend node has 117 acres of vacant Medium-Density Residential land, 28% of the region's total vacant land in this zoning category. The Jasper-Natron nodes together have almost 98 vacant acres zoned Low-Density Residential, 3% of the regional total.

COMMERCIAL AND INDUSTRIAL

DEMAND

Employment growth in Eugene-Springfield will drive demand for commercial and industrial development. Table 3-2 showed that employment in Eugene-Springfield is expected to grow at an average rate of 1.7% or about 2,300 jobs per year over the next twenty-five years. Estimated employment growth in Table 3-2 is a long-term average that reflects, but does not predict, short-term fluctuations in the region's employment level. Despite the current economic slowdown, regional employment is still expected to grow in the long-run. Table 3-8 estimates demand for commercial and industrial development based on expected employment growth in Eugene-Springfield over the 1995–2015 period.

Table 3-8 shows total demand of 14 to 23 million sq. ft. of development, or 0.7 to 1.2 million sq. ft. per year over the twenty-year period. Again, this estimate of demand is a long-run average. Commercial and industrial development tends to be cyclical, with periods of above-average levels of development followed by periods of little development activity. As a rough estimate for the purposes of this study, it is adequate to assume that, on average, about 1 million sq. ft. of development for work purposes will be built per year, and less than half of that is the kind of development one would expect to find in a node that is primarily residential or commercial in nature.

Table 3-8. Commercial and industrial development demand in Eugene-Springfield, 1995–2015

Employment Sector	Employment Growth	Sq. Ft. per Employee	Sq. Ft. Development (millions)
Manufacturing	11,080	400-700	4.4-7.8
Trans., Comm., & Utilities	950	250-300	0.2-0.3
Wholesale & Retail Trade	7,760	400-700	3.1-5.4
Finance, Ins., Real Estate	2,090	250-400	0.5-0.8
Services	17,870	250-400	4.5-7.1
Government	5,640	250-300	1.4-1.7
Other	750	250-300	0.2
Total	**46,140**		**14.4-23.4**

Source: ECONorthwest; employment forecast from Lane Council of Governments, and sq. ft. per employee from (Portland) Metro Employment Density Study (June 1990).

DEVELOPMENT ACTIVITY AND TRENDS

The bulk of recent commercial development in Eugene-Springfield has occurred in the urban fringe, typically in the form of big-box retail, shopping center, and mall development that is dependent on auto access. Areas where this development is occurring include:

- Gateway Mall area
- Chad Drive/Coburg Road
- Barger Drive at Beltline
- Marcola Road at Mohawk
- West 11th Avenue

All of these areas are well-served by arterial roadways and are near a freeway.

Some infill development has occurred in the Downtown and Ferry Street Bridge areas of Eugene that would be suitable for nodes:

- Ram's Head building at 13th and High, a series of small shops on the sidewalk with parking behind building.
- Station Square at 5th and Pearl, ground floor retail with offices above and parking in back.
- Renovations and expansions at the Oakway Mall and Sheldon Plaza.
- Neighborhood-scale grocery stores and markets show that small-scale retail can be economically viable.

This suggests that some of the commercial development that will occur in Eugene-Springfield could work in nodes:

- Declining availability of large greenfield sites at key intersections may lead some big-box retailers to consider smaller infill locations in established or emerging centers.

- Retail development will occur to serve growing residential areas. Small specialty retail shops, convenience stores, and some grocery stores could be integrated into nodes.

- Employment growth in the Service and the Finance, Insurance, and Real Estate sectors will generate demand for office space that could be integrated into nodes.

LAND SUPPLY

Eugene and Springfield have conducted separate studies of commercial land supply and demand.[4] These studies were conducted at different times and forecast demand for development over different periods. Supply and demand conditions for commercial land in the Eugene-Springfield UGB are summarized in Table 3-9.

Table 3-9. Commercial land supply and demand in the Eugene-Springfield UGB

	Eugene UGB	Springfield UGB	Total
Commercial Land Supply (acres)	702	97	n/a
Year of Supply Estimate	1990	1999	n/a
Commercial Land Demand (acres)	532	255	n/a
Demand Forecast Period	1990Š2010	1995Š2015	n/a
Commercial Land Demand (acres/year)	27	12.75	39.75
Commercial Building Demand (sq. ft./year)	294,000	185,000	479,000

Sources: City of Eugene, *Eugene Commercial Lands Study*, October 1992. City of Springfield Development Services Department, *Springfield Commercial Lands Study*, 2000.
Note: Commercial Building Demand assumes an average floor-area-ratio for commercial development of 0.25.

Springfield had 97 buildable commercial acres as of 1999; 31 of these acres, however, have since been developed by Wal-Mart, leaving 66 commercial acres. Springfield estimated demand for commercial land totaled 255 acres over the 1995–2015 period, or an average of 12.75 acres per year. This level of commercial land demand translates to 185,000 sq. ft. of development per year assuming an average .25 FAR (floor-area ratio). This level of projected demand would exhaust Springfield's supply of commercial land in about five years.

Eugene had 702 acres of commercial land as of 1990, and estimated demand for commercial land at 532 acres over the 1990–2010 period or about 27 acres per year. This level of demand translates to 294,000 sq. ft. of development per year assuming an average .25 FAR (floor-area ratio).

[4] City of Eugene, *Eugene Commercial Lands Study*, October 1992. City of Springfield Development Services Department, *Springfield Commercial Lands Study*, 2000.

Eugene's supply of commercial land is adequate for expected commercial development over the planning period.

Industrial development is usually not compatible with nodal development because it is typically land-intensive (low density) and needs to be segregated from other uses because of noise and emissions. Industrial land supply is relevant to a discussion of regional land supply conditions because industrial land is frequently re-zoned for other uses. The Eugene-Springfield area had about 2,500 acres of land in 1997 zoned for industrial uses, while demand was estimated to total 400–700 acres through 2020.[5]

This surplus of industrial land, the potential shortage of residential land, and apparent shortage of commercial land in Springfield suggests that some industrial land in the region might get re-zoned for other uses.

IMPLICATIONS FOR DEVELOPMENT IN SPRINGFIELD NODAL SITES

The share of residential demand that could potentially occur in nodal development was estimated in the *Market Demand Study for Nodal Development* in 1996.[6] This estimate is shown in Table 3-10. Residential demand for single-family detached, single-family attached, and apartments is expected to average 1,530 units per year over the 1996–2015 period.[7]

Table 3-10. Potential residential demand in nodes by structure type in Eugene-Springfield, 1996–2015

Structure Type	Total Annual Units	1996–2000 Percent in Nodes	1996–2000 Units per Year	2001–2015 Percent in Nodes	2001–2015 Units per Year
Single-family detached	720	8-12%	72	12-15%	97
Single-family attached	180	15-20%	32	20-25%	41
Apartments	630	12-16%	88	16-20%	113
Total	**1,530**		**192**		**251**

Source: Leland Consulting Group and ECONorthwest, *Market Demand Study for Nodal Development*, October 1996.
Note: shaded cells indicate assumptions by ECONorthwest and Leland Consulting Group.

Table 3-10 shows the share of regional residential development by structure type that can reasonably be expected to locate in nodal

[5] Industrial land supply and demand estimated by ECONorthwest, *West Eugene Parkway: Industrial Lands Analysis*, 1997. We note that several things have changed regarding industrial supply in the last five years (e.g., land consumption by development, increasing environmental constraints). Moreover, at the state level there is increasing concern that though the amount of industrial land might be adequate in some aggregate, long-run, planning sense, the short-run supply of development-ready parcels, especially large ones, may be constrained. That, however, is not a concern for this study on nodal development.

[6] ECONorthwest and Leland Consulting Group for the Lane Council of Governments, October 1996.

[7] The estimate of 1,800 units per year in Table 3-3 includes manufactured homes. Manufactured homes were not included in Table 3-11 because they are not considered suitable for nodal development.

developments. The share of regional development in nodes shown in Table 3-11 is an assumption by ECONorthwest and Leland Consulting Group based on demographic and economic trends in the region and development patterns observed in other metropolitan areas. The share of potential development in nodes is expected to increase in the 2001–2015 period because demographic and economic shifts described earlier in this chapter are expected to increase demand for smaller alternative residential products.

The *Market Demand Study for Nodal Development* did not include a forecast for the potential share of residential demand in Springfield nodal development sites. Springfield currently has about 28% of Eugene-Springfield's population, has received about 20% of the region's population growth over the 1995–2000 period, and has about 38% of the region's remaining residential land.

Table 3-11 shows the level of potential residential demand in Springfield nodal development sites assuming it gets a "fair share" of regional development based on Springfield's share of population, population growth, and residential land supply. This table shows that residential demand in Springfield nodal development sites could range from 50 to 96 units per year if the city receives its "fair share" of nodal development.

Table 3-11. Potential residential demand in nodes by structure type in Springfield, 2001–2015

	Units per Year		
Structure Type	20% of Region	28% of Region	38% of Region
Single-family detached	19	27	37
Single-family attached	8	11	16
Apartments	23	32	43
Total	**50**	**70**	**96**

Source: ECONorthwest.

Note that these are rough estimates for an average annual amount residential development that might occur in all nodes in Springfield (not just the six that are the focus of this study) over the long-run. Nonetheless, they provide some boundaries for the amount of development one might see in Springfield nodes. In the short-run, it is possible that the numbers could be even lower. In the longer run, projects in Riverbend might add over 100 units in a year in just that node. *Our judgment is that the likely range is around an average of 40 to 80 dwelling units per year in the six Springfield nodes.*

The *Market Demand Study for Nodal Development* did not include a forecast for the potential share of commercial development in nodes. That study concluded that total demand for commercial development in the region would create opportunities for commercial development in nodes. Commercial demand from employment growth in the Trade, Finance, Insurance, Real Estate, Services, and Government sectors totals 9.5–15.0 million sq. ft. over the twenty year period, an average of 475,000 to 750,000 sq. ft. per year.

Existing development in Eugene-Springfield, economic trends, and the pattern of regional growth all suggest opportunities for commercial development in nodes. Commercial development that could work in nodes includes:

- Grocery stores
- Professional offices—medical, legal, and financial services
- Restaurants
- Specialty retail
- Convenience retail

The main challenges to getting commercial development in nodes are not lack of demand, incompatible developments, or poor locations. Rather, the challenges are primarily about changes in design and the commercial viability of those changes. The main design changes nodal development requires, and the ones most difficult in today's market, relate to transportation: auto access and parking, and pedestrian and transit orientations.

Chapter 4

Nodal Development Site Evaluation

INTRODUCTION

An evaluation of future real estate markets in nodes requires, as a base of information, a description of current land uses and proposed land uses (per existing concept plans) for the nodal development sites. This chapter provides that information. Documents reviewed for this evaluation include:

- Springfield Station Specific Area Plan, July 2001
- Glenwood Riverfront Specific Area Plan, December 7, 2000
- Glenwood Specific Area Plan: Phase 2 Task 1, November 2002
- Final Jasper-Natron Specific Development Plan, June 1999
- Mohawk Boulevard Specific Development Plan, January 11, 1999
- TGM Quick Response Planning Project Maps for RiverBend, 2002
- Proposed Gateway Refinement Plan and Metro Plan Diagram Amendments Review (PeaceHealth), November 18, 2002

Even though most were written within the last three years, the organization and presentation of data varies greatly between the plans. Each plan provides different units of measurement and detail regarding proposed land uses and plan elements such as design guidelines for streets and buildings, acreage of proposed land uses, and details about public services.

The concept plans reviewed in this chapter provide a framework for future development in the nodal development sites. Rather than re-create the planning work that has been done, this project uses existing plans as a starting point and evaluates whether these plans are adequate to implement a successful nodal development strategy. If these plans are found inadequate, then changes are needed to ensure the viability of nodal development. A review of the site development plans is an important step in this process.

ECONorthwest reviewed each of the site development plans, planning reports, and numerous maps and photographs of the neighborhoods to extract current land use conditions and the proposed vision for each node. The description of that information follows in this chapter, and is organized for each node as follows:

- Brief overview of the current activity and development in the node,

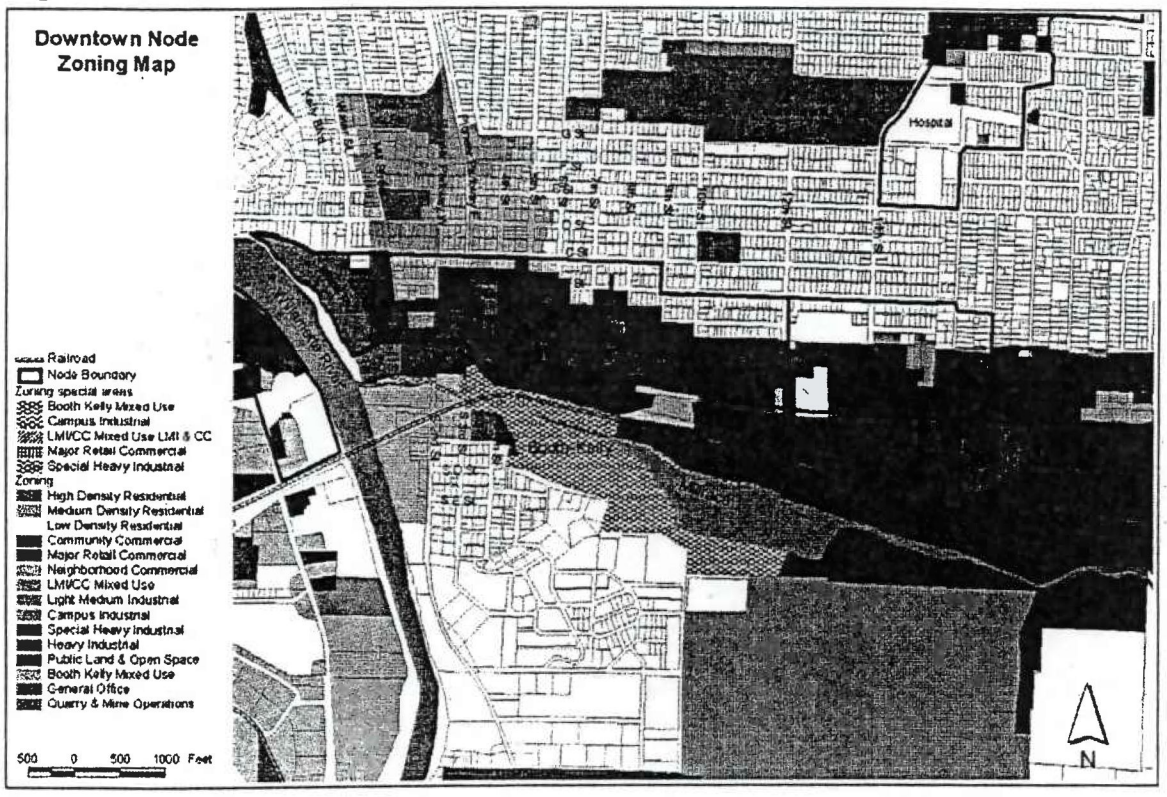
- Description of the development potential as envisioned by the site development plan,
- Assessment of the development vision, and
- Review of implementation issues raised by the concept plan.

The concept plans reviewed in this chapter apply to neighborhood areas that are typically larger than the nodal development site boundaries established by the City of Springfield. One of our purposes in reviewing these concept plans is to describe the type and scale of development they envision for the area. However, concept plans typically provide only a general description of the types of developments that could happen in the study area, and do not dictate or require specific developments on specific sites. In this context, we will use the general description in the concept plan to identify the type and scale of development the plans envision for the nodal development sites.

SITE EVALUATION BY NODE

DOWNTOWN SPRINGFIELD

Figure 4-1. Downtown Springfield nodal development area



Source: City of Springfield.

Figure 4-1 shows the boundaries of two nodal development areas identified in TransPlan in the downtown Springfield area (as well as the southern portion of the Mohawk nodal development area, which is described later in this chapter). The analysis in this chapter considers only the western nodal development area shown in Figure 4-1. This nodal development area includes Island Park and Springfield's traditional city center.

CURRENT ACTIVITY AND DEVELOPMENT

Role of downtown in regional economy

Downtown Springfield serves as a regional subcenter for government and specialty retail activity. A downtown is typically the political and economic center of its region, but downtown Springfield does not completely fit this typical role because it is part of the larger Eugene-Springfield metropolitan area where downtown Eugene serves as the regional center. Downtown Springfield is a location for government services, including Springfield's City Hall (which includes the library), Springfield Police station, some state offices, and a U.S. Post Office. Commercial activity in Downtown Springfield

is dominated by specialty retail, restaurants, bars, and auto-related businesses such as new and used car sales, repair, and accessories. Downtown Springfield is developed in a traditional pattern with a street grid, alleyways between blocks, and buildings that face the sidewalk with street parking.

Current land use

The City of Springfield has an active downtown core with a variety of commercial, retail, and civic uses along the couplet formed by Main and South "A" Streets (Oregon Highway 126 Business Route), which run through downtown. Table 4-1 shows a land use zoning by acre within the node site shown for Downtown Springfield in *TransPlan*. Community Commercial is the predominate use, with over 60% of the land zoned commercial. Residential uses trail far behind with a total of 27% of land zoned low, medium, or high density residential. The majority of the public land and open space zoned land is located along the banks of the Willamette River.

Table 4-1. Acres of land by zone and development status, Downtown Springfield

Zoning	Improved	Vacant	Redevelop	Total
Low-Density Residential	16.1	0.7		16.8
Medium-Density Residential	4.4	1.7		6.1
High-Density Residential	2.0			2.0
Community Commercial	49.1	4.7	2.8	56.6
Public	3.9	8.3		12.2
Total	**75.6**	**15.3**	**2.8**	**93.7**

Source: City of Springfield, 2002.

Buildings in Downtown Springfield are 1- to 3-stories and have a mix of uses including commercial, residential, retail, and office. Building design and placement varies; most buildings are built out to the sidewalk, while others at the fringe of downtown have parking lots between the building and the road. There is a mix of newer buildings among older buildings. Many older buildings are in need of maintenance.

The vast majority of land in downtown Springfield is developed. Table 4-2. shows the mix of developed acreage by zone. According to Lane County assessment data provided by the City of Springfield, just over 15 acres (16%) of the land in downtown Springfield is vacant.[1] However, the majority of the vacant land (54%) is zoned public and is park land along the Willamette River and two small parks. Of the remaining vacant land, less than five acres is zoned commercial, and approximately two acres is zoned residential. Less

[1] Vacant land is defined as having an assessed improvement value of $5,000 or less.

than 3% (2.8 acres) of the land in downtown Springfield is considered redevelopable.[2]

Infrastructure and service

Downtown Springfield has water, storm drain, sewer, and electrical services. The concept plan indicates that these services are adequate for the current uses and should not need improvements for the planning period.

DEVELOPMENT POTENTIAL

Development vision

The Springfield Station Specific Area Plan (SSSAP) highlights a number of key features for the vision of downtown Springfield that relate to the nodal development site.[3] Five "anchor" areas are envisioned: City Hall/Main Street Arts District, Island Park Area, the North Borden property, Springfield Station, and Booth Kelly. The plan calls for redevelopment of the City Hall/Main Street parking lot into a public space and parking court. Additionally, an arts and cultural district is envisioned between 4th and 7th Streets. Streetscape improvements are planned throughout downtown as well as a proposal to redevelop South A Street as a parkway street.

Current downtown land uses and the plans in the SSSAP are conducive to the application of the TransPlan commercial center mixed-use designations. The SSSAP envisions a pedestrian- and transit-friendly node that mixes office, commercial, residential, and civic uses. There is an emphasis on creating both small and large public plazas and connecting the downtown to natural resources including the Millrace and Island Park. Mixed uses are already zoned and planned for in downtown to a limited extent. Government use, including City Hall, provides an anchor for downtown. Currently, 1- to 3-story buildings are downtown. The plan calls for any new buildings to be built as 2- to 3-story buildings to increase density and support transit.

Physical constraints

The concept plan did not identify any physical constraints to development in Downtown Springfield.

Infrastructure capacity

Public utilities including water, storm drain, and sewer were determined as being adequate for the proposed site development plan and should not hinder nodal development in the area. Approximately six blocks of the

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[2] To determine redevelopable land (i.e. land that is developed but on which there exists the potential for conversion to more intensive uses), ECO compared assessor data land values and improvement values for all tax lots in Downtown Springfield. Redevelopable tax lots are indicated by an improvement value that is 25% or less of land value.

[3] Otak, *Springfield Station Specific Area Plan: Plan Report*, July 2001, p. 1.

proposed downtown node fall inside of the boundaries of the Washburne Historic District. This will prevent redevelopment of these properties, but that will not interfere with nodal development Downtown because it involves only a few properties at the edge of the nodal development area.

Downtown Springfield is currently well-served by bus transit. The planned Springfield Station will relocate the current Downtown transit stop with an improved Station on South A St. A number of transit, pedestrian, and bicycle improvements will enhance the role of the Station. Bus Rapid Transit (BRT) is expected to operate between downtown Eugene and Springfield Station by Spring 2004. BRT will operate buses partially on exclusive guideways and give buses priority when sharing automobile lanes. Bus service in Downtown Springfield is expected to double by 2020. Planning is ongoing to improve pedestrian circulation and enhance street crossings for pedestrians.

Decorative lighting is envisioned in downtown to identify it as a special place. Bicycle connectivity from Springfield Station and the Pioneer Parkway multi-use path is encouraged. Additional roadway improvements identified in the plan include upgrading the 4th Street/Main Street intersection to City of Springfield operations standards, a right-lane turn lane from Main Street to Pioneer Parkway East, and correction of the weaving and queue spillback problem on South A Street.

Buildable and redevelopable lands

The vast majority of land in downtown Springfield is developed. Table 4-1. shows the mix of developed acreage by zone. According to Lane County assessment data, just over 15 acres (16%) of the land in downtown Springfield is vacant.[4] However, the majority of the vacant land (54%) is zoned public and is park land along the Willamette River and two small parks. Of the remaining vacant land, less than five acres is zoned commercial, and approximately two acres is zoned residential. Less than 3% (2.8 acres) of the land in downtown Springfield is considered redevelopable.[5]

Market issues

The SSSAP noted a number of demographic, economic, and residential trends that affect market issues. Future regional economic conditions described in the concept plan correspond with expected population and employment growth, demographic shifts, and economic conditions described in Chapter 3 of this report.

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[4] Vacant land is defined as having an assessed improvement value of $5,000 or less.

[5] To determine redevelopable land (i.e. land that is developed but on which there exists the potential for conversion to more intensive uses), ECO compared assessor data land values and improvement values for all tax lots in Downtown Springfield. Redevelopable tax lots are indicated by an improvement value that is 25% or less of land value.

The concept plan notes that both Springfield and Eugene downtowns have lost market share for retail and office development. Retail in the metro region is currently polarized between big-box and specialty, and both markets appear saturated in the current economy. Most recent retail development has been for grocery stores and related businesses. Office space has decentralized to suburban locations, and mixed office/industrial flex space is becoming more popular in the market. Most new office development is owner-occupied or pre-leased—there is little speculative office space being built in the current market.

The SSSAP anticipates that suburbanization may slow down with increasing costs of public facilities, traffic congestion, slow process of expansion of UGBs, public policy changes that encourage mixed-use and increased density, demographic shifts, and an increased demand for convenience. These trends may increase demand for residential, retail, and office development in central locations such as Downtown Springfield.

Downtown has a number of competitive advantages, including its central location, classic "Main Street" pattern, historic buildings, specialty retail stores, free parking, and a pleasant setting. Downtown Springfield is centrally located in the Eugene-Springfield region and has good access to regional transportation facilities and centers. Downtown has close access to I-5 via McVay Highway and Glenwood Boulevard as well as quick connections to the Gateway and Riverbend areas via Pioneer Parkway and to Downtown Eugene and the University of Oregon via Franklin Boulevard. Close proximity to the Willamette riverfront is an aesthetic asset.

Low rents and property values in Downtown Springfield are both an advantage and a barrier to redevelopment. On the positive side, Downtown provides low-cost space for small start-up and locally-owned businesses. In addition, a motivated developer can acquire properties in Downtown for a small investment compared to prices in other commercial areas in the region. The low rent rates and property values, however, make it difficult for building owners to recover any investment in redevelopment or even modest building improvements.

There is an ongoing effort by community leaders to revitalize Downtown. The Springfield Renaissance Development Corporation (SRDC) has recently been successful in securing funding the renovation of the Gerlach Building and the McKenzie Theatre. The SRDC hopes to attract people to Downtown through the establishment of an active cultural district that includes eateries and entertainment establishments. Given the advantages in Downtown Springfield, revitalization efforts have a chance to increase property values and rent levels relative to other regional centers, which would help to attract additional commercial development.

ASSESSMENT OF THE DEVELOPMENT VISION

Downtown Springfield currently has many of the characteristics of nodal development—relatively high-density development, a mix of retail, office,

public, and residential uses, and a pedestrian environment well-served by transit service.

Current rent levels in downtown Springfield are not sufficient to justify new development, redevelopment, or substantial renovation of buildings in the area. In other words, if a developer were to build new or renovate, the likely rents would not be sufficient to cover costs and provide a market rate of return. This is why Downtown Springfield has not seen any substantial development in the last 25 years. Rents in other parts of the metro area, however, are sufficient to support new development, redevelopment, or renovation. Development activity in Downtown Springfield is possible if rents there reach parity with rents in other parts of the metro area.

IMPLEMENTATION ISSUES

Only minor changes to existing land use plans were recommended in the SSSAP. One major exception was recommended mixed use changes to the Springfield Downtown Refinement Plan. The recommended amendments emphasize a focus on revitalization through mixed use. Additional recommendations encouraged explicit policies prioritizing downtown as the place for public and governmental buildings. Residential uses are encouraged close to transit with 15 dwelling units per acre recommended around the Springfield Transit Station.

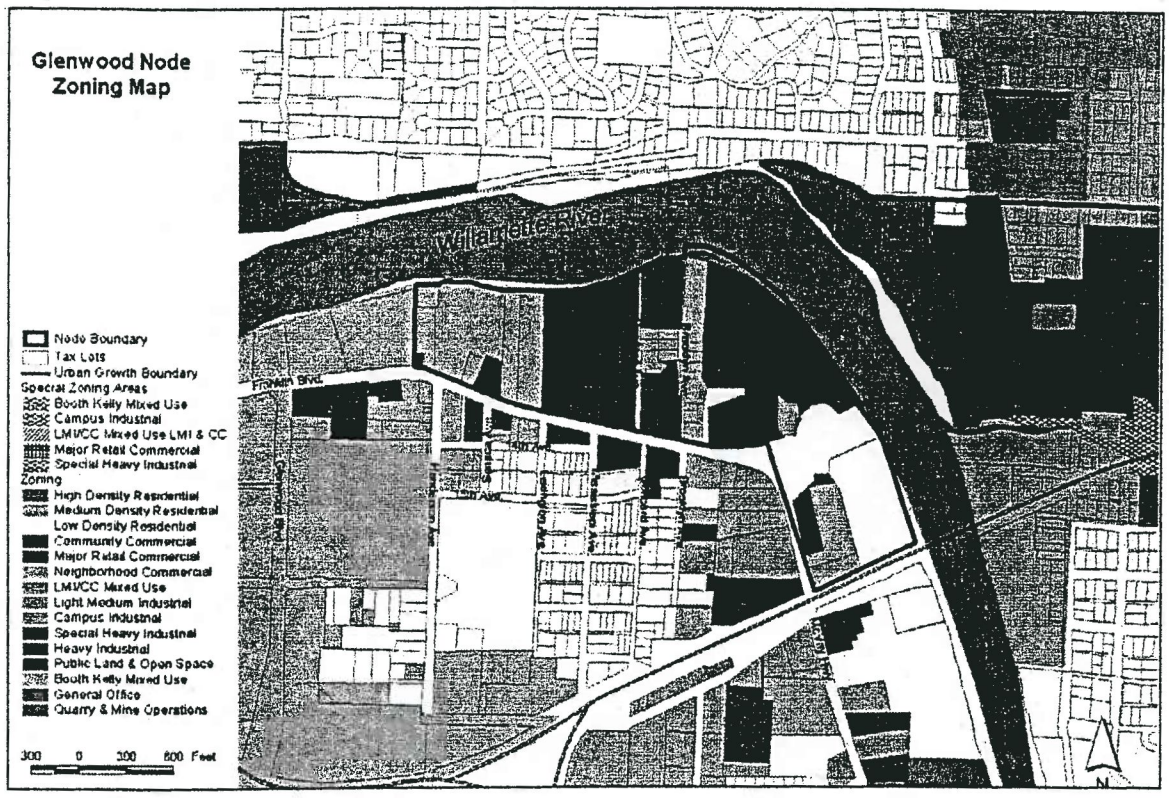
Recommended amendments to the Springfield Development Code have been completed. The City of Springfield has adopted a Nodal Development Overlay District and Mixed Use Commercial District.

The plan encourages visible, short-term projects to show momentum towards revitalization. This can be done by leveraging the Springfield Station project as a catalyst for further development and supporting ongoing activities of the Springfield Renaissance Development Corporation.

GLENWOOD

The Glenwood nodal development area is in the eastern portion of Glenwood along the Willamette River, north of Franklin Boulevard and east of McVay Highway. The location of the Glenwood nodal development area is shown in Figure 4-2.

Figure 4-2. Glenwood nodal development area



Source: City of Springfield.

Role of the Glenwood area in the regional economy

Glenwood is a primarily unincorporated area, separated from Springfield by the Willamette River on the north and east, and from Eugene by I-5 on the west and south. Glenwood is centrally located in the metropolitan region, between downtown Eugene and downtown Springfield along Franklin Boulevard (Oregon Highway 126 Business Route), a primary east-west link in the region. Traffic on Highway 126 generates significant exposure for businesses, which has attracted auto-oriented strip development. I-5 access from Glenwood Boulevard and McVay Highway Ave., along with low land values, has made Glenwood attractive for low-density industrial and distribution uses that rely on access. Glenwood is home to two important regional facilities: the Glenwood Solid Waste Transfer Station and Lane Transit District offices and maintenance facility.

Current land use

Land uses in Glenwood are a mix of industrial and strip commercial uses along arterial roadways, with residential uses including mobile home parks in interior areas. Most developed areas in Glenwood lack sewer and stormwater service, curbs, sidewalks, and similar urban-level improvements. Stormwater drainage in Glenwood is currently provided by a series of natural

swales and sloughs. The industrial corridor along Glenwood Boulevard between I-5 and Franklin Boulevard is the one area of Glenwood that has improved infrastructure. Street/sidewalk, sewer, and stormwater improvements have been completed in recent years to serve the Lane County Solid Waste Transfer site and Lane Transit District bus and administration complex.

The nodal development site is in the eastern portion of Glenwood along the Willamette River. It consists of an industrial storage yard, mobile home park, a swath of vacant riverfront land north and south of the Main St. bridge, and a mix of small residential and other retail uses.

Redevelopment and intensification of uses in Glenwood has been thwarted due to lack of sanitary sewer service. Most low-value uses were built with low-quality construction. Many buildings are in varying states of deterioration, which may make redevelopment of existing structures difficult.

Table 4-2 shows land use by zone. Over half of the land is currently zoned as Community Commercial, and another third is zoned Light-Medium Industrial. Residential uses make up only 10% of zoned land in the Glenwood nodal development site.

Table 4-2. Acres of land by zone and development status, Glenwood

Zoning	Improved	Vacant	Redevelop	Total
Low-Density Residential	5.8			5.8
Community Commercial	14.5	17.8	1.6	33.8
Light-Medium Industrial	13.3	1.5	4.6	19.3
Total	**33.6**	**19.2**	**6.2**	**59.0**

Source: City of Springfield, 2002

Infrastructure and services

The Glenwood area is not connected to city sewer or storm drain systems. Properties currently rely on on-site septic tanks for sewage. A sewer trunk line is located under the western portion of Franklin Boulevard and could service properties as far east as Myrmo & Sons, which is outside and just east of the nodal development area. Service farther east—in the nodal development area—will require extension of the trunk line under Franklin Boulevard east to McVay Highway. The construction of a 24-inch trunk line along the eastern portion of Franklin Boulevard to the railroad overpass of McVay Highway is included in Springfield's 2000/2005 Capital Improvement Program. The timing of this project is being discussed now, and will most likely be in Summer 2004.

The portion of Glenwood north of Franklin Boulevard is not currently serviced by storm drain service. Drainage is currently handled naturally or by pipe to the slough on the north side of the railroad tracks. According to ODOT, the storm drain line that exists under Franklin Boulevard is at capacity and is not available to service other properties in Glenwood. Storm

water runoff cannot be piped directly into the Willamette River due to the Clean Water Act and ESA 4(d) rule provisions. Physical constraints, primarily the proximity of the Willamette River, may not allow on-site detention and filtration of water, as is done with storm water in many large developments. Increased costs associated with providing stormwater drainage may constrain development or redevelopment of some sites. One solution is to connect the area to the southern Glenwood drainage system, however, this will require investment by the City or private land owners. The City is currently planning to construct storm water connections for the northern portion of Glenwood at the same time as extension of the sewer trunk line under Franklin Boulevard.

DEVELOPMENT POTENTIAL

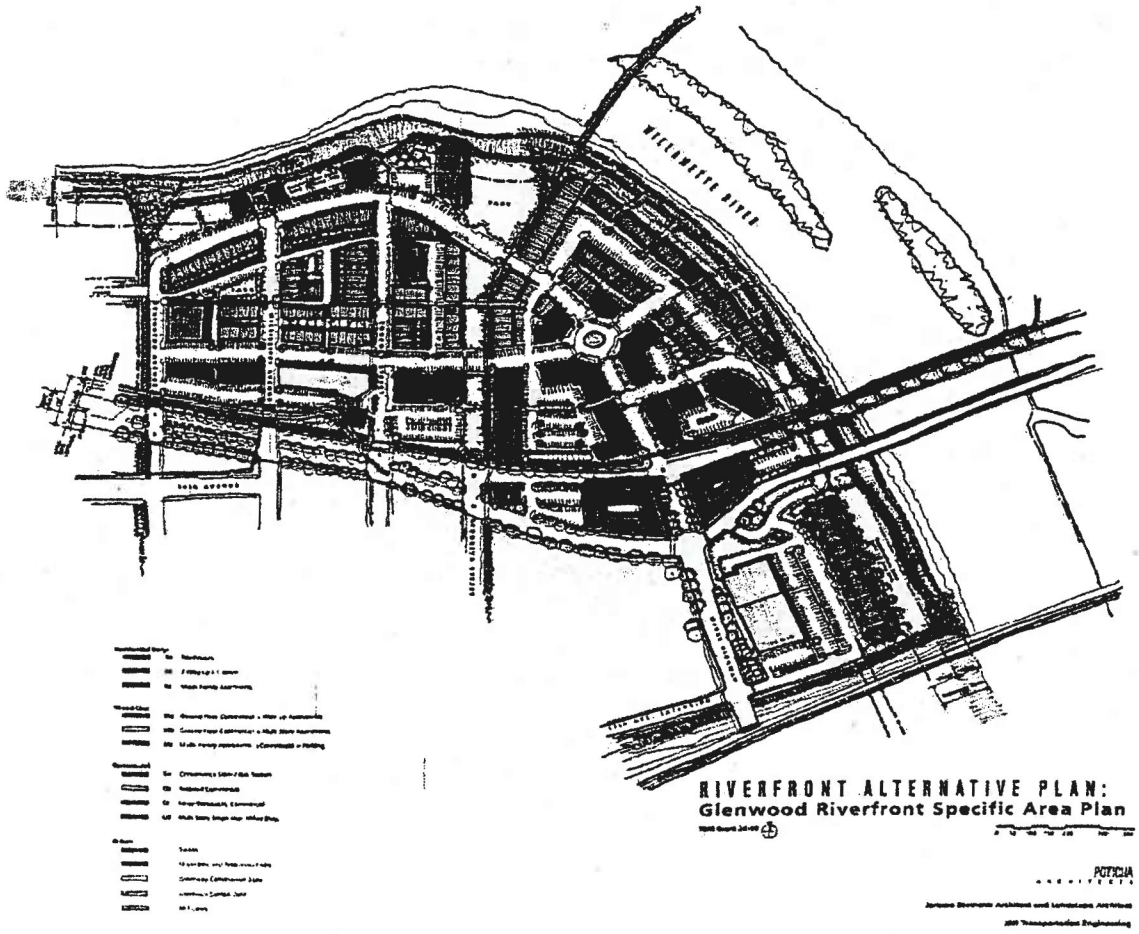
Development vision

The Glenwood area is the subject of an ongoing planning process. The *Glenwood Riverfront Specific Area Plan,* developed in 2000, envisioned a mixed-use development that would be primarily residential with some office and retail uses. Development in Glenwood north of Franklin Boulevard will require development of streets and paths to facilitate internal circulation. This development vision has been refined in the subsequent plan document for the Glenwood area—the *Glenwood Specific Area Plan Phase 2 Task 1* report. Figure 4-3 shows the current development concept for the Glenwood Riverfront area.

The area shown in Figure 4-3 is smaller than the nodal development area designated in Figure 4-2. The current development concept area omits the industrially-zoned properties west of Lexington Avenue that are included in the nodal development area shown in Figure 4-2. These properties were omitted from the current planning effort because the property owners do not wish to redevelop.

Table 4-3 shows the mix of development by type anticipated in the Glenwood Riverfront area at full build-out. Table 4-4 shows that the Glenwood Riverfront area has the potential for 850 residential units and 135,000 sq. ft. of commercial development.

Figure 4-3. Development concept for the Glenwood Riverfront area



Source: Poticha Architects et. al., Glenwood Specific Area Plan Phase 2 Task 1.

Table 4-3. Proposed development program for the Glenwood Riverfront

Development Type / Amount / Description	
Multi-Family Units	
482	For-rent apartments (3Š5 story buildings)
184	For-sale 2-story condominiums
Single-Family Units	
100	1,440 sq. ft. rowhouses
84	1,800 sq. ft. rowhouses
Commercial Sq. Ft.	
80,000	Riverview office
25,000	Riverview restaurant
30,000	Franklin Boulevard commercial
Totals	
666	Multi-family units
184	Single-family units
850	Residential units
135,000	Sq. ft. commercial

Source: ECONorthwest, *Glenwood Riverfront Specific Area Plan*, 2000.

The Glenwood Riverfront Specific Area Plan determined that residential and office/industrial flex space is the most likely type of development in Glenwood within the next 5 to 10 years. A base of residents and employment in the node will help attract retail activities.

Physical constraints

Portions of the proposed node along the riverfront are in the 100-year floodplain, where development is severely restricted. Potential rulings to protect endangered species habitat may require additional riverfront setbacks, further restricting the amount of land available for development.

Infrastructure capacity

There are a number of infrastructure constraints to the proposed Glenwood nodal area. The City of Springfield is currently working with the Oregon Department of Transportation (ODOT), Lane Transit District (LTD), and Springfield Utility Board (SUB) to coordinate several planned infrastructure improvement projects in the Glenwood area. These projects include:

- LTD Bus Rapid Transit, construction Summer 2003 beginning service September 2004
- ODOT bridge preservation, August/September 2003
- City extension of sanitary sewer under Franklin Boulevard, Summer 2004
- City construction of storm water crossings under Franklin Boulevard, concurrent with sanitary sewer project
- SUB water line improvement, February 2004
- ODOT overlay of Franklin Boulevard, September 2004
- ODOT sidewalk infill, 2004 or 2005 (depends on funding availability and right-of-way negotiations)

These projects, particularly the extension of sanitary sewer and storm water service, will allow property owners to annex to the City of Springfield and subsequently develop or redevelop their properties. For this reason it is important that the City adopt a plan and establish zoning designations in the area to ensure that any development is compatible with the nodal development envisioned for the area.

On-site infrastructure improvements will be needed in the Glenwood Riverfront area to accommodate nodal development. The Glenwood Riverfront Specific Area Plan recommended a parallel collector north of Franklin to provide access to riverfront property and to act as a "main street" for the node with slower traffic. This parallel collector is included in the

development program shown in Figure 4-3. Local sewer, storm water, and utility connections will also be necessary for development in the area. These improvements will be funded primarily by private property owners or developers in the area. Pedestrian and bicycle paths in the area, particularly along the riverfront, may be funded by the public sector.

TransPlan includes two transportation projects for the Glenwood area in addition to the planned improvements listed above, but these projects are both on the future project list (beyond 20 years). These projects would improve the I-5 interchanges at Franklin Boulevard and on the McVay Highway. These projects, if constructed, would improve regional access to the nodal site.

Buildable and redevelopable lands

For an urban site, Glenwood has a large amount of vacant and redevelopable land. Table 4-3 shows improved, vacant, and redevelopable land in the Glenwood node. The 25 acres (43%) of vacant and redevelopable land represents the best opportunity for development in the nodal site. Almost 70% of vacant and redevelopable land is vacant land zoned Community Commercial. Less than 10% (5.83 acres) of the nodal development area is zoned Low-Density Residential. (See Table 4-3)

Market issues

There are a variety of market issues that will affect development and redevelopment in the Glenwood node. Parcel size, ownership, access, environmental regulations, lack of sewer and storm drainage, and existing land uses all limit development potential in the area. Nodal development is likely to occur piecemeal due to the number of parcels, multiple ownership, and existing uses.

Development in Glenwood is most likely to occur first on the vacant land in the eastern portion of the nodal development site. Vacant land is cheaper to develop because it does not require removal of existing development, and much of the vacant land in Glenwood is held in large parcels with a few owners. Development of vacant land in Glenwood, however, will require cooperation between the few owners of large parcels and some owners of neighboring small residential parcels to assemble a site, provide internal circulation for cars and people, and create allowable access to Franklin Boulevard. Redevelopment of parcels in the Glenwood Riverfront area is likely because the provision of sewer and stormwater service will create pressure for existing low-value, land-intensive uses to seek other locations.

Unfortunately for nodal development, strip-commercial development is a possible threat along Franklin Boulevard. Fast food restaurants, gas stations, and automobile dealerships have all flourished along other sections of Franklin Boulevard, and local contacts said that these businesses are actively seeking locations in Glenwood. These development patterns may appear in Glenwood once sewer and stormwater service is established. For this reason,

it is important that the City adopt a plan and zoning designations for the Riverfront area that will ensure that development is compatible with nodal development.

Resolution of transportation issues along Franklin Boulevard is crucial for the redevelopment of the Glenwood Riverfront area. While the site development plan calls for a new street north of Franklin Boulevard to provide interior access and circulation, Franklin Boulevard will continue to be the major arterial for the Glenwood Riverfront area even if this new road is built. Franklin Boulevard currently unattractive and suffers from poor pedestrian and bicycle access due to a lack of sidewalks, a lack of bike lanes, and utility poles along the roadway edge. The City is currently working to coordinate multiple improvement projects on Franklin Boulevard that will improve its appearance and provide better pedestrian and bicycle access. Subsequent development in the Glenwood Riverfront area should seek to allow commercial businesses in the area to be visible from traffic on Franklin Boulevard.

ASSESSMENT OF THE DEVELOPMENT VISION

Given Glenwood's central location in the metropolitan region and the amenity offered by a riverfront site, development and redevelopment of the area is very likely to occur. It is only matter of time, but time is a key question: will the redevelopment begin in two years or ten? Our assessment is that though some smaller new development might take place once sewer and the BRT are in place, larger scale redevelopment is at least five years out. That conclusion is supported by the likelihood that redevelopment probably cannot occur with additional public money, and public money is in bad shape now (January 2003) and not likely get in good shape quickly.

Development of the mostly-vacant eastern portion of the nodal development site is likely to occur first, after provision of sewer service in the area. Multi-family residential is the most likely type of development to occur first, but the high-amenity riverfront site may attract office uses, lodging, or a public facility.

Redevelopment of areas that are currently built up will take place over time as rising land values, increased fees and taxes, development pressure, and life-cycle changes slowly make these parcels available for other uses. Barring intervention by a well-funded developer who assembles parcels into a large development site, creating a truly mixed-use area will likely be an incremental process, not achieved in one fell swoop.

IMPLEMENTATION ISSUES

Implementation actions identified in the Glenwood Riverfront Specific Area Plan include the following:

- Adopt a Specific Area Development Plan to create a cohesive vision for the Glenwood area. This Plan should include participation of property

owners and other stakeholders in the neighborhood. Many of the implementation strategies listed below will stem from this plan. It is crucial that the City adopt a plan and implement zoning in the Riverfront area that will implement nodal development before extension of sewer and stormwater service allows development in the area.

- From a development perspective, a new street north of Franklin Boulevard is the most desirable way to provide interior access and circulation, particularly in the eastern portion of the study area. If such a plan concept is adopted, the City should require construction of the relevant part of new street north of Franklin as a condition of development.

- Franklin will remain the primary access arterial for development in Glenwood regardless of the new street construction.. Transportation access from Franklin Boulevard will be critical both for development and for creating a node in Glenwood. Nodal development can be promoted by extending the existing street grid system across Franklin—the existing right-of-way on N. Brooklyn is one possibility for access to vacant land in the eastern portion of the Riverfront area, and access for future redevelopment north of Franklin can be consolidated at points directly across from streets south of Franklin.

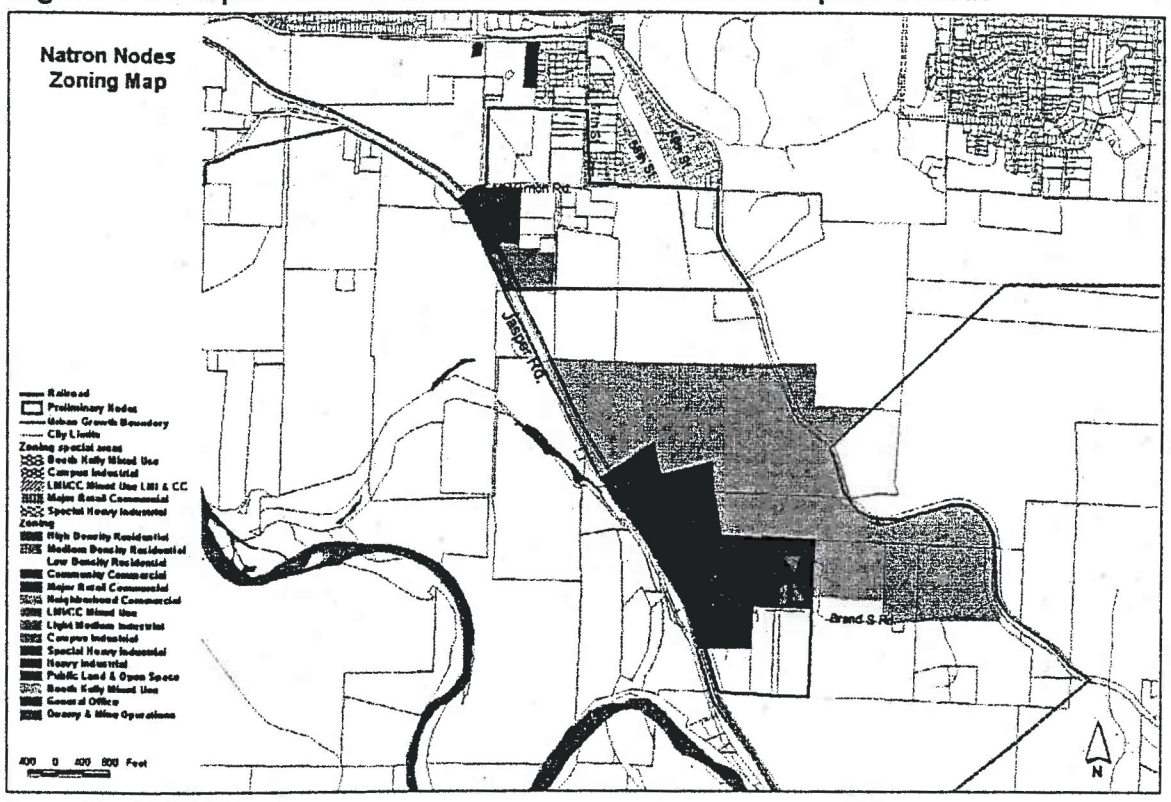
- Provide sewer service by extending the Franklin Boulevard trunk line.

- Provide stormwater service to the nodal site by linking it to facilities to the south of Franklin Boulevard.

JASPER-NATRON

The City of Springfield selected two nodal development sites in the Jasper-Natron area. We will refer to these areas as the North node and South node. The location of the Jasper-Natron North and South nodal development areas is shown in Figure 4-4.

Figure 4-4. Jasper-Natron North and South nodal development areas



Source: City of Springfield.

Role of the Jasper-Natron area in the regional economy

The Jasper-Natron area is located in the southeastern corner of the Springfield UGB. The North node has small portions within the city limits, and the South node is entirely outside of the city limits. Areas outside of city limits are currently not served by transportation or utility services needed to serve urban development in the area. The City plans to annex the neighborhood including the nodal development areas when public services are extended to the area.

The role of Jasper-Natron in the regional economy has not yet been determined. As a primarily vacant area within the Urban Growth Boundary but without urban services, the area is on hold for future urban development. While future development in Jasper-Natron will be primarily determined by economic opportunity, the area's future can be influenced by public policy—primarily zoning and decisions about the location and timing of public improvements.

Current land use

Tables 4-4 and 4-5 show land use in the Jasper-Natron nodal development areas by zoning designation. Table 4-4 shows that the North node has a total

of 144 acres, with 88% currently zoned for low-density residential development. Only 12% of the North node is zoned for commercial or high-density residential development, which could be developed as mixed-use center for the node. 70% of the North node is vacant or redevelopable, including almost all land zoned for commercial and high-density residential use.

Table 4-4. Acres of land by zone and development status, Jasper-Natron North

Zoning	Improved	Vacant	Redevelop	Total
Low-Density Residential	41.6	84.4		126.1
High-Density Residential		1.9	6.7	8.5
Community Commercial	0.9	5.2	3.2	9.2
Total	**42.5**	**91.5**	**9.8**	**143.8**

Source: City of Springfield, 2002.

Table 4-5 shows that the South node has a total of 76 acres and is a mix of industrial (44%), low-density residential (33%), and community commercial (24%) zones. Almost 80% of the acreage shown in Table 4-5 is considered improved, but this overstates the developed area in the South node because many improved parcels are large and will likely subdivide as the node develops.

Table 4-5. Acres of land by zone and development status, Jasper-Natron South

Zoning	Improved	Vacant	Redevelop	Total
Low-Density Residential	11.5	13.2	0.0	24.7
Community Commercial	16.0	2.0		18.0
Special Heavy Industrial	32.9			32.9
Total	**60.4**	**15.1**	**0.0**	**75.6**

Source: City of Springfield, 2002.

The 32.9 acres of Special Heavy Industrial land in the South node is the site of a sawmill and log pond that is currently being used to dry wood veneer that is shipped to other locations for processing.

Infrastructure and services

Because the Jasper-Natron site is predominately undeveloped, almost all infrastructure and services need to be built to accommodate proposed development. Needed infrastructure includes new water supply, sewer service, electricity, storm drainage, telephone systems, and probably natural gas. There is limited telephone and electrical service to existing residences and companies. Water is provided by wells and sewage by septic systems. There is minimal drainage for storm water runoff; drainage ditches along Jasper Road and Brand S Road appear to be the only runoff conveyance features.

Few roads currently serve the Jasper-Natron area. Existing roads include 57th Street, Mt. Vernon Road, Jasper Road, and Brand S Road. A system of

arterial and collector roads will be needed to serve the development in the Jasper-Natron area.

Public transportation is currently provided by three bus routes: Route #11—Thurston, Route #8X—Thurston Express, and Route #91—McKenzie Bridge.

DEVELOPMENT POTENTIAL

Development vision

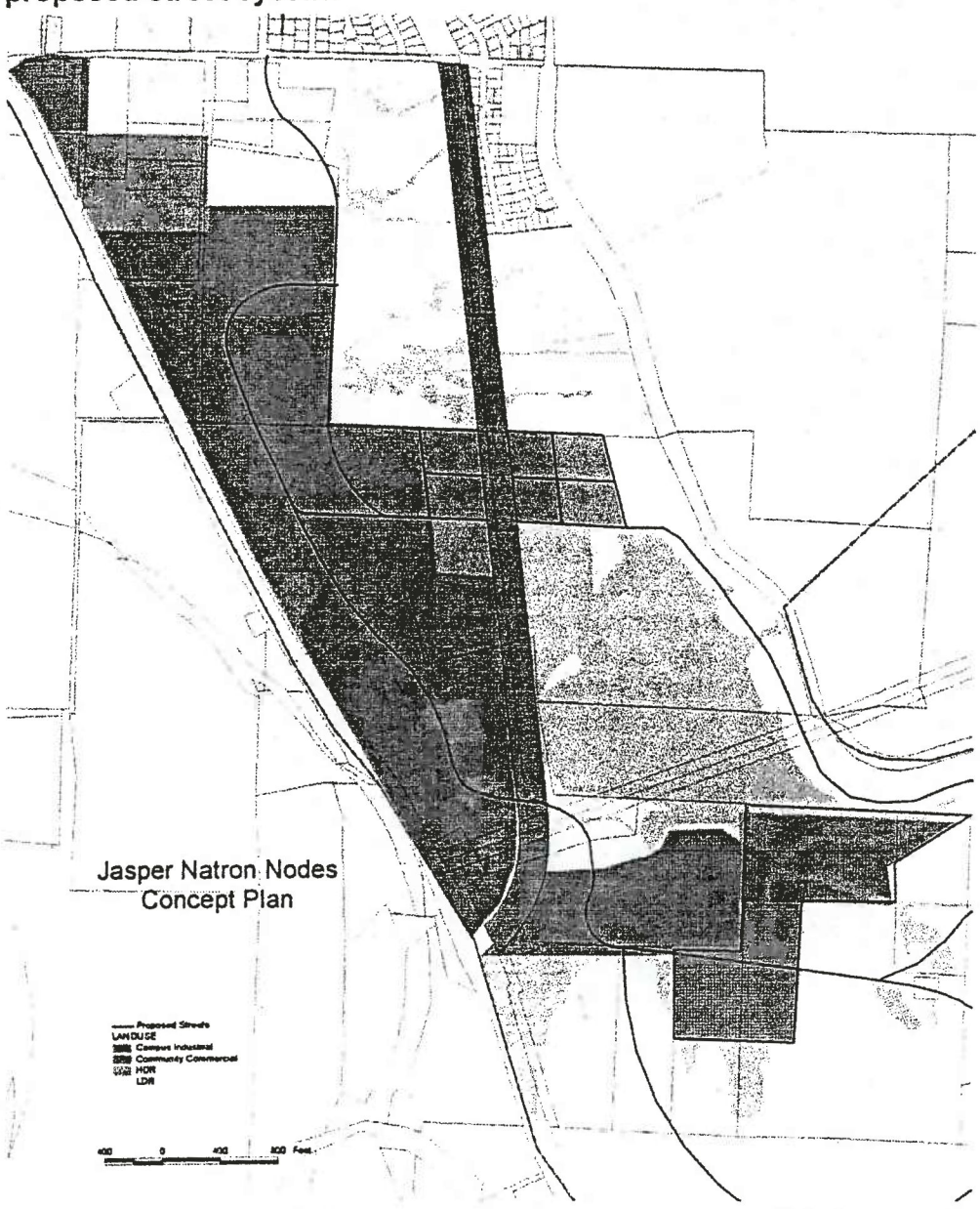
The *Final Jasper-Natron Specific Development Plan* (FJNSD) was intended to plan for a mixed-use neighborhood with TransPlan's nodal development concepts in mind. The objective of the plan is to "create a uniquely developed community (a "place maker") in Springfield" that integrates public transit, orients to pedestrians and bicycles, encourages a mix of uses (residential, commercial, and employment) within a 1/4 mile radius, and encourages high density residential development (40 to 50 dwelling units/acre) near commercial centers.

The FJNSD did not adhere to the potential nodal development areas designated by TransPlan for the Jasper-Natron area. Instead, the FJNSD looked at the best location for commercial and high-density residential uses in the Jasper-Natron study area, which is bounded by Mt. Vernon Road on the north, Jasper Road on the west, Weyerhaeuser Road on the east, and the urban growth boundary on the south. The FJNSD did not adhere to the TransPlan nodes in part because TransPlan did not take the Jasper Road Extension into account when locating the nodes adjacent to the existing Jasper Road.

The preferred alternative in the FJNSD called for a commercial and high-density residential center in the northern portion of the study area. This node is bisected by the Jasper Road Extension, with a 5-acre mixed-use commercial core area on each side of the highway that have about 4 acres of medium to high density residential land located in close proximity to the commercial core areas. This center is planned to serve both a low density residential area east of the JRE as well as a campus industrial area located to the west of the planned highway. The proposed land uses in the FJNSD preferred alternative are shown in Figure 4-5.

The Plan describes two alternatives for the northern commercial and residential center. Both alternatives would put the center at an intersection on the Parkway, but the design of the center varies depending on the speed of Parkway traffic. With a 35-mph Parkway the center would be immediately adjacent to and surrounding the intersection, while with a 55-mph Parkway the center would consist of two separate areas set back from the Parkway.

Figure 4-5. Jasper-Natron preferred alternative land uses and proposed street system



Source: The JD White Company et. al., *Final Jasper-Natron Specific Development Plan*, June 1999. Mapping by the City of Springfield.
Note: green shading indicates wetland areas.

The preferred alternative would also designate two other areas for commercial and high-density development. One of these areas is at the northwest corner of the study area, on land already zoned Community Commercial and High-Density Residential use. A "floating node" in the southern portion of the study area was proposed to provide flexibility in siting a commercial and campus industrial center outside of wetland areas. A proposed a Metro Plan designation would have allowed a "floating node" to be located within a general area to be specifically defined by a later refinement plan. With the passage of TransPlan in 2001, the floating node designation

was dropped from the Metro Plan in favor of a general description of nodal development. The City of Springfield does not have any comprehensive plan designations or zoning that could implement the "floating node" concept. Figure 4-4 shows that land in this area is currently zoned for industrial and community commercial use.

The southern node would also allow high-density residential development up to 40–50 units per acre in the commercial zone. Unlike the northern node, the southern site is offset from the east from the JRE. The southern node was intended to provide a small mixed-use commercial center that would support the residential and campus industrial land uses called for at the southern end of the Jasper-Natron Study Area.

A market analysis prepared for the FJNSD described both nodes as functioning to serve their surrounding neighborhoods. These centers were not designed to compete with the regional shopping centers already established about two miles to the north at the intersection of the JRE and Main Street.

The western portion of the study area north of the Jasper Road Extension, and a swath of the southern portion of the study area (including the existing veneer mill site), would be designated for campus industrial development. Land in this area is currently zoned as Light Medium Industrial and Special Heavy Industrial use. The remainder of the study area would be designated for low-density residential development.

Table 4-6. Land use and build-out development by type in the Jasper-Natron preferred alternative

	Land Use		Build-Out Development		Net Density	
Land Use Type	Acres	%	Scenario 1	Scenario 2	Scenario 1	Scenario 2
Low-Density Residential	481.5	60%	2,280	3,260	7.0	10.0
High-Density Residential	22.9	3%	450	450	28.9	28.9
Community Commercial	20.1	2%	120,000	160,000	0.2	0.3
Campus Industrial	117.8	14%	1,155,000	1,155,000	0.3	0.3
Wetlands	142.1	18%	n/a	n/a	n/a	n/a
Road Right-of-Way	21.0	3%	n/a	n/a	n/a	n/a
Total	**805.4**	**100%**	**n/a**	**n/a**	**n/a**	**n/a**

Source: The JD White Company et. al., *Final Jasper-Natron Specific Development Plan*, June 1999. Figure and Table VII-1.
Note: Residential development is in dwelling units and net density is in dwelling units per acre. Commercial and campus industrial development is in sq. ft. and net density is expressed as a floor-to-area ratio. Net density is based on an assuming that 32% of development sites will be used for streets, circulation, and landscaping.

Table 4-6 shows the acres of land by land use type, and the amount of development at build-out for the preferred alternative, based on the land use diagram shown in Figure 4-5. Table 4-6 shows that low-density residential land composes 481.5 acres or 60% of the study area. Areas zoned for community commercial and high-density residential center, including the center on the Jasper Road Extension, compose 43 acres or 5% of the study area. Campus industrial land composes 117.8 acres or 14% of the study area. Wetlands, on which development is constrained or prohibited, compose 142.1 acres or 18% of the study area. The arterial roadway network will require 21 acres or 3% of the study area; these roads do not include local collector streets

or internal private drives that will be necessary to serve development in the study area.

The FJNSD plan described two scenarios for development of the study area that reflect different assumptions for the density of development in the low-density residential zone. Scenario 1 assumes the low-density residential portion of the study area develops at an average of 7 units per net acre, while Scenario 2 assumes that it develops at an average of 10 units per acre. Under these scenarios that amount of high-density residential and campus industrial development is the same but the amount of community commercial development increases in Scenario 2 to reflect the larger population in the study area. Table 4-4 shows the level of development and resulting net density for each of these development scenarios. High-density residential development in the study area is assumed to reach a net density of 28.9 dwelling units per acre. Commercial and campus industrial development, while substantial, results in relatively low-density uses with floor-to-area ratios (FARs) of 0.2–0.3.

Planning activities have focused on the inclusion of a variety of elements combined to maximize livability in Jasper-Natron. Pedestrian and bicycle connectivity is envisioned and encouraged through design mechanisms including narrow streets, bike lanes, wide sidewalks, street trees, curb extensions, and on-street parking. Bus routes will be extended throughout the study area. Preservation of wetlands and utilization of these areas for recreation will be provided.

Physical constraints

The Jasper-Natron Site Development Plan identifies 20 animals and 9 plants that are listed, endangered, threatened, critical, and species of concern by the Fish and Wildlife of the State of Oregon (ODFW) that may occur on the Jasper-Natron site (according to the Oregon Natural Heritage Program database). No surveys have been conducted on the site, but species have been found within two miles of the site. Any projects completed in the area that receive federal funding must comply with the Endangered Species Act (ESA). If a listed, or proposed, threatened, or endangered species, or their critical habitat is found on the site of a federally funded project, a biological assessment must be conducted.

The Jasper-Natron area contains more than 150 acres of wetlands. The location of the northern node site is outside of most of these wetland areas. As mentioned above, the southern node site is constrained by scattered wetlands that will affect the final layout of future development. Nodal development can occur in the area by using the wetlands as open space.

Infrastructure capacity

A system of arterial and collector streets is needed to serve any development in the Jasper-Natron area. The proposed Jasper Road Extension (JRE) is a Lane County road that will bisect the northern portion of the

Jasper-Natron area. This roadway will connect the Eugene-Springfield Highway/Main Street intersection to the north with Jasper Road near its current intersection with Brand S Road. The JRE will allow traffic travelling between Springfield and the Jasper/Pleasant Hill/Lowell area to the south to more easily connect with the regional highway system. As currently proposed, the JRE will be a 55-mph roadway with two intersections through the Jasper-Natron study area. The JRE will serve as the primary facility connecting Jasper-Natron to the regional transportation network.

The JRE will be built in phases. The first phase will build from the Eugene-Springfield Highway/Main Street intersection south to 57th Street. The second phase would extend the first phase south through Jasper-Natron to connect with Jasper Road. According to ODOT staff, construction of the second phase of the JRE will add more traffic to the Eugene-Springfield Highway/Main Street intersection than it can handle, requiring the development of a grade-separated interchange at that intersection. Without the second phase of the JRE, internal roads in the Jasper-Natron area may not have the capacity to support development of the area. Thus, future development in Jasper-Natron appears to be tied to an expensive fix of the Eugene-Springfield Highway/Main Street intersection. Construction of the JRE from Main Street to Jasper Road is included in the financially constrained project list in TransPlan. Construction of an interchange at the Eugene-Springfield Highway/Main Street is listed as a "future" unfunded project in *TransPlan*.

A system of neighborhood collector streets will also need to be developed to serve development in Jasper-Natron. An illustrative network of neighborhood collector streets in the study area is shown in Figure 4-5. These neighborhood collectors would be funded primarily by the City of Springfield and are included in the TransPlan financially-constrained project list. In addition, internal circulation streets will need to be provided by individual developments in the area. These internal circulation roadways would be provided by private developers. All roads in the Jasper-Natron area should be designed to facilitate pedestrian and bicycle circulation.

Major utility upgrades are needed to service the proposed development in Jasper-Natron. The area is not currently serviced by water or sewer service, and both must be extended to the site to accommodate development. The City recently extended a sewer trunk line along Jasper Road to 42nd Street, within 1.3 miles of the site. An additional extension of 2.3 to 3 miles of sewer trunk line is required to service new development. A 1998 estimate of sewer upgrades included a trunk line at approximately $1 million per mile (minimum) to design and construct. A lift station upgrade and related improvements at 57th Street estimated to cost $500,000. Finally, several collector sewer lines will be needed within the site at an estimated cost of $1 million for 15,000 feet of collector service. Total cost of the sanitary service in 1998 was estimated to be $4.5 million. The City of Springfield has set aside $1.75 million in its Capital Improvement Plan to match developer investments in extending the trunk line south along Jasper Rd. to provide sewer service to the Jasper Natron area. City staff reported in the

Preliminary Staff Analysis of Potential Node Sites (2002) that matching funds by developers and residents would likely come only with the completion of the Jasper Road Extension.

Significant water upgrades are needed to service new development. The Springfield Utility Board (SUB) Water Department has recommended servicing the area through the City's water system, as this would be less expensive than servicing the area through groundwater wells. The Site Development Plan indicates the need to study the cost of connecting to transmission lines that are to the north and west of the site at some distance. Additionally, the Plan notes the need to identify current wells and protect the water quality to these wells. The SUB estimated the costs of providing water to the site to include:

- $500,000 to $1 million for the transmission line extension
- $40 to $45 per linear foot for distribution lines off the transmission line extension
- $813 for individual water supply hookups for residences and commercial businesses

Storm water service is also needed in the Jasper-Natron area. The City is in the process of developing a stormwater management plan for the City. This plan will likely require treatment and detention facilities that include numerous drainage ditches and underground pipe system. The 1999 Jasper-Natron Specific Development Plan estimated the cost of a storm water system to include $3,000 per catch basin (250 catch basins), $40 per foot for 45,000 feet of underground drainpipes for a total project cost of $2.5 million. Approximately 10,000 feet of ditches for runoff will be needed for an additional cost of $100,000.

Electrical service is provided in portions of the area, but significant improvements to increase capacity are needed. Extension of telephone lines and natural gas should be straightforward and no problems are anticipated.

Buildable and redevelopable lands

Land use data in this analysis is based on the nodal development areas as defined by *TransPlan* (see Figure 4-4). The current zone designation for the northern node is light-medium industrial (see Table 4-4), while the southern node area is currently zoned primarily for heavy industrial use (see Table 4-5). Almost 88% of the northern node area is zoned low-density residential, while only 12% of the node is dedicated to both high-density and community commercial zoning. Approximately two-thirds of the North node is vacant or redevelopable, which should facilitate mixed-use development.

The South node has a much higher percentage of land that has been improved compared to the North node. Over 32 acres (44%) of the southern node is zoned special heavy industrial and is improved. A little less than half

(13.2 acres) of the low-density residentially zoned land is vacant or redevelopable, and there is no medium- or high-density zoned land in this node. Of the 18 acres zoned commercial, only two are vacant. The data in Table 4-9, however, may overstate the developed area in the South node. Many improved parcels in this node are large with only a small portion of the parcel developed, and these large parcels will likely subdivide as the node develops.

Market issues

The Jasper-Natron area exhibits many of the characteristics that make greenfield development easier than redevelopment of inner city parcels. Many of the parcels are large with relatively few land owners. This will allow for master planning and infrastructure development on a large scale.

The FJNSD identified the following market issues for development of the Jasper-Natron area:[6]

- The preferred alternative is supportable but will require higher residential densities than detached single family residential dwellings within the Low Density Residential (LDR) District.
- A variety of attached dwelling types should be permitted within the LDR zone through the standard City of Springfield subdivision and site plan review process.
- An average of 10-dwelling units per acre should be developed within the Low Density Residential District.
- The central commercial area is located to optimize nodal development.
- The Preferred alternative will create a frame work for future nodal development and provide flexibility to adjust with future market forces.
- The market forces may be different when the Jasper Road Extension is completed within two years, and development plans may alter proposed zoning designations to conform to new market conditions.
- Based on the market analysis study, the Campus Industrial property will be the most marketable type of industrial property. Additionally, Campus Industrial (CI) zoning provides the most compatibility with surrounding low density residential areas.
- Public investment such as infrastructure improvements and sewer extension assistance will be necessary to most successfully market the campus industrial employment areas to perspective businesses.

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[6] City of Springfield, "Jasper-Natron Specific Development Plan." June 1999. p. VII-4.

- The CI zoned property will have maximum 15% slopes to maximize development capacity.

ASSESSMENT OF THE DEVELOPMENT VISION

Given the area's location at the urban fringe, away from I-5 and population centers in the region, the Jasper-Natron area is likely to be primarily residential development, with small commercial centers primarily serving neighborhood residents. Residential development in Jasper-Natron is unlikely to support much commercial use in the nodal centers. Jasper-Natron's setting against hills to the east may help the area attract some office or campus industrial development that desires a high-amenity location. These uses typically have low density and may not be compatible with nodal development goals.

Traffic passing through the area might support some additional retail development in the area, but retail centers with a regional market area are more likely to look for more central locations.

The future of Jasper-Natron should be considered in a long-run regional context. Jasper Road links east Springfield to the rural residential areas of Jasper, Pleasant Hill, and Lowell. Once roadways are improved this traffic will flow through the middle of Jasper-Natron, and this traffic will increase with growth. The Region 2050 project has identified the Jasper and Pleasant Hill areas immediately south of Jasper-Natron as potential UGB expansion areas by 2050.[7] If urban development extends to this area, Jasper-Natron would be part of an urban corridor linking Springfield and Pleasant Hill, increasing traffic through Jasper-Natron and making it less on the urban fringe.

IMPLEMENTATION ISSUES

Infrastructure and utility services are needed to allow development in the Jasper-Natron area, including both the North and South nodal development areas. Key facilities include:

- The Jasper Road Extension will pass through both Jasper-Natron nodal development areas, connecting the Eugene-Springfield Highway/Main Street intersection with Jasper Road. The Jasper Road Extension is necessary to support development in the Jasper-Natron area. Construction of the JRE through Jasper-Natron may require expensive improvements to the Eugene-Springfield Highway/Main Street intersection. The location of the Parkway Extension, location and number of intersections, traffic speed, and other characteristics of the Extension may have implications for the location and orientation of the nodal development areas.

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[7] Region 2050 is planning project for the future of the southern Willamette Valley, being currently conducted by the Lane Council of Governments.

- Local streets must also be constructed for internal circulation in the Jasper-Natron area. These streets will be funded primarily by private developers.

- Sewer improvements needed in the area include a 3-mile sewer trunk line extension, a lift station upgrade, and several collector sewer lines within the site. Total cost of the sanitary service in 1998 was estimated to be $4.5 million. City staff reports[8] that matching funds by developers and residents will likely come only after the completion of the Jasper Road Extension, which will spur development in the area.

- Extension of City water service is expected to cost $500,000 to $1 million for the transmission line extension, $40 to $45 per linear foot for distribution lines, and $813 per hookup for individual water supply.

- An adequate storm water system is estimated to cost a total of $2.6 million.

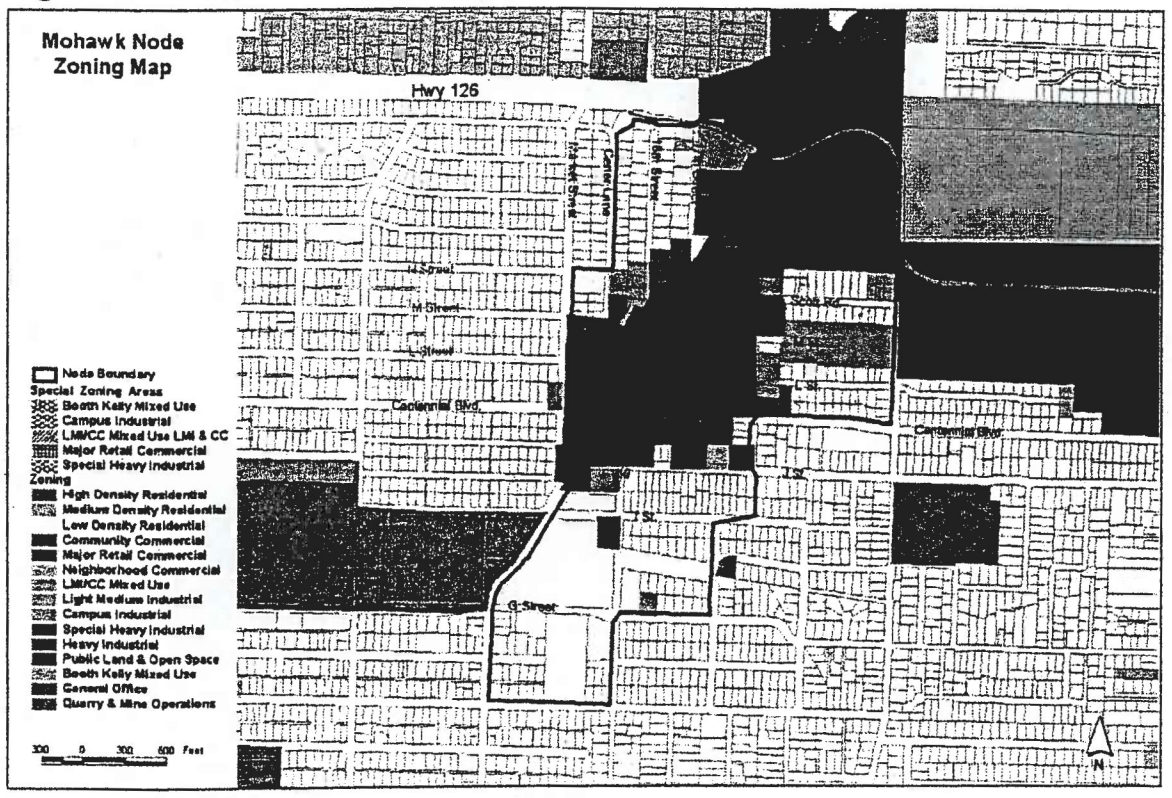
The Jasper-Natron South nodal development area contains a 33-acre mill site zoned Special Heavy Industrial. This site contains a wood products mill served by a rail spur, which is currently used to kiln dry veneer. This heavy industrial use may not be compatible with the higher-density and mixed-use development envisioned for nodes.

[8] City of Springfield, Preliminary Staff Analysis of Potential Node Sites, 2002.

MOHAWK

The location of the Mohawk node is shown in Figure 4-6.

Figure 4-6. Mohawk nodal development area



Source: City of Springfield.

CURRENT ACTIVITY AND DEVELOPMENT

Role of the Mohawk area in the regional economy

Existing development in the Mohawk area primarily occurred in the 1950, when the area was at the eastern fringe of most residential development in Springfield. At the time Mohawk was a suburban strip development that included an early version of the modern indoor mall.

The Mohawk area is now centrally located in Springfield, and is immediately south of an I-105 interchange. The northern portion of the area has redeveloped with big-box retail stores that have a regional market area. The remainder of the Mohawk area consists of older strip development with local businesses that primarily serve local residents. Buildings in the central Mohawk area are not the type and quality desired by chain stores and other typical tenants of new strip development. The former Waremart store and surrounding buildings are low-quality and are primarily vacant. The southern portion of Mohawk is dominated by the McKenzie-Willamette Hospital campus.

Current land use

The proposed Mohawk nodal development area is dominated by Mohawk Boulevard, which runs at an angle from northeast to southwest across the neighborhood. Automobile dominated retail commercial uses predominate along approximately two-thirds of the northern portion of Mohawk Boulevard. In most cases, buildings are set back from the street with parking lots located in front of the buildings. Traveling south to the I Street intersection, land uses transition from commercial to institutional uses, including a church on the northeast corner of the intersection, McKenzie-Willamette Hospital on the southeast corner, and Willamalane Park to the southwest. There is limited office and multi-story residential development in the Mohawk area. Mohawk is bordered on the east, south, and west by established single-family residential neighborhoods. Many of the commercial and residential buildings in the area are dated and in need of repair.

The Mohawk Node area is dominated by two zones: major retail (45%) and low density residential (37%), as shown in Table 4-7. All other uses account for about 18% of zoned land. There is no land zoned for public use, open space, or industrial. Table 4-7 also shows that over 90% of the Mohawk nodal development area is improved, with only 10.5 acres vacant or potentially redevelopable. Given the condition of existing buildings in the node, the redevelopable acres shown in Table 4-7 may understate the actual redevelopment potential in the node.

Table 4-7. Acres of land by zone and development status, Mohawk

Zoning	Improved	Vacant	Redevelop	Total
Low-Density Residential	42.0	1.4	2.2	45.6
Medium-Density Residential	1.6			1.6
High-Density Residential	10.2	1.0		11.2
Major Retail	52.7	1.1	1.6	55.4
Community Commercial	5.0	0.9	0.8	6.7
General Office	0.8	0.2	1.2	2.2
Total	**112.2**	**4.7**	**5.8**	**122.7**

Source: City of Springfield, 2002.

Infrastructure and services

Water, sewer, and storm drain facilities are provided throughout the Mohawk neighborhood. The area is serviced by 15- to 8-inch sewers and likely runs full during major rainstorm events. Water distribution pipes are 12-inch and 10-inch loops and currently have sufficient capacity to meet fireflow demands. Some of the minor loop connections may need to be upgraded during the redevelopment process. Overall, infrastructure services are adequate for current demands with enough additional capacity available to service nodal development densities.

DEVELOPMENT POTENTIAL

Development vision

The Mohawk Boulevard Specific Plan (MBSP) envisions a "vibrant mixed-use area" along Mohawk Boulevard. The MBSP outlines strategies that focus on increasing pedestrian utility and amenities to transform the environment from an auto-dominated, pedestrian unfriendly neighborhood to a node that integrates the residential areas into the commercial core by improving the pedestrian environment and improving transit access.

The MBSP primarily relies on improved pedestrian facilities and landscaping, and secondarily on actual changes in land use, to achieve the "vibrant" mixed-use vision. Density and intensity changes that move the area towards mixed-use are likely to occur incrementally in the Mohawk neighborhood. The neighborhood is currently built out and property owners may need incentives to increase the density or intensity of land use on their property.

North Mohawk Boulevard is dominated by auto-oriented development including fast-food restaurants, a small cinema, and miscellaneous retail stores. There is limited potential for redevelopment on the west side of Mohawk Boulevard. Older shopping centers that exhibit signs of deferred maintenance are the primary use in the Central Mohawk area. Offices and multi-family dwelling units mark the edge of the commercial corridor. The shopping centers could provide redevelopment sites, but they may be very difficult to change, as there is a concentration of successful, older businesses in these areas. South Mohawk features the McKenzie-Willamette Hospital complex. Single-family residences dominated by 1950s stock surrounds the commercial/ institutional corridor.

The Plan outlines preferred roles for the Mohawk District subareas that include:

- **North Mohawk:** Predominately auto-oriented commercial use
- **Central Mohawk:** Mixed-use commercial core at the heart of the Mohawk Boulevard District; Mixed-use scenarios in this district could include a combination of:
  - Office uses: corporate, general business, medical
  - Residential redevelopment: owner-occupied, renter-occupied, commercial lodging, senior housing
  - Commercial: convenience, comparison, services
  - Institutional/governmental: Lane Community College, other educational institutions
  - Employment centers

- **South Mohawk:** Integrated health care and assisted-living opportunity area

Physical constraints

Approximately 1.88 acres of wetlands are located within the proposed node along the Q Street Channel (Wetland M-27). These wetlands are not expected to be a barrier to nodal development in the Mohawk area, given their small size and location along the northern edge of the nodal development area.

Infrastructure capacity

The MBSP calls for few changes to increase capacity to infrastructure. Many of the transportation issues are aesthetic, or address improving the pedestrian and transit environment. The MBSP included an analysis of 2015 level of service (LOS)[9] at intersections on Mohawk Boulevard given current lane configurations, expected growth in traffic volumes, and additional traffic generated by changes in zoning implied by the concept plan. This analysis found that all of the intersections along Mohawk Boulevard are expected to operate at an adequate level of service (above LOS "D") except the eastbound interchange with Eugene-Springfield Highway. This portion of the interchange is expected to operate at LOS F with the current lane configuration or at LOS D with an additional northbound through lane. Improvements to this interchange are included in *TransPlan's* financially-constrained project list. Utilities including water and sewer were determined to be adequate for current uses with limited room for growth.

Buildable and redevelopable lands

The Mohawk node area is characterized as being almost entirely built out. Table 4-5 shows improved, vacant, and redevelopable land in the Mohawk node node. Of the almost 123 acres in the preliminary node boundary, approximately 112 acres (91%) are considered improved. A little less than 4% is vacant, and less than 5% is considered redevelopable.

Over 55 acres (45% of the node) is zoned Major Retail; this land is located in the Central Mohawk area and is the most common zoning in the node. Low-density residential is the next most common zone with over 37% of the node acreage. McKenzie Willamette Hospital is located in the Mohawk node and occupies land zoned low-density residential.

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[9] Level of service (LOS) uses the letters A, B, C, D, and F to describe a range of operation conditions on a roadway, including speed, travel time, freedom to maneuver, traffic interruptions, comfort, convenience, and safety. LOS A represents the best level of service, while LOS F represents the worst operating conditions.

Market issues

According to the MBSP, the potential for substantial redevelopment in the Mohawk area is limited by the existing economic profile. Income levels in the Mohawk area are significantly lower than in Eugene or Springfield (35% and 26% lower, respectively). Most of the existing businesses primarily serve Springfield residents. While retail stores with a regional market area could locate in Mohawk, most of these types of stores that rent space are looking for higher-quality buildings in newer developments. Large retailers typically build their own stores rather than rent, and some of these retailers have redeveloped sites in the northern portion of the Mohawk node. While there may be potential for further redevelopment by big-box retail stores, this type of development is not compatible with nodal development goals for higher-density mixed-use development.

ASSESSMENT OF THE DEVELOPMENT VISION

The central Mohawk area does have potential to redevelop into a higher-density mixed-use node. Existing commercial development and the surrounding residential neighborhoods provide a framework for nodal development. Densities can be increased and uses mixed by a few infill and redevelopment projects. Nodal development in the area will depend on improvements to Mohawk Boulevard, provision of internal circulation in the central Mohawk area, and higher-density residential development near central Mohawk to increase demand for retail uses.

IMPLEMENTATION ISSUES

While the MBSP calls for mixed-use, no mechanisms, other than applying a mixed-use zone to the area, are suggested to achieve a mix of uses. Considering that the area is built out, this may be difficult to achieve without incentives that encourage land owners to change uses from a single use to mixed-use.

The Plan calls primarily for improving the pedestrian environment and improving aesthetics. Recommended public improvement projects include:

- Boulevard treatment of Mohawk Boulevard, Olympic Street, and Centennial Boulevard;
- Entrance/focal point treatment at key locations;
- Improve the pedestrian circulation route, including constructing of pedestrian routes to shopping centers, hospital/health facilities, and to Willamalane Park;
- Improve transit circulation and facilities including improvements to difficult to negotiate intersections, implement transportation strategies that give priority to transit, improve overall service, and build a transit station in the Mohawk area; and

- Intersection improvements.

In addition to pedestrian and aesthetic improvements, the Plan also identifies the need for an additional northbound through lane on Mohawk Boulevard at the eastbound interchange with Eugene-Springfield Highway to mitigate expected future congestion levels resulting from traffic growth and zoning changes. Improvements to this interchange are included in *TransPlan's* financially-constrained project list.

The Plan also calls for a number of Development Code amendments. Most of these recommendations are amendments to Article 28 (Hospital Support Overlay District) that would allow additional uses, including day care centers, delis, convenience stores, and other small- to medium-sized commercial and retail stores that would service employees, patients, and visitors of the medical services.

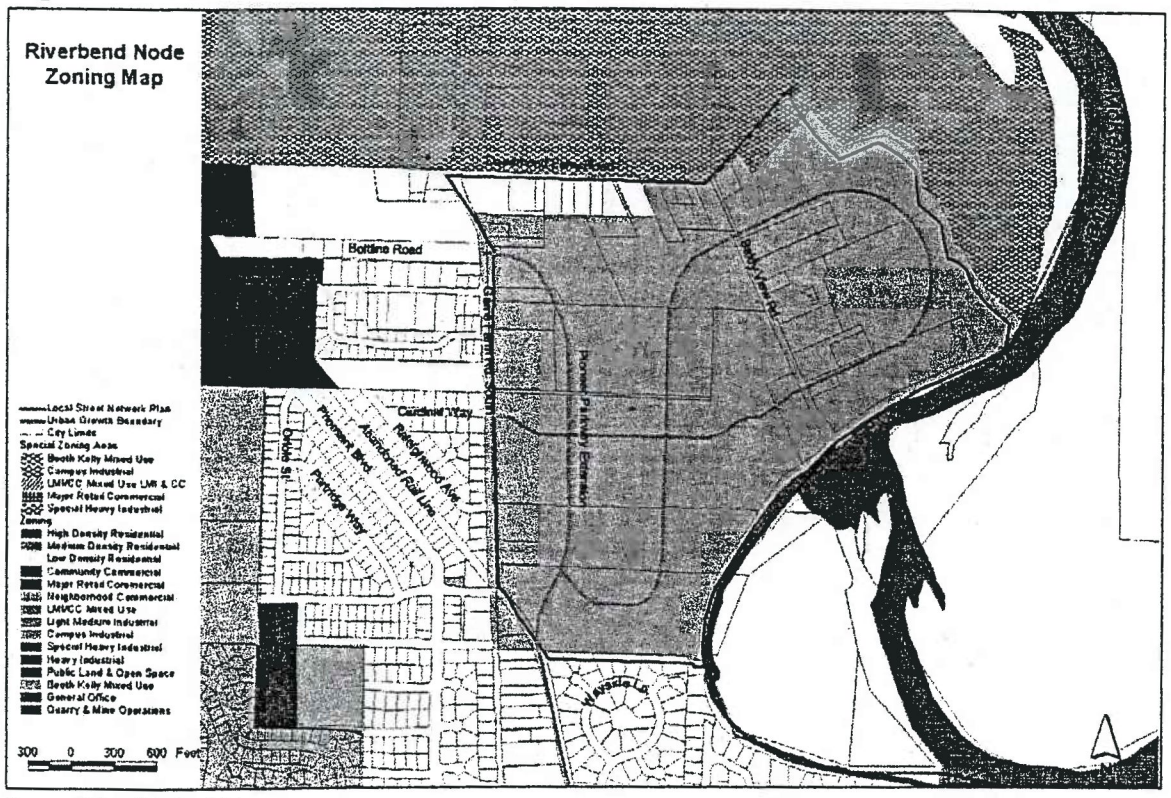
Numerous design guidelines were also recommended to encourage pedestrian-friendly design. These recommendations include using materials that delineate the pedestrian routes, such as using alternate paving materials and textures, signs, pedestrian-scale lighting, landscaping, and markings that are consistent throughout the neighborhood. The development of pedestrian plazas, as well as building standards that are oriented towards pedestrians are recommended. Additional changes recommended include making alternative modes of travel more attractive. For example, installation of bus shelters and better coordination between signal timing, and phasing of bus service may encourage more travelers to take public transit.

Finally, the plan recommends taking advantage of opportunities to decreasing the number of parking spaces. This could be accomplished by implementation of mixed use development (parking spaces can be reduced by taking advantage of different peak parking demands for different uses), implementation of transportation demand management strategies, and implementation of a LTD bus pass program.

Large-scale redevelopment will require demolition and reconstruction. Site plan economic analysis determined the most realistic area for redevelopment is the Central Mohawk Boulevard area. An assisted living or retirement home is envisioned near McKenzie-Willamette Hospital, though that would require an upgrade in water and sewer facilities. Urban water, sewer, and storm drain facilities are located throughout the area and can accommodate limited additional development.

RIVERBEND

Figure 4-7. Riverbend nodal development area



Source: City of Springfield.

The Riverbend nodal development area is located along the McKenzie River in north Springfield, immediately east of the Gateway commercial district. The location of the Riverbend node is shown in Figure 4-7.

CURRENT ACTIVITY AND DEVELOPMENT

Role of the Riverbend area in the regional economy

The Riverbend area is primarily vacant, and improved parcels are mostly rural residential uses on large lots. The area is currently outside of the city limits but inside of the Urban Growth Boundary, and is not served by transportation or utility services needed to support urban development.

The Riverbend area was recently selected as the site of a new hospital campus by PeaceHealth, the major regional hospital in Eugene-Springfield. Before PeaceHealth's interest in Riverbend, the site has been planned for medium-density residential development with a neighborhood commercial center to serve area residents.[10] The PeaceHealth proposal would change planned use in a portion of the Riverbend site from medium-density

[10] City of Springfield, *McKenzie-Gateway Medium Density Residential Site Conceptual Development Plan*, July 1994.

residential to medical, and position businesses in the commercial center to serve a regional market by moving the commercial core closer to major arterial roadways.

Current land use

The Riverbend nodal area is dominated by agricultural uses with a few pockets of rural residential uses. It is bordered on the east and southeast by the McKenzie River, to the west and southwest by residential uses, and to the north by agricultural uses. Although it is in agricultural use and at the edge of the UGB, the Riverbend nodal development area is primarily zoned for medium-density residential.

Table 4-8. Acres of land by zone and development status, Riverbend

Zoning	Improved	Vacant	Redevelop	Total
Low-Density Residential	5.6	0.3	2.3	8.2
Medium-Density Residential	31.0	117.4	29.4	177.8
Campus Industrial	0.3		1.7	2.0
Total	**36.9**	**117.7**	**33.4**	**188.0**

Source: City of Springfield, 2002.

Table 4-8 shows the current land use by zone, which does not reflect proposed amendments to allow the proposed hospital development. Current zoning is almost entirely for medium density residential. No land is zoned for community commercial or for public land open space.

Infrastructure and services

Development in Riverbend will require extension of Pioneer Parkway to connect with Beltline Road, sewer, stormwater, and utilities to the area. The cost of these improvements will be primarily paid by PeaceHealth as part of their proposed hospital development. Without the hospital development, the cost of arterial roads and sewer trunk lines would fall to the City, with some reimbursement from private developers in the area. Internal streets, sewer connections, and stormwater management would need to be provided primarily by private developers.

Extension of Pioneer Parkway and development in the Riverbend area also require improvement of the I-5/Beltline interchange and Beltline/Gateway intersection. These improvements are included in TransPlan's financially constrained roadway project list, and planning for these improvements is underway. Traffic generated by the Pioneer Parkway extension or by Riverbend development cannot be accommodated without these improvements.

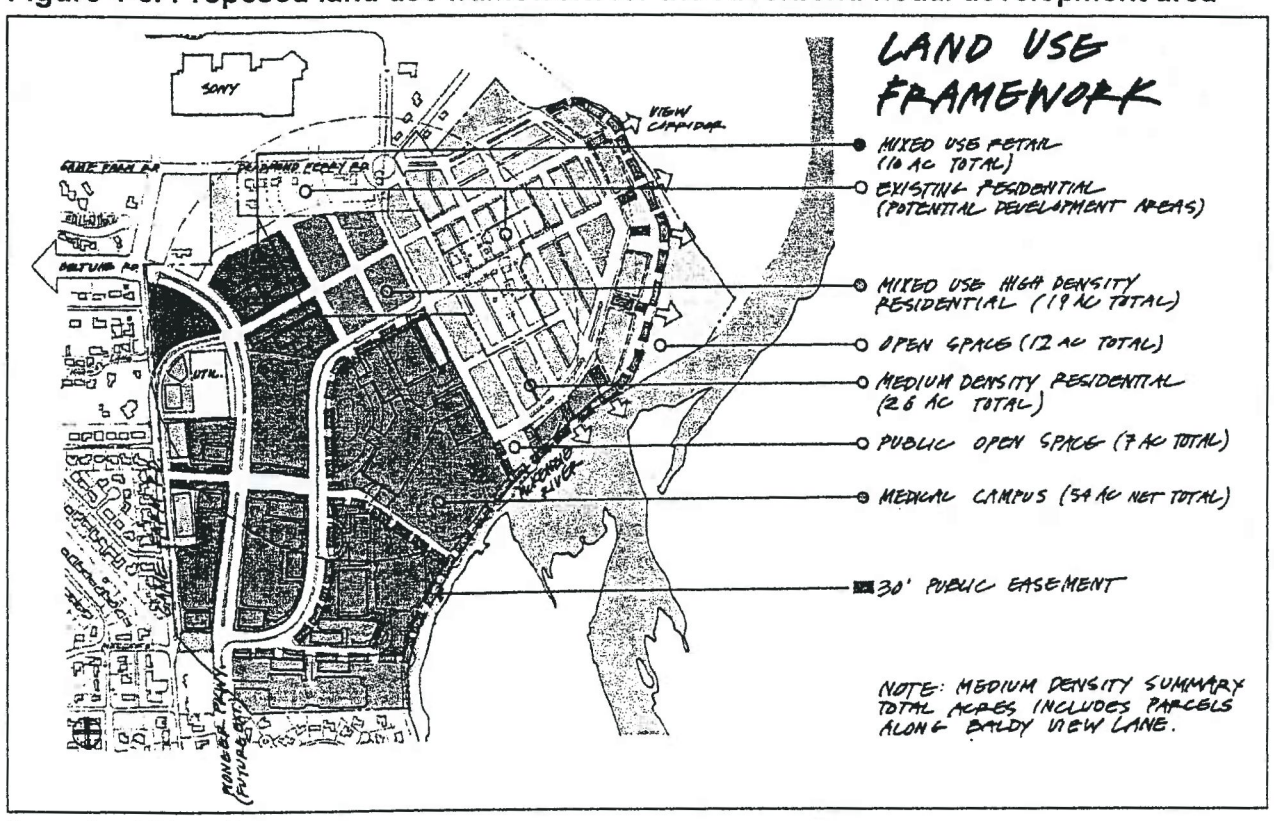
DEVELOPMENT POTENTIAL

Development vision

The vision for nodal development in Riverbend is based on PeaceHealth's proposal to build a major medical campus in the nodal development area. The PeaceHealth proposal includes a 54-acre medical campus, mixed-use development, structured parking, and open space on 165 acres. This site is owned by PeaceHealth and composes most of the 188-acre nodal development area.

PeaceHealth wants to create a "healing environment" with access to natural amenities on site. Their proposal includes preserving viewsheds along the river by a 30-foot public easement and open space throughout the site. A mixed-use retail and commercial center would serve the hospital and surrounding neighborhoods, and this center would be located near the extended Pioneer Parkway to provide visibility and regional access. The proposed land use framework for the Riverbend nodal development area is shown in Figure 4-8.

Figure 4-8. Proposed land use framework for the Riverbend nodal development area



Source: Crandall Aramubla.

The proposed mix of land uses are quantified in Table 4-9, which shows acres and amount of development by land use. The proposal envisions 882 medium-density residential units on 45 acres, yielding a net density of about 20 units per acre. 12 acres designated for mixed-use retail uses are expected

to support 105,000 sq. ft. of development, which is a FAR of 0.2. Public parks and open space are expected to compose 19 acres or 10% of the nodal development area. Streets and transit facilities will take 55 acres or 30% of the nodal development area.

Table 4-9. Proposed land use mix by type of development, Riverbend

Use	Net Area	Max. Bldg. Area	Max. Bldg. Coverage	Residential Density	Residential Units
	acres	square feet	% coverage	net units/acre	#
Residential	45			20	882
Medical Campus	54				
Mixed Use Retail[a]	12	105,000	20		
Public Parks	7				
Private Open Space	12				
Net Total	*130*				
Roads/Transit	55				
Gross Total Area	**185**				**882**

[a] In addition to max. retail building area of 105,000 sf, development may also include residential and office uses.

Source: City of Springfield Planning Department, 2002.

If the PeaceHealth medical campus is not approved, the 54-acre hospital site would still be zoned for medium-density residential use. This site could accommodate an additional 450 dwelling units at a net density of 12 units/acre, or an additional 750 units at a net density of 20 units/acre (assuming 30% of site is used for roads).

Physical constraints

The Riverbend nodal development area is situated along the McKenzie River. Of the 188 acres in the nodal development area, about 5 acres are in the floodway and 86 acres are in the 100-year flood zone of the McKenzie River. The development vision for Riverbend has taken these areas into account, using flood zone areas as public and private open space.

The Riverbend node also includes about .6 acres of wetlands. These wetlands have also been considered in the development proposal, and they should not be a barrier to nodal development in the area.

Infrastructure capacity

Significant public improvements are necessary for this vision to become a reality. Development in Riverbend will require an extension of Pioneer Parkway north to connect with Beltline Road. Improvements at the I-5/Beltline interchange and Beltline/Gateway intersection will also be necessary to facilitate increased traffic loads. All roads for internal traffic in the site must be built. PeaceHealth has offered to pay for the extension of Pioneer Parkway and internal streets needed for the Riverbend development.

Improvements in transit are envisioned, with LTD and Bus Rapid Transit (BRT) service extensions after development. BRT is expected to have 1-2 stops in the Riverbend node as part of a north-south loop from the Downtown Springfield Station. At this time it is not certain whether this loop will stay east of I-5 and loop through Gateway and back to downtown Springfield, or cross I-5 to connect to the Chad Dr. area, Coburg Road, and Downtown Eugene.

Development in Riverbend will also require stormwater management and extension of sewer lines and utility services. The costs for these improvements will be paid primarily by PeaceHealth.

Buildable and redevelopable lands

Table 4-9 shows that current zoning in the Riverbend node designates almost 95% of the site (178 acres) for medium density residential. There is no land zoned either community commercial or high-density residential. A mere 1% (2 acres) of the node is zoned for employment (campus industrial). Like the Jasper-Natron nodes, Riverbend is primarily a greenfield site; over 62% is vacant and another 18% is redevelopable.

Market issues

The Riverbend development proposal did not include an analysis of market conditions.

The future pattern of development in the Riverbend area is closely tied to the PeaceHealth proposal. If the proposal is ultimately approved, Riverbend will serve as a major regional subcenter for employment and medical services. Employment at PeaceHealth and related medical facilities would generate demand for residential development in the area. Employees and visitors to PeaceHealth would also generate demand for retail and commercial development in the area.

The development proposal includes substantial amounts of medium- and high-density residential development in the area. Proximity to the hospital, high-quality natural amenities, and the nodal characteristics of the area will help increase rents and sales prices, which will support higher densities in the area. The hospital development may also create niche markets for residential development in Riverbend, including high-end high-density condominium units and live/work units.

ASSESSMENT OF THE DEVELOPMENT VISION

The proposal includes a substantial amount of medium-density residential development, about 900 units at a net density of 20 units per acre. This amount of development is roughly 2/3 of the total residential development in Springfield nodes through 2015, as indicated by the high end of the forecast in Chapter 3. Given the potential attractiveness of the site and demand generated by the hospital, this level of residential development can

probably be absorbed over an 8–10 year period. This implies, however, that Riverbend will capture most of the forecast demand for residential units in Springfield nodal development sites.

However, the forecast demand for residential units in Springfield nodal sites is based on Springfield getting a share of nodal development that corresponds to its share of population, historic population growth, and buildable residential land in Eugene-Springfield. The PeaceHealth proposal will generate development and employment growth in Springfield beyond its historic share in the region, which may cause Springfield to attract a larger share of regional residential development.

Without the PeaceHealth development, the 54-acre medical campus site would still be zoned for medium-density residential use. This area could support another 450–750 residential units at a net density of 12–20 units/acre, assuming 30% of the site would be used for streets and open space. The absence of the hospital would reduce demand for residential development, slowing absorption and reducing the overall density of development in the area.

The 105,000 sq. ft. of mixed-use retail space envisioned in the development proposal should be easily supported by market conditions in Riverbend. This amount of development is small compared to the regional demand for commercial development estimated in Chapter 3. Property fronting the Pioneer Parkway extension will be attractive for retail and office development because of the level of traffic and visibility, even without the hospital development. Of course, the hospital and surrounding residential development will add to demand for retail and office uses in the area.

Retail development typically follows residential development in an area, posing a problem for creating retail centers in nodes. With the hospital this will not be much of a problem in Riverbend. The area will still be attractive for retail and commercial development without the hospital, but development would happen more slowly and probably lag residential development in the area.

With I-5 access, location near the Gateway commercial district, and the high amenity of a riverfront location give the Riverbend site potential to serve as a major regional subcenter with or without development of the PeaceHealth proposal. In short, Riverbend is currently the premier development site available in the Eugene-Springfield market.

IMPLEMENTATION ISSUES

Approval of the PeaceHealth proposal requires amendments to the Gateway Refinement Plan and Metro Plan Diagram. The process to make the necessary revisions is currently underway. The proposed amendments will preserve the City's ability to implement nodal development in Riverbend while concurrently processing PeaceHealth's Master Plan application. Once amendments to the Gateway Refinement Plan and Metro Plan Diagram are

adopted, the City can influence the characteristics and location of development in Riverbend through the master plan application process. The City will address outstanding issues relating to development in Riverbend, including transportation and flooding, in the plan amendment and master plan application processes.

SUMMARY

Table 4-10 shows acres of land in all of the six selected nodal development areas in Springfield by zoning and development status. Table 4-5 shows that the six nodal development areas in Springfield have a total of 682.7 acres.

Table 4-10. Acres of land by zone and development status in Springfield nodal development areas

Zoning	Improved	Vacant	Redevelop	Total
Low-Density Residential	122.7	99.9	4.5	227.1
Medium-Density Residential	37.0	119.1	29.4	185.5
High-Density Residential	12.1	2.9	6.7	21.7
Community Commercial	85.5	30.6	8.3	124.3
General Office	0.8	0.2	1.2	2.2
Medical	52.7	1.1	1.6	55.4
Campus Industrial	0.3	0.0	1.7	2.0
Light-Medium Industrial	13.3	1.5	4.6	19.3
Special Heavy Indusrial	32.9	0.0	0.0	32.9
Public	3.9	8.3	0.0	12.2
Total	**361.2**	**263.5**	**58.0**	**682.7**

Source: City of Springfield.

About 40% of property (263.5) in the nodal development areas is not improved, and another 8% has potential for redevelopment; 33% of land in nodal development sites is zoned for low-density residential development, and another 27% is zoned for medium-density residential development. Only 3% of land in nodal development areas is currently zoned for high-density residential. About 18% of land in nodal development areas is currently zoned for community commercial development. Designated nodal development sites also contain 54.2 acres zoned for industrial development.

The description of planned development in the nodal development areas in this chapter is drawn entirely from previous concept plans developed for these sites. In general, all of the concept plans call for creating higher-density mixed-use centers in each of the nodal planning areas:

- **Downtown Springfield:** reinvigoration of downtown Springfield as the heart of the city, with streetscape improvements, better pedestrian connections, and public spaces. Establishment of an arts and cultural district. Infill development and redevelopment to reinforce existing retail and add residential uses Downtown.

- **Glenwood:** redevelopment of the nodal development area into a mixed-use center that is primarily residential with some office and

retail uses. Redevelopment of the entire area could add 850 residential units and 135,000 sq. ft. of commercial office and retail space (see Table 4-3).

- **Jasper-Natron:** this mostly greenfield site would have a commercial and high-density residential core centered at an intersection of the Jasper Road Extension. In addition, commercial and high-density residential centers would be located at the northwest corner of the study area and a "floating node" would provide up to 18.9 acres of mixed-use commercial in the southern portion of the study area. At build-out, the entire Jasper-Natron study area would have up to 3,700 residential units, 160,000 sq. ft. of commercial (primarily retail) use, and 1.2 million sq. ft. of campus industrial development (see Table 4-6).

- **Mohawk:** infill and redevelopment of the existing commercial district to increase a higher-density mixed-use core, including residential uses, in the nodal development area.

- **Riverbend:** development of this mostly greenfield site as a regional medical campus surrounded by 882 units of medium-density residential and a mixed-use center with 105,000 sq. ft. of retail and commercial businesses that serve both the node and regional markets (see Table 4-9).

Chapter 5

Nodal Development Potential in Springfield

Previous chapters have described national trends in nodal development, expected regional market conditions over the next 15–20 years, and existing conditions and concept plans for development in the selected nodal areas. This chapter draws on this material to asses the amount of nodal development that could occur in Springfield.

This chapter begins with an examination of the financial feasibility of nodal development products. This analysis describes the extent to which the private market may be willing to construct nodal development products, given market conditions and the absence of public assistance or incentives. This information and the analyses in the previous chapters is then used to come to conclusions about the amount of nodal development likely in Springfield sites over the next five years and long-run planning period.

FEASIBILITY OF NODAL DEVELOPMENT PRODUCTS

ECONorthwest, by itself and in conjunction with other consultants, has recently conducted feasibility studies of potential nodal development products in urban Northwest markets. In this section summarizes conclusions from these studies regarding the rents, sale prices, or land prices needed to make these products economically viable. We compare the results of these studies to market conditions in Springfield to identify the implications for nodal development in Springfield nodal sites.

This section is organized by development type. Data from various feasibility studies are brought together for each development type to corroborate results and draw conclusions about the market for nodal development products in Springfield.

MULTI-FAMILY RESIDENTIAL

A recent study of the feasibility of multi-family development in the Salem market found that:

- Rowhouse and Garden Apartment developments using wood-frame construction with surface parking are feasible with rental rates of between $0.85 and $0.87 per sq. ft.

- Mid-Rise Apartment developments using a concrete podium to provide parking under the units and elevators are feasible at rental rates of $1.11 per sq. ft.

Rents in Eugene-Springfield for new traditional apartment developments average $0.70 to $0.85 per sq. ft. per month, indicating that Rowhouse and

Garden Apartment style developments are currently feasible in the regional market. This is supported by the fact that the region has seen many such developments in recent years in response to demand from population growth.

The rents needed to justify Mid-Rise Apartment developments occur primarily in the UO campus area, and this is where one sees most of this style of multi-family development in the Eugene-Springfield region.

Rents for new apartments in downtown Eugene average $0.90 to $1.30 per sq. ft. per month. These higher downtown rents, however, are not sufficient to support high-rise residential development. Recent residential development in downtown Eugene has occurred with financial assistance from the City of Eugene in the form of tax abatements, low-interest finance, and building and leasing-back parking at or below cost.

A feasibility study conducted for the Springfield Station Area Planning project indicates that rents in Springfield must reach about $1.30 per sq. ft. per month, or $780 per month for a 600 sq. ft. apartment, to justify development of a 36-unit low-rise apartment complex. A larger apartment complex might be feasible at lower rent levels because of economies of scale in construction costs.

OFFICE

For Urban Centers in metropolitan Portland, ECONorthwest and Johnson Gardner conducted a feasibility study of three types of office developments: low-rise, mid-rise and high-rise. This analysis identified the level of rent needed to make projects feasible given a range of land values. Only the high-rise format included structured parking. The results of this analysis correspond with observed behavior in the market:

- Low-rise office space, typically single-story flex space, is the predominant development type when land values are below $6.00 per square foot. Low-rise office space is typically built on relatively low-cost industrial land in flex buildings. Low-rise office developments on inexpensive land are feasible at rents of $0.50 per sq. ft. per month.

- Mid-rise development with surface parking is economically viable at land values above $6 per sq. ft. and up to about $90 per sq. ft. This is why mid-rise office development generally the predominant style outside of high-value downtown areas. Mid-rise developments are feasible at rents of $0.63 per sq. ft. per month. Springfield has seen some recent development of mid-rise commercial offices for banks on Harlow Road near Gateway Mall.

- High-rise office developments are feasible only at land values of $90 per sq. ft., or $3.9 million per acre, and above. This is why high-rise office developments are found primarily in a regional central business district. High-rise office developments require rents of $1.33 per sq. ft.

per month. In Eugene, high-rise office developments require some form of subsidy to be feasible.

RENOVATION OF DOWNTOWN RETAIL WITH APARTMENTS OR OFFICE SPACE

For the Springfield Station Area Planning project in Downtown Springfield, ECONorthwest conducted a feasibility analysis for two prototypical renovation projects: renovating a building to create apartments over retail, and renovating a building to create office over retail.

This analysis found that renovation projects in Downtown Springfield are not feasible given the existing low rent levels. The feasibility of renovation projects in Downtown Springfield will improve as rent values increase. Both renovation projects become feasible with increases in rent:

- For the apartments over retail project, apartments rents of $1 per sq. ft. and retail rent of $1.50.
- For the apartments over retail project, office and retail rents of $1 per sq. ft.

Real estate specialists contacted for the Springfield Station project said that renovation costs for downtown buildings are close to, and in some cases greater than, costs for new construction. To the extent that renovation costs equal costs of new construction, the results for prototypical renovation projects apply to new construction projects with the same size and type of space.

PARKING

Higher-density development desired in nodes may require parking structures to provide sufficient parking. A feasibility study conducted for Urban Centers in metropolitan Portland looked at the costs of providing parking in surface lots, traditional structured parking, and low-cost structured parking. This analysis looked at costs per parking space within a range of land values, from $0 to $100 per sq. ft. The results of this analysis show that:

- The cost per space for surface parking is less than for low-cost structured parking at land values less than about $50 per sq. ft. or $2.2 million per acre.
- Traditional structured parking does not cost less per space than surface parking until land prices approach $65 per sq. ft. or $2.8 million per acre.
- Between land values of $50 and $65 per sq. ft., low-cost structured parking has the lowest cost per space. This type of structured parking

uses construction and design techniques, and limited structure height, to lower costs.

These results show that surface parking is the lowest cost option in most urban locations. Low-cost structured parking may be feasible at land prices as low as $35 per sq. ft. or $1.5 million per acre, but this value is still higher than most land values in Eugene-Springfield.

From a market perspective, structured parking is unlikely to represent a viable development form in most locations in Eugene-Springfield without public participation. That conclusion is confirmed by recent work we have done in Eugene, Salem, and Portland. With a few exceptions, the private sector does not provide structured parking in these markets. Structured parking in these cities is primarily subsidized by the public sector.

MARKET SUPPORT FOR NODAL DEVELOPMENT IN SPRINGFIELD

The feasibility of nodal development products is highly correlated to construction style and market rents. Low-density development typically uses low-cost wood-frame construction, yielding relatively low development costs per sq. ft. of building space. Such developments are feasible with relatively low rents. Higher-density development requires higher-cost concrete and steel-frame construction and may require elevators and structured parking, increasing the development costs per sq. ft. of developed space. Higher rents are needed to justify higher-density development.

The results of feasibility analyses for nodal development products leads to the following conclusions for development in Springfield nodal sites:

- **Multi-family.** Low-rise and mid-rise multi-family developments are currently feasible in the Eugene-Springfield market. Current market rents in Springfield are sufficient to justify low-rise developments in some areas. We believe that higher rents observed elsewhere in the region are achievable in Springfield, particularly in areas with high amenities. These higher rents would justify mid-rise multi-family development in Springfield.

  Large low-rise multi-family developments in Springfield may be feasible in part by taking advantage of economies of scale in construction. Smaller low-rise and mid-rise developments suitable for infill sites in nodes may not be feasible due to higher development costs per unit. Public assistance may be necessary for such development to occur.

  High-rise multi-family development is unlikely to be justified by rents in Springfield. High-rise multi-family development in Eugene has occurred with public subsidies that made the projects feasible. Public subsidies will be required to get high-rise residential development in Springfield.

- **Office.** Low-rise office developments are the most economically viable, but this development is probably not compatible with the higher-density goals of nodal development. Mid-rise development is achievable in Springfield, particularly in the Riverbend node. Mid-rise office development in other Springfield nodal development sites will require improvements to those nodes to increase relative rents and land values, or public assistance and incentives to make the projects feasible.

- **Renovation of buildings: apartments or offices over retail.** Rents needed to make renovations of buildings to provide apartments or office space over retail are above current rents in most of Springfield but are within the range of rents observed in the Eugene-Springfield market. This suggests that actions by the City of Springfield to enhance nodal development areas to improve rents, and public assistance or incentives, may make these projects feasible. Since the costs of new construction are close to the costs for renovation, this conclusion applies to new construction as well.

- **Parking**. The private market is very unlikely to provide parking structures in Springfield nodal development areas, with the exception of the proposed hospital and related development in Riverbend. This means that commercial development in nodes will rely primarily, if not exclusively on surface parking lots unless public sector money subsidizes parking structures.

  Rowhouses and Garden Apartments will also rely on surface parking. Some Mid-Rise Apartment developments may use a concrete podium to provide parking underneath the units, particularly on smaller infill lots where space for surface parking is constrained, but current and likely land values and rents will not support much of this development soon.

  An important implication of the reliance of development on surface parking is that it will limit the overall density of nodal development areas and will create a challenge for creating a pedestrian environment. With the exception of the hospital development in Riverbend, public participation will be needed to provide structured parking in Springfield's nodal development areas.

That information provides part of the context for an evaluation of market support for development in Springfield nodes. Another part of the context is an estimate of the amount and type of development that is tied to overall regional growth. All of these factors are considered in the analysis and conclusions that follow. The implementation strategy in Chapter 6 of this report will include recommendations for changes to public policy to help increase the amount and density of nodal development.

DEMAND OVER 2003–2007

Table 5-1 summarizes our estimate of the market support for development in Springfield nodal areas over the five year 2003–2007 period. The forecast is for relatively little development in most nodes because:

- This is short-run (3-4 years) analysis. Current market conditions can be good predictors of future market conditions in the short run, and current market conditions are not robust.

- The analysis looks at what the market is likely to do in the absence of special public incentives. More development will occur if the City uses public funds to underwrite it.

Note also that Table 5-1 shows market support for any type of development allowed by current zoning, not only nodal development. In areas where there may be market support for development that is not consistent with nodal development goals for high-density and mixed-use, such as big-box retail development, the City of Springfield may want to take measures to prevent this development in nodal areas.

Table 5-1. Market support for development in Springfield nodal development areas, 2003–2007

Node	Residential	Retail	Office	Notes
Downtown Springfield	None	None	None	Some building renovation may occur
Glenwood	None under current zoning; 85 single-family attached and multi-family units on riverfront sites if allowed	Typical strip development on Franklin; riverfront might attract restaurant or low-rise office		Development in Glenwood depends on provision of sewer service and access from Franklin Boulevard.
Jasper-Natron	Continued low-density residential development in North node	None	None	Development depends on annexation into City and extension of services
Mohawk	None	Redevelopment for strip and big-box retail	None	
Riverbend - with hospital	180 single-family attached and multi-family units	105,000 sq. ft. of office and retail		Depends on provision of internal streets and utilities; retail depends on extension of Pioneer Parkway
Riverbend - without hospital	90 single-family attached and multi-family units	50,000 sq. ft. of neighborhood commercial		

Source: ECONorthwest.

Our conclusions about market support for development in Springfield's nodal areas are based on general market demand driven by forecast population and employment growth. Additional development in nodal areas could occur from development proposals for unforeseen specific projects. The PeaceHealth proposal for the Riverbend site illustrates this point. Another example is the recent purchase of a 3.7-acre site near Downtown Springfield by Chambers Communication. Chambers is currently holding the property but has expressed a desire to redevelop the site; they may find a large tenant that would justify redevelopment, and they have the resources to build in anticipation of improved market conditions.

The conclusions in Table 5-1 are based on drawing together information presented in Chapters 2–4 of this report, as well as assumptions about typical and reasonable actions the City might take in response to development proposals. The following sections discuss key factors influencing these conclusions by node.

DOWNTOWN SPRINGFIELD

Current market rents will not support new residential, retail, or office development in Downtown Springfield, but some building renovation may occur. Without public assistance, we expect no more than a few isolated new developments in the node over the next 3–4 years.

GLENWOOD

Current zoning does not allow residential development. If zoning changed to mixed-use as recommended by the concept plan, development would still require extension of sewer service and access to Franklin Boulevard. If all of this occurs in the next three years (possible but unlikely), the vacant eastern riverfront portion of the nodal area could accommodate two years of average demand for single-family attached and apartment units in Springfield, or a total of 85 units. To be feasible, these units would probably be in rowhouses or low-rise development that are compatible with nodal development but may not make best use of the riverfront site.

Under these same conditions, the riverfront sites might attract a restaurant or office development that takes advantage of the riverfront amenity, and this development could be compatible with nodal development goals.

If sewer service is extended along Franklin Boulevard, there may be demand to redevelop some parcels in the nodal area fronting Franklin for typical suburban strip development: gas stations, convenience stores, fast food, and the like. This auto-oriented development would not have the characteristics desired in nodal development areas. To avoid this problem, the City of Springfield would need to have policies preventing incompatible development in the nodal area before extension of sewer service along Franklin.

Remember, however, that this is a 3–4 year forecast. Nothing can happen until sewer service is available, and many other issues (e.g., the transportation network, drainage) will have to be resolved before significant development should be allowed. That is a lot to ask of the unincorporated Glenwood area in that amount of time.

JASPER-NATRON

The area immediately north of the Jasper-Natron North node is a recently-developed single-family residential subdivision, and the portion of the North node within city limits is immediately south of this development.

We expect continued demand for single-family residential development in this area, and we expect such development to occur in the portions of the North node that are within city limits if sewer service is available.

Existing single-family development in the area is on relatively small lots that are not incompatible with nodal development, but widespread single-family development in the North node before adoption of policies to ensure nodal development may erode potential nodal qualities in the area.

Given the location on the urban fringe, poor access, lack of services to commercially-zoned sites, and relative proximity of good shopping around the I-105 / Main intersection, we do not foresee any demand for retail or office development in the North node in the short run. The Jasper-Natron South node is so far away from urban services needed to support development that any urban development in the area is unlikely over the next five years.

MOHAWK

It is unlikely that market rents in Springfield will support (without City assistance) urban-type multi-family residential development in the Mohawk nodal development area, particularly for small complexes that would fit on vacant or redeveloped parcels in the area. For traditional multifamily units (e.g., 2-3 story garden apartments), there is not much vacant land: we would not expect more than one or two developments of this type in the short run (even that seems optimistic).

Big-box retail development in the northern Mohawk area indicates that there may be demand for redevelopment of sites for further big-box retail in the next five years, particularly if economic conditions improve. Big-box retail is not compatible with the high-density and mixed-use goals of nodal development, so the City may want to adopt policies to preclude this style of development in the Mohawk nodal development area.

RIVERBEND–WITH HOSPITAL

The PeaceHealth hospital development in Riverbend would boost demand for residential, retail, and office development in the area. Construction of interior streets and extension of utilities would need to occur for development of the area, so it would probably be at least two years before any development in Riverbend became available on the market. Given this assumption, we believe that Riverbend could absorb three years of the high-end of demand for single-family attached and apartment units in Springfield nodal sites, as shown in Table 3-11. This translates into demand for 180 single-family attached and apartment units over the next five years.

The hospital development requires the extension of Pioneer Parkway to connect with Beltline to handle traffic in the area. The hospital development will generate additional demand for retail businesses in the area, and the extension of Pioneer Parkway will create a commercial development site on an arterial roadway near a key regional intersection. These conditions could

create demand for development of most or all of the commercial development called for in the PeaceHealth development proposal, 105,000 sq. ft. This amount of development is not inconsistent the regional demand for commercial development shown in Table 3-8.

RIVERBEND–WITHOUT HOSPITAL

The City of Springfield is in the process of adopting revisions to the Gateway Refinement Plan that will allow the hospital development. These revisions will stay in place even if the hospital does not develop at the Riverbend site. These revisions will maintain the medium-density residential character of the area, but would allow the City to designate more land for commercial use and give the City more flexibility in locating commercial land than current Gateway Refinement Plan policies. The intention of these revisions is to give the City more flexibility in implementing nodal development in Riverbend with or without the hospital development.

As under the with-hospital scenario, we assume that it would take at least two years (maybe more) for extension of utilities and construction of roadways necessary to bring development in Riverbend to the market. Without the hospital, we believe that Riverbend could absorb up to three years of the low-end of demand for single-family attached and apartment units in Springfield nodal sites, as shown in Table 3-11. This translates into demand for about 90 single-family attached and apartment units over the next five years.

The City of Springfield intends to extend Pioneer Parkway to connect with Beltline with or without the hospital development. Without the hospital, however, the need to extend Pioneer Parkway is less urgent and it may not occur in the next five years. We assume that the City will locate Riverbend's commercial center near the Pioneer Parkway extension, and once that roadway is extended it will create a vacant commercial development site on an arterial roadway near a key regional intersection. Demand for commercial development would be less without the hospital development. Since residential demand is reduced by 50% without the hospital, we assume that a commercial site in the Riverbend node could absorb half of the commercial development envisioned in the PeaceHealth proposal, or about 50,000 sq. ft. This is about the size of a small neighborhood shopping center with a grocery and a few other convenience-oriented retail stores.

DEMAND TO 2015

Estimating demand through 2015, the end of the TransPlan planning period, is more speculative than estimating short-run demand because the longer time period allows more opportunities for unseen events to effect demand and supply conditions in the region.

Concept plans for each of the Springfield nodal development areas described a vision for long-run development of the areas. Unfortunately, only the plans for Riverbend and Glenwood quantify the amount of new

development and redevelopment expected in the nodes. We used data presented in Chapters 3 and 4 and assumptions about development to estimate demand in the remaining Springfield nodal development areas. Our estimate of demand for development in Springfield nodal sites through 2015 is shown in Table 5-2. As in Table 5-1, these estimates assume no special City assistance on development.

Note that the demand estimates here are for the entire period 2003 to 2015. Thus, they include any short-run demand shown in Table 5-1.

Table 5-2. Potential development in Springfield nodal development areas, 2003–2015

Node	Residential	Retail	Office	Notes
Downtown Springfield	Some infill and renovation of buildings with apartments above retail	Primarily renovation of existing buildings	Some renovation of buildings with offices above retail	
Glenwood	600Š800 units at an average net density of 20 units/acre	50,000Š100,000 at an average FAR of 0.25	100,0000Š200,000 sq. ft. at an average FAR of 0.3Š0.5	Depends on protecting the nodal development area from typical strip development along Franklin Boulevard
Jasper-Natron North	2,000 units	350,000 sq. ft., primarily retail with some office		Development based on land supply and capacity; see Table 5-3 for assumptions used to estimate development
Jasper-Natron South	425 units	430,000 sq. ft., primarily office and flex industrial with some retail		
Mohawk	Some multi-family infill; on the order of 40Š100 units	80,000 sq. ft., primarily retail with some office uses		Depends on protecting the nodal development area from typical strip and big-box development
Riverbend - with hospital	882 single-family attached and multi-family units	105,000 sq. ft. of office and retail		Depends on provision of internal streets and utilities; retail depends on extension of Pioneer Parkway
Riverbend - without hospital	1,350 single-family attached and multi-family units	105,000 sq. ft. of office and retail		

Source: ECONorthwest.

The demand in Table 5-2 is the *potential* demand. By that we mean that for any given node, it is not beyond the realm of market realities that the amount of development shown could occur by 2015. It is optimistic, but possible. But, what is possible for one node by itself is not possible for all nodes collectively. Not all nodes can develop to the potential shown in Table 5-2 during the time period: if one does, the others probably will not. We return to that point later.

The estimates in Table 5-2 are based on data presented in Chapters 2–4 of this report and assumptions about the type and density of development in Springfield nodal development areas. The following sections discuss key factors influencing these conclusions by node.

DOWNTOWN SPRINGFIELD

Since Downtown Springfield is primarily developed, we expect only a few infill and redevelopment projects in this nodal development area. Residential development in Downtown Springfield will consist of infill developments on small lots, and renovations of buildings that include apartments over ground-floor retail uses.

We do not expect relative rent levels in Downtown Springfield to justify large amounts of new retail or office development, either on infill sites or by replacing of existing structures. Retail developments in Downtown Springfield will consist almost entirely of renovation of existing buildings to provide higher-quality space, and office development will consist mainly of renovations of buildings to provide office space over ground-floor retail uses.

There is, of course, plenty of things that could happen to make us wrong on this. For example, if we had made that forecast two years ago, and then the City of Springfield had been selected for the federal courthouse, we would have been wrong: the courthouse would have subsidized some private development and increased demand for office space so that private-market development, without subsidy would have been feasible.

As another example, we noted above that Chambers Communication has a large site in the Downtown node, and the financial capabilities to redevelop it. Though they face the all economic realities we have described, they may be able to take a longer-run view and accept more risk, and thus be willing to redevelop in the absence of City assistance or what we would see as favorable economic conditions.

GLENWOOD

The potential development level for the Glenwood nodal development area shown in Table 5-2 are drawn from the Glenwood Riverfront Specific Area Plan. The justification for the market potential of that development concept is described in detail in reports relating to that node.

JASPER-NATRON

The Jasper-Natron concept plan did not include an estimate of the level of development expected in the nodal development areas. To estimate development potential in these nodes, we used data on the amount of land in the nodes from Chapter 3 and assumptions about land use by type and development density. The data, assumptions, and results are shown in Table 5-3.

Table 5-3. Potential development in the Jasper-Natron nodal development areas

	Jasper North	Jasper South
TransPlan Node Category	Neighborhood	Employment
Total Acres	143.8	75.6
% Roads and Public Use	25%	25%
Remaining Buildable Acres	107.9	56.7
% Residential	75%	30%
Residential Acres	80.9	17.0
Average Density (DU/Acre)	25	25
Residential Units	2,022	425
% Commercial/Employment	25%	70%
Commercial/Employment Acres	27.0	39.7
Average Density (FAR)	0.3	0.25
Sq. Ft. Commercial/Employment	352,346	432,224

Source: ECONorthwest.

The estimates in Table 5-3 are based on the following assumptions:

- We used the development described in the concept plan to assign TransPlan node categories to the nodal development sites; Neighborhood for the Jasper North node and Employment for the Jasper South node.

- We estimated that 25% of the nodal development areas would be needed for streets and public areas; the nodes currently do not have streets needed for regional access or internal circulation. Remaining land in the nodes is considered buildable for the rest of this analysis.

- TransPlan states that land uses in Neighborhood Nodes should be 70–85% residential and 5–25% commercial, and Employment Nodes should be 10–30% residential and 60–85% commercial (with the rest in public uses). We used these ranges to select the share of buildable land in residential and commercial uses in the Jasper nodal development sites.

- We assumed that the Jasper nodes would develop at densities slightly higher than typical developments, consistent with nodal development goals.

MOHAWK

We expect residential development in the Mohawk nodal development area to consist primarily of small projects on small infill lots. The Mohawk node has 4.6 vacant and redevelopable residential acres, which would support about 80–120 multi-family units at a density of 20–25 units/acre.

We expect retail development in Mohawk to be modest as well. The Mohawk node has about 6 vacant and redevelopable commercial acres, which would support about 80,000 sq. ft. of development at a FAR of 0.3. This development will be primarily retail but may include some office space. We do

not expect relative rent levels in the Mohawk node to justify multi-story development with apartments or offices over retail uses; most commercial development in the node will be single-story.

RIVERBEND

The development potential shown in Table 5-2 is drawn from the proposed PeaceHealth development concept.

SUMMARY AND IMPLICATIONS

Trying to compare some estimate of market demand for development in nodes to the concept plans for the nodal development areas is difficult because most of those concept plans do not quantify the amount of development expected. The two nodes for which we do have estimates of development, Glenwood and Riverbend, have plans for over 800 residential units in each (1,600 total). For Jasper-Natron, we were able to estimate development potential because they are primarily greenfields: we made assumptions about average densities and applied those densities to the amount of buildable land to calculate development potential. The small amount of vacant land in the Downtown and Mohawk nodal development areas means either that (1) the expected amount of development will be small, or (2) we have to make some highly speculative assumptions about redevelopment.

The result of all those assumptions and calculations is that for the land inside the nodal boundaries of the six nodes of interest, the concept plans suggest that somewhere between 3,900 and 4,675 new residential units will be built between now and when the areas are built out (the plans are indefinite about when that would be).

The assessment in Chapter 3 suggests that the likely average for residential development in *all* Springfield nodes (not just the six in this study) is on the order of 40 to 80 dwelling units per year (about 900 units over the 2001–2015 period), substantially less than the potential shown in Table 5-2. What does that mean? There are several possible interpretations:

- The concept plans are fine, and our estimates of demand in nodes is too pessimistic. We think this is the wrong interpretation. Our estimates may prove to be on the low side, but we doubt that they are low by a factor of 4 to 5.

- The concept plans are fine, but they are plans for a much longer period than the 15 years we are using in this study. This is a plausible interpretation. This conclusion has important implications for implementation: for example, about whether the City should try to develop all nodes simultaneously, or work in series on one or two nodes at a time. Chapter 6 and our subsequent final report at the end of this project will address that issue in more detail.

- The concept plans are too aggressive about density. This may be true in the long run: it is almost certainly true in the short run. Because of the likelihood of the PeaceHealth development, the concept plan for Riverbend looks the most realistic now. The Glenwood concept plan is not obviously untenable, but a lot of things must happen before the kind of development it envisions becomes a reality. The Downtown and Mohawk areas have languished for a long time: without significant public investment, it is hard to see that turning around soon. Jasper-Natron is a greenfield site with the potential to accommodate density, but creating a node from scratch is an expensive proposition. Development there is likely to start with the lower-density residential development, with higher-density residential and commercial following.

  Even though the concept plans are probably aggressive, our assessment is that they are not wildly so. The City's long run view should be something to aspire to. Optimistic plans are not a problem as long as they are not accompanied by implementing ordinances whose requirements for density and amenity are so at variance with current market realities that they are effectively a prohibition on development. We return to that point in Chapter 6.

Table 5-2 shows that the concept plans up to 1.3 million sq. ft. of retail and office development at buildout. This amount of development appears supportable by forecasted employment growth in the region, which is expected to generate demand for 9.5 to 15 million sq. ft. of development for the Trade, FIRE, Services, and Government sectors over the 1995–2015 period (see Table 3-8 in Chapter 3).

Chapter 6

Implementation

Many communities in the United States have tried to implement something like nodal development. Many of the issues relating to implementing nodal development are common across communities, and many implementation plans have common themes and strategies. In addition, there have been many studies of tools and strategies to implement higher-density mixed-use centers in urban areas.

This chapter begins with a summary of key implementation issues raised by the market analysis for each node. These implementation issues, along with plan elements, tools, and strategies that have been found most effective, are the basis of the development strategy at the end of this chapter. The development strategy in this report is based solely on the market analysis and plan review in this report—the development strategy will be refined later in this project to develop final strategic recommendations for the City of Springfield.

IMPLEMENTATION ISSUES BY NODE

DOWNTOWN SPRINGFIELD

There has been very little development activity in Downtown Springfield over the last 25 years. The recent renovation of the Emerald Arts building and ongoing renovation of the McKenzie Theater are encouraging. Downtown Springfield need visible, short-term, and successful projects to create momentum towards revitalization. There are several actions the City of Springfield can take to help create momentum Downtown:

- Continue to support private organizations such as the Springfield Renaissance Development Corporation that are working to improve Downtown
- Use construction of the Springfield Station as an opportunity to make pedestrian and streetscape improvements
- Site of other public facilities to help create momentum.

The Springfield Station Specific Area Plan lists two low-cost projects that would improve Downtown: ongoing maintenance and clean-up of streets and sidewalks and pedestrian lighting.

Businesses and developers frequently mentioned a lack of parking as an issue. Analysis of parking spaces available Downtown, however, shows that there is sufficient parking within walking distances of businesses, but in many cases it is not visible from the businesses or Main St. Improved signage and map handouts could increase awareness of available parking. The

Springfield Station plan also suggests purchasing and removing some buildings to create additional parking visible from Main St.

Downtown Springfield has traditionally been a center for government offices. The City should adopt a policy to continue to site public facilities in Downtown. Potential future public facilities include an expanded library and improved police station.

A low- or no-interest loan fund should be established to loan funds for Downtown business improvements such as improved signage, façade renovation, and new awnings.

A private non-profit Downtown Association with a downtown manager is needed to lead Downtown marketing, maintenance, and security.

Current rent levels for retail, office, and residential uses downtown are not sufficient to support renovation or new construction of buildings downtown. The City can help increase rent levels by taking actions to improve the visual appeal and security Downtown. The City may also consider providing financial assistance or incentives for renovation and development Downtown, including tax abatements for creating residential units and for seismic retrofits to existing buildings

GLENWOOD

Access from Franklin Boulevard and circulation within the nodal development area are critical issues. Current plans call for providing access and circulation by constructing a new street that would extend north from the Franklin/McVay Highway intersection and turn west to parallel Franklin Boulevard. In addition, north-south streets in the nodal development area would extend the existing street grid system in Glenwood south of Franklin Boulevard to include the area north of Franklin Boulevard. Improvements to Franklin Boulevard should include or anticipate some intersections on the north side that align with street intersections on the south side.

The provision of sewer service and stormwater drainage is necessary for development in Glenwood. The City's Capital Improvement Plan includes extension of a sewer trunk line under Franklin Boulevard and McVay Highway. Stormwater drainage can be provided in the nodal development area by linking it to facilities to the south of Franklin Boulevard.

Improvements to Franklin Boulevard are necessary to provide pedestrian and bicycle facilities and improve its aesthetic appeal. Construction of the proposed Bus Rapid Transit system and extension of the sewer trunk line under Franklin Boulevard will create an opportunity for additional improvements to Franklin including sidewalks, bicycle lanes, pedestrian crossings, street trees, and possibly putting electric, phone, and cable services underground.

JASPER-NATRON

Infrastructure and utility services are needed to allow development in the Jasper-Natron area, including both the North and South nodal development areas. Key facilities include:

- The Jasper Parkway Extension will pass through both Jasper-Natron nodal development areas, connecting the current terminus of I-105 at Main Street with Jasper Road somewhere in the southern portion of Jasper-Natron. The Jasper Parkway Extension is planned as a 55-mph facility south of Mt.Vernon Road, including the portions through both Jasper-Natron nodal development areas. Construction of this portion of the Extension, however, requires improvements to the Highway 126/Main St. intersection. The location of the Parkway Extension, intersections on the Extension, and other characteristics of the Extension may have implications for the location and orientation of the nodal development areas.

- Local streets must also be constructed for internal circulation in the Jasper-Natron area. These streets will be funded primarily by private developers.

- Sewer improvements needed in the area include a 3-mile sewer trunk line extension, a lift station upgrade, and several collector sewer lines within the site. Total cost of the sanitary service in 1998 was estimated to be $4.5 million. City staff report[1] that matching funds by developers and residents will likely come only after the completion of the Jasper Road Extension, which will spur development in the area.

- Extension of City water service is expected to cost $500,000 to $1 million for the transmission line extension, $40 to $45 per linear foot for distribution lines, and $813 per hookup for individual water supply.

- An adequate storm water system is estimated to cost a total of $2.6 million.

The Jasper-Natron South nodal development area contains a 33-acre mill site zoned Special Heavy Industrial. This site contains a wood products mill served by a rail spur, which is currently used to kiln dry veneer. This heavy industrial use may not be compatible with the higher-density and mixed-use development envisioned for nodes.

MOHAWK

The Mohawk nodal development area is primarily developed, so creation of a node in this area will require infill and redevelopment projects. Economic

[1] City of Springfield, Preliminary Staff Analysis of Potential Node Sites, 2002.

analysis determined the most realistic area for redevelopment is the Central Mohawk area, which includes the former Waremart site. Density and intensity changes that move the area towards mixed-use are likely to occur incrementally in the Mohawk neighborhood.

The Mohawk Boulevard Specific Plan outlines strategies that focus on improving pedestrian facilities and amenity to transform Mohawk from an auto-dominated, pedestrian unfriendly neighborhood to a node that integrates existing residential areas and the commercial core. The Plan also identifies a need for improvements to the interchange on Highway 126 to mitigate future congestion.

Existing roadways, sewer, stormwater, and utility service have adequate capacity for existing and some additional development. Substantial new development, such as an assisted living or retirement home envisioned near McKenzie-Willamette Hospital, would require an upgrade to water and sewer facilities. Internal circulation streets may be needed in the Central Mohawk area to give it nodal characteristics.

RIVERBEND

PeaceHealth's proposed hospital development has removed most of the typical barriers to nodal development in the Riverbend area. PeaceHealth has offered to pay for improvements needed to develop the area, including the Pioneer Parkway extension, internal circulation streets, sewer, stormwater, and other utilities. In addition, the PeaceHealth development will boost demand for housing, retail, and office uses in the node.

Approval of the PeaceHealth proposal requires amendments to the Gateway Refinement Plan and Metro Plan Diagram. The process to make the necessary revisions is currently underway. The proposed amendments preserve the City's ability to implement nodal development in Riverbend while concurrently processing PeaceHealth's Master Plan application.

RELATIVE RIPENESS OF NODES FOR DEVELOPMENT

The development strategy in this chapter cuts across the implementation issues in specific nodal development areas to create an overall strategy for implementing nodal development in Springfield. A crucial consideration in developing this strategy is timing—not all of the nodal development areas will develop at once, nor can the City of Springfield afford to make the investments that would allow all nodes to develop at once. Therefore, the City will need to prioritize its public investments to correspond with the likely timing of development in the designated nodes.

Our sense of the likely timing of development in each node follows:

- **Riverbend:** The PeaceHealth proposal makes development in this node very likely in the short-run. The fact that PeaceHealth is willing to pay for infrastructure improvements, the potential amenities of the site, and that the hospital will generate demand and increase the density of development in the area, makes this an excellent opportunity to create an early, successful example of nodal development. This node should be Springfield's highest priority.

- **Downtown:** This area already has many characteristics of a node—higher density, a mix of land uses, and a pedestrian environment. Construction of the Springfield Station and BRT will improve transit service, reinforce Downtown as a regional center, and provide an opportunity for streetscape improvements. Development activity in Downtown will probably be limited to building renovation in the short-run, and may include some infill or redevelopment in the long-run. Existing infrastructure capacity is sufficient to support renovation and infill development. The City of Springfield should continue to support and enhance Downtown's role as a node.

- **Glenwood:** Development in this area is currently several years off because extension of sewer service and stormwater drainage is necessary for development to occur. Extension of a sewer trunk line under Franklin Boulevard is currently in the City's Capital Improvement Program, and the City is working on a stormwater management plan for the nodal development area. Extension of the sewer and construction of BRT will create an opportunity for pedestrian and streetscape improvements to Franklin Boulevard. The City should leverage planned construction to make improvements that will support nodal development, such as anticipating street intersections on the north side of Franklin Boulevard. Once sewer and stormwater drainage are available, the vacant riverfront site at the east end of the nodal development area is most likely to develop first, but this will require cooperation among property owners and site access issues will need to be resolved.

- **Mohawk:** We expect demand for infill and redevelopment in this area will be low over the short-run, except that there may be pressure to redevelop sites for big-box retail stores. Infrastructure capacity appears sufficient to support some infill development and redevelopment that does not significantly increase the overall intensity of development in the area. The City of Springfield should enhance the ability of Mohawk to function as a node by making streetscape and pedestrian improvements to make the area more attractive in general, more connected to surrounding residential uses, and more attractive for walking. The City can also take actions to encourage infill developments (particularly multi-family residential) and renovation or redevelopment of vacant retail buildings.

- **Jasper-Natron:** Development of the Jasper-Natron nodal development areas cannot occur until substantial investments are made in

transportation, sewer, and utility infrastructure. Substantial development in the area is unlikely to occur until after construction of the Jasper Road Extension, but the North nodal development area may experience some low-density residential development in the short-run. As a greenfield site, Jasper-Natron could see development activity in advance of any infill or redevelopment activity in Mohawk, Downtown, or possibly Glenwood once transportation and utility improvements are in place. Investments in Jasper-Natron should be Springfield's lowest priority.

DEVELOPMENT STRATEGY

A city has three types of tools to encourage nodal development:

- **Plan designations, zoning, and development code.** To create nodes, the City's policies must *allow* development compatible with nodes. City policy should *require* some critical elements of nodal development, such as higher densities and pedestrian amenities, to protect nodes from incompatible development. The risk of setting requirements for development in nodes, such as minimum densities, is that the requirements preclude any development. The City's challenge is establish requirements that will ensure that development in nodes is compatible with nodal goals, while allowing development to occur in nodes.

- **Public investments.** Many of Springfield's nodal development areas require public investments in streets, sewer, stormwater, and water infrastructure before development can occur. The timing, location, and scale of public investments can determine the timing, location, and scale of development in nodes. The City can support development in nodes and make higher-density development more feasible by providing infrastructure in nodes at a reduced cost to developers. The City can also support nodal development with investments that are not necessary for development, such as streetscape improvements, transit service, parks, and open space.

- **Fees and tax policy.** The City can encourage development in nodes and help make higher-density development more feasible by reducing development fees and property taxes in nodal development areas or for specific types of development.

MAKE ZONING AMENDMENTS AND APPLY THE NODAL DEVELOPMENT OVERLAY IN NODES

In each of the nodal development areas, unforeseen development proposals could drastically change the scale and type of development anticipated in nodes. The PeaceHealth proposal in Riverbend illustrates this point—that proposal could not have been foreseen even one year ago. In addition, existing zoning in nodal development areas allows low-density development that may not be compatible with nodal development goals. In

this context, the City of Springfield needs to preserve the opportunity to create nodes in the designated areas by applying the Nodal Overlay zone in the nodal development areas. Since the Nodal Development Overlay modifies the underlying zoning, the City should make zoning amendments in nodes to reflect the desired pattern and intensity of development.

Since nodes will develop over a long period of time, zoning should be flexible to allow for phased development. Flexibility in zoning is not the same thing as having poor standards. Indeed, nodal development should be guided by a set of strong design and/or performance guidelines. The vision for nodes requires high quality development and Springfield's development codes should not allow shoddy development or projects that do not support the goals of nodal development. Design guidelines should strongly encourage the type of development that is desired (which will vary from node to node), and strongly prohibit that which is not.

Recognizing that nodal development is implemented over time and that many nodes will not achieve their maximum density for many years to come, it is important to accommodate interim uses while the market matures. However, it is also important that these interim uses and densities do not preclude or make more difficult future intensification. Shadow-platting is a tool that allows an area to be developed at a lower density initially, but in such a way so as not to impede future intensification. For example, when developing on large parcels, buildings should be placed in locations that will allow for future streets to be made without having to demolish buildings. Surface parking lots should be designed to normal street standards so that they can be redeveloped over time with structured parking and commercial buildings, allowing for a grid street structure to emerge over time. The Civic Neighborhood in Gresham has implemented this phased approach. While initial infrastructure costs can be higher, the long-term benefits are greater.

PROVIDE INCENTIVES FOR DESIRED NODAL DEVELOPMENT PRODUCTS

Higher densities and amenities desired in nodes require higher-cost construction techniques that can reduce the feasibility of nodal development. For this reason, it may be necessary to make nodal development more feasible by cutting development costs, providing financial assistance, or providing incentives for desired development. These policies can also help attract private investment into nodes relative to other areas. Some useful incentive programs include the following:

EXPEDITED PERMITTING

The adage of "time is money" is truer for the development community than for virtually any other sector of business. Springfield should reward developers who choose to develop in nodes and propose projects that meet the goals and quality envisioned in the nodal plans by expediting the permit process.

FEE WAIVERS

Waiving certain development fees for supportive development in nodes acknowledges the added public benefit that is gained by such projects. System development charges, permit application fees, inspection fees, and other fees should be considered under this program.

ALLOW WOOD FRAME CONSTRUCTION

Building codes should allow three, four, and five-story wood frame construction in nodes to reduce the cost of building dense or mixed-use projects. This type of construction has facilitated many mixed-use projects in the Portland region.

REDUCE PARKING REQUIREMENTS

Reduced parking ratios should be allowed in nodes. This both is in response to the goal that more people will use alternate means of transportation in nodes and that the compact nature of nodes will facilitate shared parking opportunities. Lower parking options can also reduce the amount of land needed for development, which increases density and helps make projects more feasible.

TAX INCREMENT FINANCING

Urban renewal is one of the most powerful tools available to fund revitalization projects. Urban renewal may be appropriate for one or more node sites to fund infrastructure, housing, parks, planning, and many other elements.

MULTIFAMILY HOUSING TAX CREDITS

Springfield can designate nodes as eligible sites for tax credit housing projects, giving an incentive to developers to build multifamily housing projects.

FOCUS PUBLIC INVESTMENTS INTO NODES

Springfield should focus public investment in nodes to support the nodal concept and to build market momentum to attract development. Nodes should receive priority funding for public works projects, streetscape projects, and other public investments. Adhering to the principle, "public commitment precedes private investment," Springfield's commitment to enhancing the quality and value of node sites will set the stage to attract private investment.

All of Springfield's nodes need some level of public investment to support nodal development. Given the relative ripeness of Springfield's nodes for development, the priority for public investments appears to be as follows:

SUPPORT DEVELOPMENT IN RIVERBEND FIRST

Funding by PeaceHealth will reduce the City's costs for public infrastructure in this area, and Riverbend has good prospects for providing an early example of successful nodal development in Springfield.

FOLLOW-THROUGH ON PLANNED INVESTMENTS IN GLENWOOD

Extension of sewer service and stormwater drainage is necessary for development to occur. While not necessary for development, improvements to Franklin Boulevard and provision of BRT service will improve Glenwood's image area and enhance market support for nodal development in the area.

MAKE STREETSCAPE AND PEDESTRIAN IMPROVEMENTS IN DOWNTOWN AND MOHAWK

Both of these areas already have some characteristics of nodal development. Streetscape and pedestrian improvements will improve the image of these areas, making them more attractive for development, and improved pedestrian environments will enhance their function an nodes.

MAKE JASPER-NATRON IMPROVEMENTS A LOW PRIORITY

Both of the nodal development areas in Jasper-Natron require substantial public investments in transportation and infrastructure to allow development to occur. This area is located at the urban fringe, away from population centers, major transportation routes, and frequent transit service in the region. In the short-run, market demand for development in Jasper-Natron is primarily for low-density residential, some commercial, and industrial uses. It will take time until population growth and development pressure in the region will support nodal development in Jasper-Natron. For this reason, the City should make public investments to support development in Jasper-Natron a low priority.

BE FLEXIBLE AND OPPORTUNISTIC

There is uncertainty about development opportunities in Springfield's nodal development areas. A single development proposal, such as the PeaceHealth proposal in Riverbend, could drastically change the prospects for development in a node from those described in this report. The City of Springfield should be flexible enough to take advantage of opportunities.

FILE COPY
EXISTING CDP

MEMORANDUM CITY OF SPRINGFIELD

TO: Springfield Planning Commission

COMMISSION TRANSMITTAL

FROM: Sarah Summers, Planner II SS

SUBJECT: Conceptual Development Plan Approval
The Pierce Trust, Jo. No. 98-02-47

ISSUE

The Planning Commission must decide whether or not to approve a Conceptual Development Plan (CDP) for property zoned Campus Industrial (CI).

DISCUSSION

The site is located north of Marcola Road, east of approximately 27th Street and west of 31st Street. It is on Tax Assessor's Map 17-02-30, Tax Lot 1800. The area that is zoned Campus Industrial is approximately 56 acres. Section 21.030 of the Springfield Development Code (SDC) requires approval a a CDP for a Campus Industrial site prior to the development of the site. SDC 21.030(5) requires the CDP application to be reviewed in accordance with Type III procedure.

The applicant is requesting approval of a Conceptual Development Plan for a Campus Industrial site prior to development. The CDP has addressed the criteria listed in SDC 21.030 for CDP approval. The CDP indicates that the site can be served with adequate utilities and access. However, this CDP is too general for a thorough analysis, and therefore and more complete review must be relegated to review of specific development applications. The staff report addresses some details that were not included in the CDP and makes submittal of required details a condition of future development applications.

RECOMMENDATION

Staff recommends APPROVAL of the Conceptual Development Plan with the incorporation of the staff report and Conditions of Approval.

ACTION REQUESTED

Planning Commission approval of this request by motion and signature of the Planning Commission Chairperson on the attached Final Order.

ATTACHMENTS

Attachment 1: Staff Report and Findings with attachments
Attachment 2: Final Order
Attachment 3: Submittal from Applicant

CITY OF SPRINGFIELD
DEVELOPMENT SERVICES DEPARTMENT
CONCEPTUAL DEVELOPMENT PLAN
STAFF REPORT
Attachment 1

DATE OF LETTER

June 5, 1998

JOURNAL NUMBER

98-02-47

APPLICANT/OWNER

The Pierce Trust
Allan Pierce, Trustee
2515 Terrace View Drive
Eugene, OR 97405

EXPLANATION OF THE NATURE OF THE APPLICATION

The applicant is requesting approval of a Conceptual Development Plan (CDP) for a Campus Industrial (CI) site. Springfield Development Code (SDC) 21.030(1) requires approval of a CDP for a Campus Industrial site prior to development of the site. SDC 21.030(5) requires the CDP application to be reviewed in accordance with Type III procedure.

LOCATION OF PROPERTY

The property involved in this request is located north of Marcola Road, east of approximately 25th Street and west of 31st Street. It is on Assessor's Map 17-02-30, Tax Lot 1800.

DECISION

Recommended approval with the incorporation of the staff report.

BACKGROUND/SITE INFORMATION

The area of the site zoned Campus Industrial is approximately 56 acres of flat farmland. The subject property was part of a larger area of "Pierce Property" which consists of Medium Density Residential (MDR), Community Commercial (CC), Light/Medium Industrial (LMI), and the Campus Industrial. The zoning and legal descriptions for these zones were adopted as Springfield Ordinance 5160. There were subsequent changes to the original zoning and Metro Plan which corrected conflicts between the zoning and the 1987 version of the Metro Plan (Jo. No. 95-02-36). Later changes to the area are reflected in the following Journal Numbers: 96-10-207 LMI subdivision, 96-10-208 zone change, 97-02-29 lot line adjustment, 97-01-13 CDP, 97-04-80 appeal..

INFORMATION TO BE CONSIDERED FOR APPROVAL

SDC 21.030 states that applications for initial CDP approval shall consider to the extent applicable the following information:

1. Natural Features and amenities.

   The application did not address natural features other than to mention that there is a view of the Coburg Hills. The property is flat farmland. The existing ditch which crosses the property east to west is identified on the Springfield Wetland Inventory as a wetland. Development of the site may require moving the ditch, making improvements to the drainage channel, or piping the channel. The Division of State Lands and the Army Corps of Engineers must approve any changes to the wetland.

   Finding: 1. This information has not been thoroughly addressed because the presence of wetlands has not been considered.

   Conditions:
   1. The Division of State Lands and the Army Corps of Engineers must approve any changes to the wetlands if such changes are proposed in future development applications.
   2. <u>Any</u> application for future development will require a comprehensive analysis of the wetland as an amenity for the CDP. The analysis shall be submitted with the application. An application will not be accepted without a comprehensive wetland analysis for the entire site. The analysis shall consider wetland functions and values, stormwater management and water quality and open space.

2. Access and circulation needs.

   The level of details provided with the CDP are not adequate enough to analyze the full impacts of future development. A Comprehensive (Major) Traffic Impact Study (TIS) will be required to be submitted with the first development application for any or all of the area defined in the CDP. The TIS is required to be submitted prior to acceptance of any application submittal. The finding of the TIS will determine if additional requirements or transportation improvements are needed to mitigate impacts.

   The CDP shows a new collector street along the northerly and westerly sides of the CI district. This collector street right-of-way will need to be dedicated and improved as a public street whenever any development occurs on the site. Additional right-of-way dedication at the northeasterly corner of the site about 10 feet wide also must be dedicated to complete the improvement of 31st Street. Although additional right-of-way is not readily apparent, the ultimate development of the site may require additional right-of-way to provide for the traffic circulation needs of specific land use proposals. The City will identify these additional rights-of-way as future development proposals are presented.

Development on any portion of the site may require Improvement Agreements for participation in future street improvements along any public street that abuts the site. The need for Improvement Agreements will be determined at the time of development.

The proposed collector street shall be used as an access for this site and the residentially zoned property on the north and west of the site as shown on the Conceptual Local Street Plan. Circulation needs and local streets within the site will be reviewed when development plans are submitted to the City. Whenever development is proposed within the site, full street and utility improvements will be required for each proposed street extension and any unimproved street right-of-way abutting the site. The local street cross sections shall be a minimum of 36 feet curb to curb within 50 feet of right-of-way. As part of the required improvements, the applicant shall construct sidewalks, curbs and gutters, street paving, sanitary sewers, drainage and street lighting along the full frontage of each new or unimproved street.

Finding: 2. The level of details provided with the CDP do not adequately address access and circulation needs.

Conditions:
3. A Comprehensive Traffic Impact Study (TIS) will be required to be submitted with the first development application for any or all of the CDP area. The TIS is required to be submitted prior to acceptance of any application submittal.
4. The proposed collector street right-of-way must be dedicated and improved as a public street whenever any development occurs on the site.
5. Additional right-of-way dedication at the northeasterly corner of the site and about 10 feet wide must be dedicated to complete the improvement of 31st Street.
6. Additional right-of-way may be required to provide for traffic circulation needs of specific land use proposals.
7. Improvement Agreements may be required for future street improvements with development of any portion of the site.
8. The proposed collector street shall be used as an access for this site and the residentially zoned property on the north and east of the site as shown on the Conceptual Local Street Plan
9. Full street and utility improvements will be required for each proposed street extension and any unimproved right-of-way abutting the site whenever development occurs.
10. Circulation needs and local streets within the site will be reviewed when development plans are submitted to the City.

3. Access to arterial and collector streets.

The CDP shows frontage on Marcola road, which is a minor arterial, and 31st Street which is a collector street. The proposal shows joint-use driveways from Marcola Road and 31st Street. No direct access will be permitted from Marcola Road. One access point will be permitted from 31st Street as shown on the Conceptual Local Street Map. The proposed "Pierce Drive" is to be constructed as a collector street.

Finding: 3. The CDP shows access points which will not be permitted.

Conditions:
11. The proposed street is to be constructed as a collector street.
12. One access point only will be permitted from 31st Street as shown on the Conceptual Local Street Map.

4. Provision of public facilities and services.

Storm Sewer

The applicant identified the existing facilities for storm drainage as the storm sewer located at Marcola Road west of 28th Street and the existing drainage ditch that crosses the site. The proposed CDP does not accurately show the drainage channel. The CDP map shows the ditch running adjacent to U Street; however, the ditch is adjacent to V Street. The applicant did not address the fact that portions of the ditch adjacent to 31st Street have been piped, and that an undersized culvert has been placed within the ditch to provide a road crossing from the southerly portion of the site to the northerly portion.

This channel is a major drainage facility for the Marcola Road area and provides drainage service to 42nd Street south of Highway 126 via the Irving Slough. The West Springfield Drainage Master Plan, dated June 1983, recommends that if this channel were piped, the minimum pipe size would need to be at least 60 inches in diameter. Development of the site may require that a larger pipe is installed, or the channel maintained as an open drainage way.

Development of the site may require making improvements to the existing drainage channel or piping the channel. The applicant at the time of development will need to provide hydrologic and hydraulic analyses of this channel and make any improvements needed to mitigate the impacts of the development on this facility.

A complete drainage plan, including the existing and proposed grading and drainage systems, impacts on adjoining properties, and complete hydrologic and hydraulic calculations, are required to be submitted to, and approved by, the City Engineer prior to Final Plat approval, Final Site Plan approval, or building permit issuance for any development on the site.

Finding: 4. The CDP does not adequately address the storm drainage for the site because the drainage ditch is not properly or completely shown.

Condition: 13. A complete drainage plan, including the existing and proposed grading and drainage systems, impacts on adjoining properties, and complete hydrologic and hydraulic calculations, are required to be submitted with any development application. An application will not be accepted without a complete drainage plan. It must be approved by the City Engineer prior to Final Plat approval, Final Site Plan approval, or building permit issuance for any development on the site.

Storm Water Quality

Storm Water Quality is not adequately addressed in the proposed CDP. The CDP mentions engineering storm water pre-treatment on larger scale developments. Under current City regulations, whenever more than 5,000 square feet of paved area is provided on a site, storm water quality Best Management Practices (BMP's) must be incorporated into the project. In general, a comprehensive water quality design for large sites such as this are more economically and environmentally feasible, rather than attempting to satisfy this requirement on individual site plans.

The EPA has issued its proposed Phase II rules for the clean water program. The EPA and the state are expected to fully implement these rules by the year 2002. As these rules are developed, the City will be developing storm water quality programs in compliance with these rules. Depending upon when the development of this site occurs, compliance with these new rules will be required for this site.

The applicant shall include bioswales, ponds, natural amenities or other facilities approved by the City Engineer. A comprehensive plan for Storm Water Quality is required with any future development proposal for the entire site. An application will not be accepted as complete without a comprehensive Storm Water Quality plan.

Finding: 5. The two sentences on water detention do not adequately address Storm Water Quality in the proposed CDP .

Condition: 14. A comprehensive plan for Storm Water Quality is required with any future development proposals for the entire site incorporating bioswales, ponds, natural amenities or other facilities approved by the City Engineer.

Sanitary Sewer

The existing trunk sewer line that the applicant refers to that crosses the site is known as the North Springfield Interceptor sewer. The North Springfield Sewer Study, dated October 1991, states that this Interceptor will have adequate capacity for the anticipated sewer flows in North Springfield if the South Springfield Interceptor is constructed. Construction of the South Interceptor is nearing completion and should be in service in the summer of 1998. Therefore, adequate sewer capacity is available for this site unless a large water use development is proposed. In this event, an analysis of the available capacity will need to be provided by the applicant at the time development is proposed.

Finding: 6. Adequate sewer capacity is available for this site unless a large water use development is proposed.

Water

The proposed development is within the Springfield City Limits and will receive water service from the Springfield Utility Board (SUB). There is currently a 12" waterline stubbed out of

Marcola Road to the west of the proposed local street and a 12" waterline stubbed out of Marcola Road on the east side of the 28th Street connector. There are no waterlines currently extending onto the site. Location of the extension of water lines will be dependent upon future development.

Finding: 7. SUB will be able to provide water service for this site.

Electricity

Electrical service to the site would be provided by SUB. The nearest electrical connection is located on the south side of Marcola Road. All electrical service is required to be underground.

Finding: 8. SUB will be able to provide electrical service for this site.

Condition: 15. All electrical service is required to be underground.

Easements

No easements are proposed by the CDP.

Seven-foot wide Public Utility Easements (PUE's) are required along all lot frontages along a public street. In addition, 7'-wide PUE's will be required along all property lines.

The existing drainage channel that crosses the site does not appear to be in an easement dedicated to the City. When any development occurs on the site, an easement will be required for this channel. The size and alignment of the easement will be determined at the time of development.

Portions of the sanitary sewer trunk line that crosses the site may not be within an easement dedicated to the City. Whenever development occurs on the site, an easement will need to be reserved for this trunk sewer. The size and alignment of the easement will be determined at the time of development.

Additional public easements may be required for public sanitary, storm and utility systems depending upon how service is provided to each development site. The size and alignment of any additional public easements will be determined at the time of development.

Joint access and maintenance easements and agreements will be required to provide access to lots with shared use driveways. Additional private easements may be required for ingress, egress, sanitary, storm, and utility systems depending upon how service is provided to each development site. The size and alignment of any additional private easements will be determined at the time of development.

Finding: 9. Easements were not addressed in the CDP.

Conditions:
16. Seven-foot wide Public Utility Easements (PUE's) are required along all lot frontages along a public street.
17. Seven foot wide PUE's will be required along all property lines.
18. Whenever development occurs on the site, an easement will need to be reserved for the sanitary sewer trunk line.
19. Additional public easements may be required for public sanitary, storm and utility systems depending upon how service is provided to each development site.
20. Joint access and maintenance easements and agreements will be required to provide access to lots with shared use driveways.
21. Private easements may be required for ingress, egress, sanitary, storm, and utility systems depending upon how service is provided to each development site.

5. Development of needs of future users.

The development of the site is regulated by SDC Article 21, Campus Industrial District. Any development of the property is required to comply with all sections of this Article, including permitted uses, landscaping and design. All public improvements required for development of the site must be designed by a private professional civil engineer in conformance with City codes, standards and specifications. The civil engineer will also be required to provide construction inspection services.

The CDP uses as its central theme the creation of up to 11 lots ranging in size from 2.5 acres to 8.1 acres with access from perimeter streets. The CDP subdivision plan is not acceptable as proposed. The concept of more lots is possible, however, the minimum development area in the CI district is 5 acres. In addition, no direct access to the property will be allowed from Marcola Road, and the proposed northern access from 31st Street will not be allowed. "Pierce Drive" is shown incorrectly on the CDP. The proposed collector street is required to follow the boundaries of zoning districts on the north and west sides of the subject site. "Pierce Drive" is required to line up with V Street as shown on the Conceptual Local Street Map and the maps adopted with the zone changes. This correction would also change the proposed lot boundaries. The design of the intersections of the proposed street with 31st Street and with Marcola Road shall be in accordance with the City's Collector Street Standards.

Any development of the site will necessitate dedication and construction of "Pierce Drive" to provide public infrastructure for the entire site and the Medium Density Residential (MDR) property to the north. The proposed collector street shall be named V Street on the east/west portion and 27th Street on the north/south portion. The design of the proposed collector street shall be in accordance with the City's Collector Street Standards. The proposed street shall be at least 36 feet wide within a 70-foot right-of-way. Access to the subject site and the residential property to the north and west is required to be from the proposed collector street. One access point will be permitted from the 31st Street connector as shown on the Conceptual Local Street Map. Any other existing curb cuts along 31st Street shall be closed.

Full street improvements along Marcola Road and 31st Street are required. The improvements include additional paving, curbs, gutters, sidewalks, street trees and street lights.

The CDP proposes to unify the development by planting street trees around the perimeter of the site. The plan proposes 6' wide curbside sidewalks and street trees with the required setback landscaping to provide a uniform and cohesive street edge. Landscape plans for individual developments would be reviewed with the site plans. The type and placement of street trees is guided by SDC 32.050.

Findings:
10. The CDP does not completely discuss this issue because no mention is made of the regulations for development in the Springfield Development Code.
11. The CDP subdivision plan is not acceptable as proposed.

Conditions:
22. Any development of the property is required to comply with all sections of SDC Article 21, including permitted uses, landscaping and design.
23. Redraw the plan showing the following changes:
a. Minimum development areas of at least 5 acres,
b. The proposed street following the zoning boundaries between CI and MDR,
c. The proposed street lining up with V Street,
d. The proposed street names as V (east/west) and 27th (north/south),
e. One access from 31st Street as shown on the Conceptual Local Street Map.
24. All but one approved curb cut for access on 31st Street shall be closed.
25. Any development of the site will necessitate dedication and construction of the new collector street to provide public infrastructure for the CI site and the MDR property.
26. The design of the intersections of the proposed street with 31st Street and with Marcola Road shall be in accordance with the City's Collector Street Standards.
27. Full street improvements along Marcola Road and 31st Street are required.

6. Preservation of river access for all properties within CI sites that abut the McKenzie River or the Willamette River Greenway.

Finding: 12. The item does not apply to the subject site because it does not abut the McKenzie River or Willamette River Greenway.

CONCLUSION AND STAFF RECOMMENDATIONS

Based on the preceding information, it is the conclusion of this staff report that the proposed request forms the basis for a Conceptual Development Plan. With the addition of the information provided in the staff report, the proposal is consistent with SDC 21.030, Conceptual Development Plan . Staff recommends APPROVAL with conditions of this Conceptual Development Plan.

RECOMMENDED CONDITIONS OF APPROVAL

1. Incorporation of the staff report as part of the CDP.

2. Any application for future development will require a comprehensive analysis of the wetland as an amenity for the CDP. The analysis shall be submitted with the application. An application will not be accepted without a comprehensive wetland analysis for the entire site. The analysis shall consider wetland functions and values, stormwater management and water quality and open space.

3. The Division of State Lands and the Army Corps of Engineers must approve any changes to the wetlands.

4 A Comprehensive Traffic Impact Study (TIS) will be required to be submitted with the first development application for any or all of the CDP area. The TIS is required to be submitted prior to acceptance of any application.

5. The proposed collector street right-of-way must be dedicated and improved as a public street whenever any development occurs on the site.

6. Additional right-of-way dedication at the northeasterly corner of the site and about 10 feet wide must be dedicated to complete the improvement of 31st Street.

7. Additional right-of-way may be required to provide for traffic circulation needs of specific land use proposals.

8. Improvement Agreements may be required for future street improvements with development of any portion of the site.

9. The proposed collector street shall be used as an access for this site and the residentially zoned property on the north and east of the site as shown on the Conceptual Local Street Map.

10. Full street and utility improvements will be required for each proposed street extension and any unimproved right-of-way abutting the site whenever development occurs.

11. Circulation needs on local streets within the site will be reviewed when development plans are submitted to the City.

12. The proposed street is to be constructed as a collector street.

13. One access point only will be permitted from 31st Street as shown on the Conceptual Local Street Map.

14. A complete drainage plan, including the existing and proposed grading and drainage systems, impacts on adjoining properties, and complete hydrologic and hydraulic calculations, are required to be submitted with any development application. An application will not be accepted

as complete without a complete drainage plan. It must be approved by the City Engineer prior to Final Plat approval, Final Site Plan approval, or building permit issuance for any development on the site.

15. A comprehensive plan for Storm Water Quality is required with any future development proposals for the entire site incorporating bioswales, ponds, natural amenities or other facilities approved by the City Engineer. A development application shall not be considered complete without this comprehensive plan.

16. All electrical service is required to be underground.

17. Seven-foot wide Public Utility Easements (PUE's) are required along all lot frontages along a public street.

18. Seven foot wide PUE's will be required along all property lines.

19. Whenever development occurs on the site, an easement will need to be reserved for the sanitary sewer trunk line.

20. Additional public easements may be required for public sanitary, storm and utility systems depending upon how service is provided to each development site.

21. Joint access and maintenance easements and agreements will be required to provide access to lots with shared use driveways.

22.. Private easements may be required for ingress, egress, sanitary, storm, and utility systems depending upon how service is provided to each development site.

23. Any development of the property is required to comply with all sections of SDC Article 21, including permitted uses, landscaping and design.

24. Redraw the plan showing the following changes:
    a. Minimum development areas of at least 5 acres,
    b. The proposed street following the zoning boundaries between CI and MDR,
    c. The proposed street lining up with V Street,
    d. The proposed street names as V (east/west) and 27th (north/south),
    e. One access from 31st Street as shown on the Conceptual Local Street Map.

25. All but one approved curb cut for access on 31st Street shall be closed.

26. Any development of the site will necessitate dedication and construction of the new collector street to provide public infrastructure for the CI site and the MDR property.

27. The design of the intersections of the proposed street with 31st Street and with Marcola Road shall be in accordance with the City's Collector Street Standards.

28. Full street improvements along Marcola Road and 31st Street are required.

ATTACHMENT 2

BEFORE THE PLANNING COMMISSION
OF THE
CITY OF SPRINGFIELD, OREGON

REQUEST FOR APPROVAL OF A	+	JO. NO. 98-02-47
CONCEPTUAL DEVELOPMENT PLAN	+	FINDINGS, CONCLUSIONS,
IN CAMPUS INDUSTRIAL DISTRICT	+	AND FINAL ORDER

NATURE OF THE APPLICATION

THE REQUEST FOR CONCEPTUAL DEVELOPMENT PLAN APPROVAL FOR A SITE IN A CAMPUS INDUSTRIAL DISTRICT, TAX LOT 1800, ASSESSOR'S MAP 17-02-30.

RELEVANT FACTS, CRITERIA AND FINDINGS

1. On April 1, 1998, the following application was accepted:
   Applicant - The Pierce Trust; Journal Number 98-02-47.

2. The application was submitted in accordance with Article 3 of the Springfield Development Code. Timely and sufficient notice of the public hearing, pursuant to Section 14.030 of the Springfield Development Code, has been provided.

3. On June 16, 1998, a public hearing on the request for Conceptual Development Plan approval for a Campus Industrial site was held. The Development Services Department staff notes, staff report and recommendation together with the testimony and submittals of the persons testifying at that hearing have been considered and are part of the record of this proceeding.

CONCLUSION

On the basis of this record, the request for approval of a Conceptual Development Plan is consistent with the criteria of Section 21.030 of the Springfield Development Code. This general finding is supported by the specific findings of fact and conclusions, in the attached staff report (Attachment 1) and attached hereto. This application is APPROVED with conditions.

ORDER

It is ORDERED by the Planning Commission of Springfield that Journal Number 98-02-47, Conceptual Development Plan approval, be APPROVED with conditions.

This ORDER was presented to and approved by the Planning Commission on June 16, 1998.

_____
Planning Commission Chairperson

ATTEST
AYES:
NOES:
ABSENT:
ABSTAIN:

ATTACHMENT 3

A CONCEPTUAL DEVELOPMENT PLAN FOR THE PIERCE PROPERTY SPRINGFIELD, OREGON

FEBRUARY 1998

DAVID J. PEDERSEN & ASSOCIATES, INC.
P.O. BOX 10543
EUGENE, OR 97440
541/687-2457

A CONCEPTUAL DEVELOPMENT PLAN
FOR
THE PIERCE PROPERTY
SPRINGFIELD, OREGON

I. BACKGROUND

The Pierce property consists of approximately 56 acres of land located north of Marcola Road between 31st Street and approximately 25th Street in the region generally known as North Springfield. The entire site is zoned Campus Industrial (CI) and is governed by the provisions of Article 21 of the Springfield Development Code. The primary requirement of the code is the need to have an approved Conceptual Development Plan adopted by the City of Springfield prior to the actual development of the site. Following approval of the Conceptual Development plan specific development proposals and uses must also be reviewed and approved under the City's Site Plan Review procedures before they can go forward.

This proposed Conceptual Development plan is submitted to comply with the requirements of the code by the long-time owner of the property, Al Pierce who is a trustee of the Pierce Trusts. The extent of actual participation of the trusts in the development of the property remains unclear at this time. Therefore this plan proposal assumes a subsequent developer or developers will implement the plan provisions.

II. ZONING HISTORY

The subject property and approximately 70 additional acres surrounding the site which also were in the Pierce Trust ownership were designated in the 1982 version of the Metropolitan Area Plan as having residential, commercial and industrial components. A precise zoning plan, which describes portions of the property zoned for single-family, multiple-family, commercial, light-medium industrial and campus industrial and a legal description for each portion was prepared and adopted as Springfield Ordinance No. 5160 in 1983.

There were several features of this zoning plan which were important to development of this portion of Springfield. First, there was a requirement to dedicate land for a park on the north margin of the property, north of the bike path adjacent to the adjoining school. Approximately 8 acres were dedicated in 1993. Second, the 1983 zoning plan envisioned the

creation of a new roadway to smooth the transition between 28th and 31st Streets. The Trust dedicated the right-of-way for this roadway and it was constructed several years ago. Finally, the zoning plan envisioned a new roadway running west from 31st Street in the vicinity of "V" Street for approximately 1900 feet and then turning south to connect with Marcola Road. This new roadway was to be a local street and serve as the zoning boundary between the Campus Industrial and the Medium Density Residential portion of the property. This proposed new road has not been constructed nor has the Medium Density residential area been developed. This means the western and northern boundary of this proposed Conceptual Development Plan is an un-constructed roadway and an undeveloped medium density residential area.

There was another series of changes to the original zoning plan which was approved by the City in 1995. These changes served to correct long-standing conflicts between the zoning plan and the 1987 version of the Metro Plan. At this time the Metro Plan was also amended to add approximately 5 acres of commercial land and in subsequent actions all the land east of the 28th-31st connector was zoned Light-Medium Industrial.

III. NEIGHBORHOOD CONTEXT

The subject property is situated in the midst of a developed neighborhood as opposed to a Suburban location on the fringe of the city. There are established single-family neighborhoods located to the north, to the northwest, and to the east of 31st Street on the east side of the site.

There is a commercial development with a grocery and a variety store located at 19th and Marcola Road, just west of the property.

There is an existing industrial use located north of Marcola Road and east of 28th. There is also a large heavy industrial use located near the southeast corner of 28th and Marcola Road (Kingsford Charcoal). The existing Kingsford plant exerts a negative influence on the property, particularly the southeast corner, due to its size and the nature of the industrial process used to manufacture charcoal briquets. The negative aspects of the adjoining industrial uses are partially offset by the view of the mountains to the east and the Coburg Hills to the north.

IV. SITE CONSTRAINTS

Development of the property is constrained by the existence of two man-made features located on the property. These constraints are highlighted as they limit the development options available and strongly suggest the scenario for this Conceptual Development Plan.

The first limiting feature is an existing ditch which crosses the property east to west slightly north of the middle of the property. This ditch is approximately 15 feet wide and 12 feet deep. Historically, the ditch was constructed to carry irrigation water from the McKenzie River to farm lands which were located near the Coburg Road area of Eugene. It no longer serves as an irrigation ditch as the water rights have not been claimed in some time. Its origin is at a slough of the McKenzie River located near the east end of "V" Street. After leaving the Pierce property the ditch turns south and crosses Marcola Road where it eventually discharges into the "Q" Street channel, which in turn empties into the Willamette River. The ditch carries water year around and may serve some role in the City's storm drainage system. Presumably the ditch must remain functional. The ditch is a constraint because its depth and width make it difficult to cross by roads or paths, essentially dividing the property and its location into a north half and a larger south half.

The second major constraint on the site is the existence of a major sanitary sewer trunk line which runs east-west approximately 400 feet south of and parallel to the ditch and 450 feet north of and parallel to Marcola Road. This sewer line is relatively permanent in its location because its size of 42 inches and depth of approximately 12 feet makes it very expensive to move. (See attached letter from Tom Poage Engineering regarding the cost of moving the sewer line). Because no structures can be constructed on the easement for the sewer line, the existence of the line is a major constraint to development of the site and placement of buildings.

There are virtually no other constraints to the development of this site. Because it has been farmed, there is no significant vegetation. It is flat, with drainage trending to the north toward the McKenzie River. Soils on the property include the Salem (118), Malabon (75), and Oxley Series (100) as mapped by the Lane County Soils Survey. These soils present no major stability problems for construction.

V. EXISTING ACCESS AND CIRCULATION

In large part because the site is located within a developed portion of the city instead of near the fringe, there is a rather well developed series of arterial roadways and interchanges with freeways. Marcola Road, which is an east-west arterial in Springfield, serves as the primary means of access to the site. Access to downtown Springfield is easy via Mohawk, 14th and Main Street.

Interstate 105 is less than 1/4 mile south and is accessible via interchanges west at 19th and east at 42nd. Interstate 5 is located several miles west via Interstate 105 and downtown Eugene is easily accessible via a continuation of Interstate 105. Access to the site from elsewhere in the metropolitan region or from the Interstate 5 corridor is simple and relatively direct.

Access around the perimeter of the site, as previously mentioned, consists of Marcola Road, the 28th - 31st Street transition and 31st Street and a proposed new local street which will connect 31st Street with Marcola Road. Of particular note is the location of a major underground water transmission line north of this site. The right-of-way of this transmission line has been paved and serves as a bicycle and pedestrian pathway which can serve to connect this area with portions of the city further to the west.

VI. EXISTING PUBLIC FACILITIES AND SERVICES

Again, the location of this site within the city is fortunate in that the existing infrastructure is in place, as described below.

Storm Sewer. The existing facilities for providing storm drainage consist of a storm sewer located at Marcola Road west of 28th Street and the existing drainage ditch crossing the property from east to west at about the center of the site. Larger scale developments may have to engineer storm water pre-treatment on the site before discharge to one of the existing facilities, particularly if there are large area of impervious surfaces such as roofs or parking lots. One site design alternative is to use the relatively large required front setback area for construction of grassy swales to detain and pre-treat storm water runoff.

Sanitary Sewer. The existing sanitary sewer system within and around the site

consists of 8 inch and 42 inch gravity lines. There is also a pump station located on 31st Street just north of "V" Street with approximately 450 feet of force main. As has previously been described, there is a 42-inch gravity line running across the property. A new sewer line may have to be constructed in the new roadway north to serve the portions of the site north of the ditch and the undeveloped medium density residential property adjoining this property.

Water. Water to the property is provided by the Rainbow Water District which has water lines from 8 inches to 18 inches surrounding the site on two sides. Two 12 inch stubs to the property line are located in Marcola Road, approximately 1000 feet apart to serve the site.

Electricity. Electrical service to the Pierce site is provided by the Springfield Utility Board (SUB) and it consists of primary service lines which border the property on three sides.

Natural Gas. Natural gas to the site exists in the form of a 4-inch pipeline located along the southern edge of the site boundary. Extensions into the site as well as future extensions along the new roadway will be engineered and provided based on demand.

VII. A DEVELOPMENT SCENARIO

The Pierce Campus Industrial site is one of only two Campus Industrially zoned sites in the City of Springfield. The other, much larger site is the McKenzie Gateway area located on the north edge of the city near the McKenzie River and Interstate 5. This site, which is home to Sony Disk Manufacturing and several other related businesses, enjoys a high degree of visual attractiveness, few if any constraints to development, and street and utility improvements tailored to the specific needs of the district.

The Pierce site on the other hand contains several development constraints and is impacted by the nearby location of heavy industry. These factors as well as the fact the Pierce Campus Industrial site has been exposed to the market for nearly 15 years without a sale, suggests a new approach to the planning and development for the site needs to occur.

The new approach suggested by this proposed Conceptual Development Plan is one of

striving to achieve more modest objectives. Instead of proposing to maintain large sites for large scale industrial users this site seems better suited to providing opportunities for small and medium-scale light industrial uses. (See attached letter of opinion from Sue Prichard regarding parcel size).

The need to create a pleasing and attractive setting for the small and medium-scale industrial user becomes a greater challenge when the vicinity lacks the visual amenities found at the McKenzie-Gateway site. Nonetheless, the entire 56 acre site can become an attractive setting by creating a uniform and cohesive street edge by use of street trees and landscaping in the required building setbacks.

VIII. THE CONCEPTUAL DEVELOPMENT PLAN

The Conceptual Development Plan proposed herein involves as its central theme the creation of up to 11 lots ranging in size from 2.5 acres to 8.1 acres. These are the lots that are proposed to be initially created but multiple lots could be assembled should a user require a larger lot area. Access to the lots shall be from the perimeter streets which now or are proposed to surround the site. Tandem driveways serving more than one lot, are proposed for locations on Marcola Road, on the 28th-31st connector and on 31st as shown on the attached plan map. Driveway access for the lots fronting on the proposed Pierce Street are not shown on the map but will be determined specifically at the time of site plan review for each development proposal.

In order to unify the development of this Campus Industrial District, and to soften the exterior edge, street trees will be planted as represented on the plan. Street trees are now planted along the new 28th - 31st connector and are proposed to be continued around the perimeter of the site.

Sidewalks are also proposed and are now installed along the new section of roadway. They are constructed setback from the curb line with an undeveloped planting strip 4 feet wide. Along Marcola Road, the sidewalks will have to be adjoining the curb as the installed street light standards would conflict with setback sidewalks. The curbside sidewalks are proposed to be 6 feet wide with the street tree planting area located adjacent to the sidewalk.

We are proposing the same sidewalk standard - 6 feet wide and curbside - for the street frontage of the new street proposed to serve the northern and western sides of the property. It is believed that the wider than normal curb sidewalk with adjacent street trees and landscaping will present a wider more attractive streetscape.

The development is likely to be constructed to two or more phases. The first phase is likely to involve creation of the lots fronting on Marcola Road and the 28th - 31st connector. At that time, a street tree plan would be prepared and submitted along with the subdivision plan to the City for approval. Installation of the trees would occur as a part of the public improvements required for the subdivision. Sidewalks would be installed at the time of building development on the lot.

The Campus Industrial District also requires a 50 foot planted setback area when the district adjoins a residential district and a 20 foot setback when adjoining all other districts. These distances are shown on the plan diagram. Individual developments will need to develop a landscape plan to be reviewed at the site review stage.

As a final note, the Pierce campus Industrial site can provide the location for a variety of light industrial users who desire an attractive setting and who can benefit from a central location close to existing arterials and the Interstate freeway system.

Prichard Evans & Elder Inc.
COMMERCIAL REAL ESTATE

February 7, 1998

David J. Pedersen & Associates, Inc.
990 Obie Street
P.O. Box 10543
Eugene, OR 97440

Dear Dave,

The purpose of this letter is to give you my perspective on the demand for industrial parcels in the Eugene-Springfield area.

As the economy prospered, and demand for industrial space increased substantially over the past three or four years, several trends emerged.

- local companies were growing and needed larger quarters
- growing companies were not content with older, obsolete facilities and in many cases, elected to build and own their own facilities
- existing parcels of 1/2 to 3 acres were rapidly absorbed and many, small industrial "parks" were created out of larger parcels (Hyw. 99 at Airport Road, Westec, Greenhill, etc.)
- land prices increased substantially

During this time, we saw enormous demand for parcels from 1/2 to 5 acres. The owners of sites where large parcels were divided into smaller sites experienced brisk sales and more demand than they could meet. In fact, demand for the smaller parcels was so intense that prices went from $1.25 to $3.00 per square foot in only one to two years.

Demand for parcels larger than 5 acres has been significantly less, and for parcels over 10 acres, demand has been low. Significantly larger parcels (20 or more acres) seem to appeal to developers who want to divide the property into smaller acreages (1 to 3 acres) to sell for premium prices. We experience very little interest from either local companies or companies from out of the area who are interested in larger pieces of land. It appears that the very large companies tend to concentrate their interest in the larger metropolitan areas.

At this time, the single most common request we hear for industrial land is for parcels under 5 acres, in good locations with quick and easy freeway access.

I hope I have adequately answered your questions. If you require additional information, please don't hesitate to phone.

Sincerely,

Sue Prichard

.01 East Broadway
iuite 101
:ugene, OR 97401
'EL: (541) 345-4860
AX: (541) 345-9649

POAGE ENGINEERING & SURVEYING, INC.

CIVIL / MUNICIPAL ENGINEERING • SEWER & WATER SYSTEMS • SURVEYING

February 5, 1998

David J. Pedersen
David J. Pedersen & Associates, Inc.
P.O. Box 10543
Eugene, OR 97440

Dear Dave:

This letter is in regards to your request for a cost estimate for the relocation of an existing 42 inch sanitary sewer line that bisects the Pierce property in east Springfield. My understanding of your request is to estimate the cost to move the sewer line from its present location south to a new location along the north margin of Marcola Road. I have prepared a preliminary sketch of this proposed relocation and determined an estimate for the work. Since the construction of such a large sanitary sewer pipe is not common in this area I was unsure of my cost projection, so I contacted a local construction company to provide me with a second estimate to verify my costs. These two cost estimates were within 10 percent of each other. The following costs are based on an average of the two estimates.

1.	Relocation of sewer pipe		$210,000
2.	Construct four new manholes and reconstruct one existing manhole		35,500
3.	Reconnect live sewers (both ends)		20,000
		Sub-total	$265,500
	+15% engineering and 10% contingency		66,400
		TOTAL	**$331,900**

This estimate is based on using native backfill within the sewer trench which will require that the sewer be outside any street area. Should the line be constructed within a proposed right of-way or existing right-of-way (Marcola Road), there would be an additional cost of $77,000 for select backfill material.

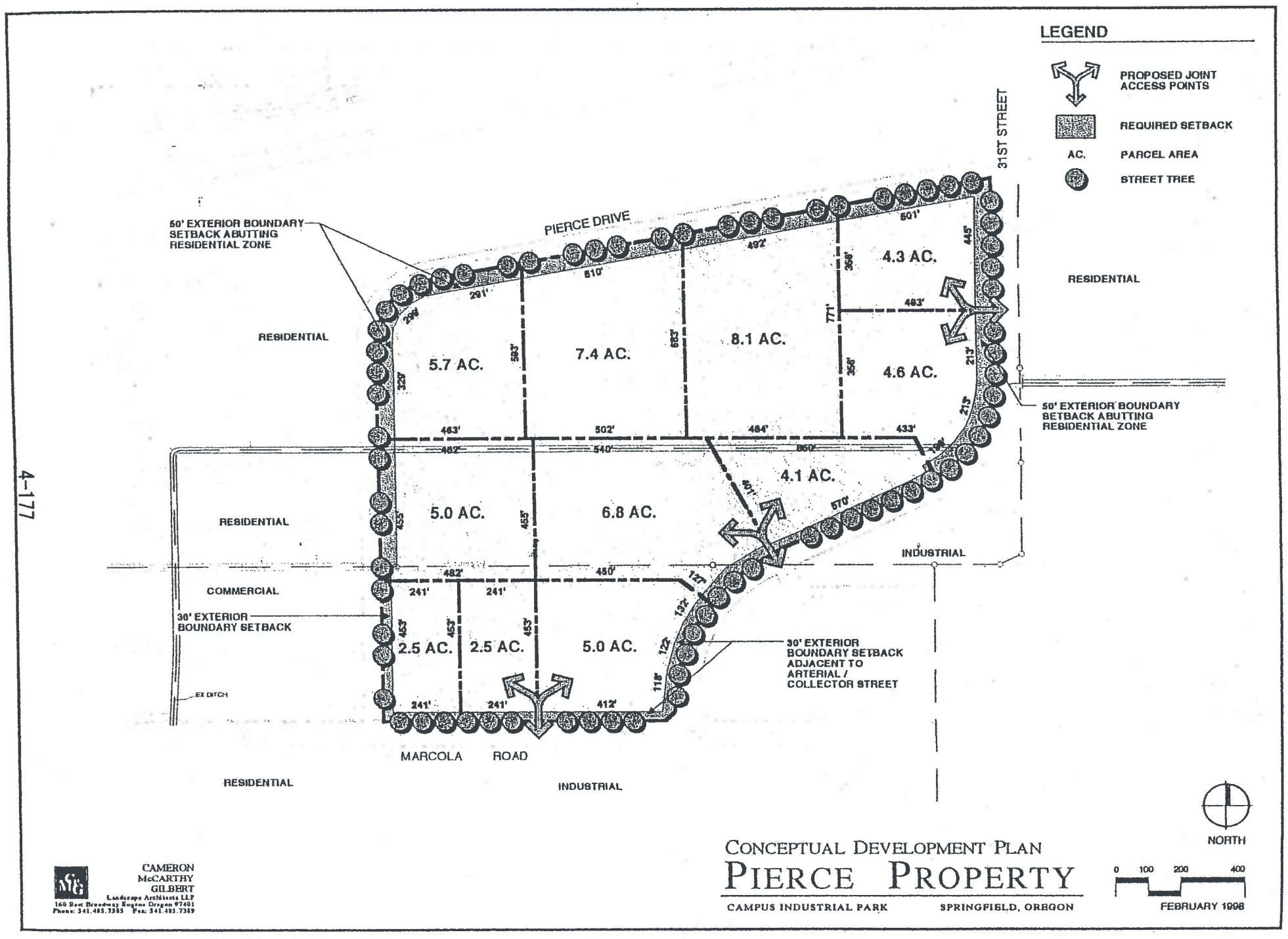
Should you need any additional information, please feel free to call.

Sincerely,

Thomas F. Poage

(2450L02.wp)

P.O. BOX 2527 • EUGENE, OR 97402 • 990 OBIE STREET • (541) 485 - 4505 • FAX (541) 485 - 5624


LEGEND
PROPOSED JOINT ACCESS POINTS
REQUIRED SETBACK
AC. PARCEL AREA
STREET TREE
31ST STREET
PIERCE DRIVE
50' EXTERIOR BOUNDARY SETBACK ABUTTING RESIDENTIAL ZONE
RESIDENTIAL
5.7 AC.
7.4 AC.
8.1 AC.
4.3 AC.
4.6 AC.
RESIDENTIAL
50' EXTERIOR BOUNDARY SETBACK ABUTTING RESIDENTIAL ZONE
4.1 AC.
5.0 AC.
6.8 AC.
RESIDENTIAL
INDUSTRIAL
COMMERCIAL
30' EXTERIOR BOUNDARY SETBACK
2.5 AC.
2.5 AC.
5.0 AC.
30' EXTERIOR BOUNDARY SETBACK ADJACENT TO ARTERIAL / COLLECTOR STREET
EX DITCH
MARCOLA ROAD
RESIDENTIAL
INDUSTRIAL
NORTH
0 100 200 400
CAMERON McCARTHY GILBERT
Landscape Architects LLP
160 East Broadway Eugene Oregon 97401
Phone: 541.485.7585 Fax: 541.485.7589
CONCEPTUAL DEVELOPMENT PLAN
PIERCE PROPERTY
CAMPUS INDUSTRIAL PARK SPRINGFIELD, OREGON
FEBRUARY 1998

ATTACHMENT 5
REBUTTAL MATERIALS SUBMITTED BY THE APPLICANT

ATTACHMENT

5-1

KARP Gary

From: Richard Satre [r.satre@satrepc.com]
Sent: Tuesday, May 29, 2007 4:45 PM
To: KARP Gary
Cc: r.dehnert@satrepc.com; spickerman@gleaveslaw.com
Subject: applicant testimony
Attachments: 0609_PAZC_CCPH_FinalRebut_Satre.pdf

Richard M. Satre, AICP, ASLA, CSI, President
Satre Associates, P.C.
Planners, Landscape Architects and Environmental Specialists
132 East Broadway, Suite 536
Eugene, Oregon 97401
(541) 465-4721 * Fax (541) 465-4722 * 1-800-662-7094 * www.satrepc.com

This message is intended solely for the individual or entity to whom it is addressed and may contain information that is privileged, confidential, and exempt from disclosure under applicable state and federal law. If you are not the addressee, or are not authorized to receive for the intended addressee, you are hereby notified that you may not use, copy, distribute, or disclose to anyone this message or the information contained herein. If you received this message in error, immediately advise the sender by reply email and destroy this message.

May 29, 2007

Mayor Sid Leiken
City Council
C/o Gary Karp, Planner III
City of Springfield
225 Fifth Street
Springfield, Oregon 97477

Re: The Villages at Marcola Meadows
Metro Plan Amendment (LRP 2006-00027)
Zone Change (ZON 2006-00054)

Dear Mayor and Councilors,

Please accept this letter for the record regarding the above city files.

Goal 9, Adopted Plans and Findings
The adequacy of land inventories must be demonstrated by adopted and acknowledged studies and plans. Having provided adequate inventories of each type of land meeting Goal 9 and Goal 10 needs, local authorities should strive to maintain these inventories in an economically sustainable equilibrium. Once adequacy is established, a local jurisdiction may adjust those inventories as long as an adequate supply is maintained. In deliberating such adjustments, the approving authority may consider additional evidence. However, findings must be based solely on adopted and acknowledged studies and plans.

The SCLS is an adopted economic opportunity analysis acknowledged as meeting the requirements of Division 9. It is the most recent analysis even though it addresses Springfield only and was not incorporated into the most recent *Metro Plan* update. Prior to it, the most recent commercial land study was adopted in 1992, but that study dealt only with Eugene's portion of the metropolitan area. The last metro-wide commercial land economic opportunity analysis incorporated into a *Metro Plan* update and regarding the Springfield portion of the metro area came sometime before 1987. Because the standard planning period for these studies is 20 years, any conclusions drawn from this previous study would be invalid.

OAR 660-009-0010(4)(a) requires consistency with the most recent economic opportunities analysis and the comprehensive plan. It anticipates the inevitable situation when an economic opportunities analysis has been completed as a periodic review task, but its recommendations and policies have not yet been incorporated into the comprehensive plan. The most recent commercial lands study to be incorporated into the *Metro Plan* focused only on the Eugene area of the UGB (the 1992 Eugene study). Though many general economic goals, findings and policies in the *Metro Plan* are currently relevant to Springfield, many of them have been superseded by those in the *SCLS*.

Satre Associates, P.C.
132 East Broadway
Suite 536
Eugene, Oregon 97401
Phone 541.465.4721
Fax 541.465.4722
1.800.662.7094
www.satrepc.com

The *Springfield Natural Resources Study Report* is another document providing information relevant to Goal 9 findings. Adopted and acknowledged inventory updates may be used as a basis for approving a PAPA. An inventory that is acknowledged to meet the requirements of Goal 9 is relevant to subsequent decisions even if that inventory was conducted for a non-Goal 9 study. The *SNRS* presents updated, adopted and acknowledged inventories of commercial and industrial land.

The following tables present data taken only from adopted and acknowledged land inventories. They show the PAPA meets the requirements of Goal 9 and *OAR* Division 9 by maintaining an adequate supply of industrial land, adding to the relatively small inventory of medium density residential land, and reducing the projected deficit of commercial land.

Land Supply by Most Recent Acknowledged Type-Specific Study

			Acres				
General Use	UBG	Plan Yr	Inventory	PAPA Δ	Total	Δ%	Source
Med. Density Res.	Metro	2015	239	19	258	8%	*Metro Plan*
Commercial	Springfield	2015	-158	37	-121	23%	*SCLS*
Industrial (high est.)	Metro	2010	2,954	-56	2,898	-2%	*MILPR*
Industrial (low est.)	Metro	2010	2,432	-56	2,376	-2%	*MILPT*

Note that the commercial supply percentage change represents a reduction of the deficit.

Land Supply by Most Recent Acknowledged Post-Study Inventory

			Acres				
General Use	UBG	Plan Yr	Inventory	PAPA Δ	Total	Δ%	Source
Med. Density Res.	Metro	2015	239	19	258	8%	*Metro Plan*
Commercial	Springfield	2015	-172	37	-135	22%	*SNRS*
Industrial (high est.)	Metro	2010	2,122	-56	2,066	-3%	*SNRS*
Industrial (low est.)	Metro	2010	1,600	-56	1,544	-4%	*SNRS*

Note that the commercial supply percentage change represents a reduction of the deficit.

The applicant proposes the following alternative finding regarding Statewide Planning Goal 9 (Reference page 6-40 of the May 7, 2007, Springfield City Council AIS):

Finding: This application complies with Goal 9 by addressing the most current adopted and acknowledged land studies. The proposed PAPA shifts land from the industrial inventory to the commercial and residential inventories. The proposal maintains an adequate supply of industrial land based on the most recent industrial lands study and on cumulative adopted and acknowledged actions since that study was completed. The change to commercial designation is justified by the documented shortage of commercial land. The change to residential designation is justified by the demonstrated imbalance, analyzed in economic terms, between a plentiful industrial land supply and a relatively small residential land supply.

Compare the Proposed Master Plan to the Existing Conceptual Development Plan

We urge the Council to compare the proposed master plan before them with the conceptual development plan currently approved for a portion of the site. Under current designation, zoning, and CDP, nearly half of the site could be fully developed with only subdivision and site plan review. This is a rare opportunity for the city to approve a comprehensive and detailed master plan for a 100-acre development. Compare this to the level of control and detail in the existing CDP applying to only 56 of the 100 acres.

The Importance of Developing to Nodal Development Standards

Implementation of the Nodal Development Area overlay designation is an essential element of *TransPlan* and the City's efforts to meet State goals for transportation demand management. In May 2001, the LCDC approved the *Eugene-Springfield Alternative Plan and Performance Measurers* that mandated the implementation of a nodal development strategy. As part of that strategy, Springfield is to apply nodal development *Metro Plan* designations and zoning districts. This project will help the City meet its obligation.

The Choice Between CI and Nodal Development

The *Springfield Nodes Market Analysis* points out that CI development does not lend itself to viable nodal development. The Nodal Area overlay is a mismatch with the CI designation. Future development is very unlikely to accomplish both sets goals. The benefits of undetermined future development under the existing CDP must be weighed against benefits of the proposed Nodal and mixed-use Master Plan before you.

> "Jasper-Natron
> • Industrial uses may be incompatible with nodal development"
> *Springfield Nodes Market Analysis*, page vi.
>
> "Industrial development is usually not compatible with nodal development because it is typically land-intensive (low density) and needs to be segregated from other uses because of noise and emissions. Industrial land supply is relevant to a discussion of regional land supply conditions because industrial land is frequently re-zoned for other uses. The Eugene-Springfield area had about 2,500 acres of land in 1997 zoned for industrial uses, while demand was estimated to total 400–700 acres through 2020.[5]
>
> This surplus of industrial land, the potential shortage of residential land, and apparent shortage of commercial land in Springfield suggests that some industrial land in the region might get re-zoned for other uses."
>
> [5] Industrial land supply and demand estimated by ECONorthwest, *West Eugene Parkway: Industrial Lands Analysis*, 1997. We note that several things have changed regarding industrial supply in the last five years (e.g., land consumption by development, increasing environmental

> constraints). Moreover, at the state level there is increasing concern that though the amount of industrial land might be adequate in some aggregate, long-run, planning sense, the short-run supply of development-ready parcels, especially large ones, may be constrained. That, however, is not a concern for this study on nodal development."
> *Springfield Nodes Market Analysis*, page 3-13.

Will We Lose Family-Wage Jobs?
The City can rely on the remaining Gateway CI inventory and other industrial and commercial lands currently suitable for development until the 118-acre future supply of CI land in Jasper-Natron is available. The tangible benefits of the proposed development outweigh the risks. As the adage goes, "A bird in the hand is worth two in the bush." Please remember, the site was available before Gateway, but was and continues to be passed over for CI development.

Eliminating 56 acres of CI designation does not erase opportunities for the high-paying, traded sector employers in Springfield. We point again to the DLCD report to the Governor regarding conversion of industrial lands. It observed that the effort to preserve prime industrial land is primarily focused on high-impact industries with exacting or unique site requirements. The new-tech jobs that CI was intended to attract increasingly rely on commercial support and are becoming more like commercial uses – they can easily locate in commercially zoned areas. Factories producing widgets are disappearing, information services are taking their place.

Impact on Mohawk Redevelopment
The proximity of as many as 730 new households in Marcola Meadows will increase the income base within the Mohawk service area, and undoubtedly increase business.

It will be impossible for the commercial development in Marcola Meadows to absorb all the business these new residences will generate. As often happens in nearby commercial districts, it is much more likely the two areas will develop (and redevelop) together, than for one to be left behind.

What About School Overcrowding?
Materials drawn from the *2006 Facilities Advisory Report* and previously submitted into the record include analyses of all Springfield schools including Yolanda Elementary and Briggs Middle School. These materials demonstrate that school facilities in the system are underused. The report contains recommendations for dealing with these situations including the near-term addition of classrooms at Yolanda.

A key school capacity issue is the shift of student population from west Springfield to the east. Several facilities in the west are under-capacity, but at the same time are still needed and require repair or replacement. It can be difficult to justify updating a facility that is underutilized or will be in the future. The Maple school is the best example. Enrollment is down, but the school requires replacement nonetheless. Similar situations are faced at Springfield Middle School and Brattain Elementary.

An increase in attendance in west and central Springfield will help justify capital expenditures in such schools as Maple, Briggs and Yolanda.

In advance, thank your of your consideration of these materials.

Sincerely,

Richard M. Satre

Richard M. Satre, AICP, ASLA, CSI
President
Satre Associates, P.C.

RECEIVED
MAY 29 2007
BY:

May 29, 2007

Mayor Sid Leiken
City Council
c/o Gary Karp, Planner III - gkarp@ci.springfield.or.us
City of Springfield
225 Fifth Street
Springfield, OR 97477

Re: LRP 2006-00027/ZON 2006-00054, Plan Amendment and Zone Change

Dear Mayor and Councilors:

This letter is in response to the letter submitted by Goal One Coalition addressed to the City of Springfield Planning Commission, dated May 14, 2007.

Goal 2 – Land Use Planning

As indicated by the Goal One letter, Goal 2, Part I states that the information upon which land use decisions are made "shall be contained in the plan document or supporting documents." Nonetheless, Goal One argues that the Springfield Commercial Lands Study (SCLS) is merely an unacknowledged inventory and cannot be the basis of a planning decision because the study has not been acknowledged to be part of the Metro Plan. The letter cites *D.S. Parklane Development, Inc. v. Metro*, 165 Or App 1, 22, 994 P2d 1205 (2000) and *1000 Friends of Oregon v. City of Dundee*, 203 Or App 207, 216, 124 P3d 1249 (2005).

The *D.S. Parklane* case involved reliance upon an unacknowledged draft study, a document readily distinguishable from the SCLS. In the *City of Dundee* case, the City relied upon an unacknowledged buildable lands inventory (BLI) rather than the acknowledged plan inventory of buildable residential land in the comprehensive plan. The court determined that the BLI was not a "plan or a planning document."

Resolution 00-13 adopts the Springfield Commercial Lands Study as the policy document guiding the provision of commercial lands within the Springfield urban growth boundary. The resolution specifically

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finds the study to be consistent with the Periodic Review Order and Statewide Planning Goals and reflects that the study was a result of a periodic review order pursuant to Metro Plan Policy 32 of the Economic Element of the Metro Plan, which specified such a study as a task for periodic review. The study was acknowledged by LCDC in 2006.

As discussed below, Goal 9 required the type of change in land use designation here proposed to address not only the acknowledged comprehensive plan but the "most recent economic opportunities analysis." The SCLS is that analysis as it pertains to commercial lands within the Springfield Urban Growth Boundary.

Goal One also suggests that the SCLS cannot be considered because it does not address the entire metro urban growth boundary area. This is not a convincing argument. The Eugene Commercial Lands Study certainly does not address the whole metro area and, as to the Springfield Commercial Lands Study, it was made a periodic review task by DLCD. LUBA certainly did not have any difficulty on issues of its applicability when it applied the SCLS in *Jaqua v. City of Springfield*, 46 Or LUBA 134, 56 (2004). While multi-jurisdictional cooperation in implementation of OAR 660-009-0015 to OAR 660-009-0025 is "strongly encouraged" in the Goal 9 rule, it is not required. *See* OAR 660-009-0030(1).

Goal 9 – Economic Development

The new Goal 9 rule, effective January 1, 2007, is applicable to the present application. The "fixed goalpost rule" does not apply to either the comprehensive plan amendment or the zone change because the zone change is submitted contemporaneously with the comprehensive plan amendment. *See Friends of Applegate Watershed v. Josephine County*, 44 Or LUBA 786 (2003).

OAR 660-009-0010(4) states:

> "For a post-acknowledgement plan amendment under OAR chapter 660, division 18, that changes the plan designation of land in excess of two acres within an existing urban growth boundary from an industrial use designation to a non-industrial use designation, or any other employment use designation to any other use

> designation, a city or county must address all applicable planning requirements, and:
>
> > (a) Demonstrate that the proposed amendment is consistent with its most recent economic opportunities analysis and the parts of its acknowledged comprehensive plan which address the requirements of this division...."

The Agenda Item Summary packet, at pages 6-26 through 6-28, sets forth the applicant's analysis of the inventories for the affected inventories, medium density residential, commercial, and industrial. Updated tables are attached hereto as Exhibit A.

Goal One would argue that the analysis is deficient because:

> "The jurisdictionally focused SCLS does not analyze supply and demand for the entire Metro UGB area and cannot be relied upon to establish consistency with the requirements of OAR 660-009-0010(4), which establishes that the proposed PAPA be consistent with both the most recent economic opportunities analysis (i.e. the 2000 SCLS) and the comprehensive plan." Goal One letter, p. 5.

The SCLS is the most recent economic opportunity analysis for commercial lands. The only other analyses that exist in the Metro Plan area is the Eugene Commercial Lands Study, which, of course, only addresses the Eugene portion of the Metro Plan, and the Commercial Economic Opportunity Analysis incorporated into the Metro Plan, including the Springfield portion of the Metro Plan area, created sometime before 1987. The rule calls for consistency with the most recent economic opportunity analysis for the area. To not consider the SCLS would be inconsistent with that rule.

Goal One also faults heavy reliance on the 2000 SCLS to analyze supply and demand because no consideration is given to the amount of land added to the commercial inventory by means of applicant initiated and city approved zone changes and plan amendments since that study. The administrative rule calls for consistency with economic analysis and does not require an analysis updated by anecdotal information. It is noted, however, the SNRS did contain

inventory adjustments to the time of the study and reflects a shortage of commercial lands.

Goal One contends that reliance cannot be placed on the Springfield Natural Resource Study (SNRS), adopted by Ordinance No. 6150 on November 28, 2005. It is argued that, while the inventories might be relevant to the proposal, an analysis of the entire UGB area is necessary to establish an accurate picture of the supply of commercial lands. Here again, there is the unsupported assertion that any inventory that does not encompass the entire Metro area is of no import. There simply is no basis for this assertion. The SNRS is the last true inventory to be adopted and acknowledged.

Policies of the Economic Element of the Metro Plan

The policies most directly relevant to the proposal are Policies 6 and 12.

Policy 6 states:

> "Increase the amount of undeveloped land zoned for light industrial and commercial uses correlating the effective supply in terms of suitability and availability for the projections of demand."

Policy 12 states:

> "Discourage future *Metro Plan* amendments that would change development-ready industrial lands (sites defined as short-term metropolitan *Industrial Lands Special Study*, 1991) to non-industrial designations."

The Metro Plan addresses the issue of conflict between policies:

> "The respective jurisdictions recognize there are apparent conflicts and inconsistencies between and among some goals and policies when making decisions not based on the Metro Plan. Not all of the goals and policies can be met to the same degree in every instance. Use of the Metro Plan requires a balancing of its various components on a case-by-case basis, as well as a selection of those goals, objectives, and policies most pertinent to the issue at hand."

Oregon LUBA cases confirm that where plan policies conflict, the governing body may consider and balance those plan policies favoring some over others based on that balance. *See Welch v. City of Portland*, 28 Or LUBA 439 (1994).

Among the other factors, the particular language used in a policy can bear upon how those policies are weighed. Policy 6 clearly calls for an increase in the amount of undeveloped land "zoned for light industrial and commercial uses correlating the effective supply in terms of suitability and availability with projections of demand" while Policy 12 only seeks to "discourage" amendments changing industrial land to nonindustrial designations.

In *Bothman v. City of Eugene*, 51 Or LUBA 426 (2006), the policy called upon the City to "recognize" existing use and discouraged rezoning of the subject property. LUBA recognized that the policy expressed a clear policy preference that this particular parcel retain its existing zoning. LUBA stated:

> "While that preference is not absolute, and can be overcome by sufficient reasons and/or competing policy considerations, written context policy clearly requires the city to at least *consider* whether the applicant has established a basis to overcome that policy preference."

In that instance, the policy was directed at the particular property at issue and LUBA found the policy not mandatory but one that must be considered.

The Goal One Coalition argument that Policy 6 only speaks to zoning, not change in Plan designation, of land for commercial use has no validity. Obviously, additional land will not be available for rezoning to a commercial zone if the land is not redesignated for that purpose.

In the present case, the record establishes that the particular site has long been available for special light industrial use yet has not been developed with the CI uses. The site has constraints not recognized in the Metropolitan Industrial Lands Special Study. It is in proximity to the Kingsford charcoal plant, overhead electrical lines and nearby rail lines which cause problems to certain types of high technology industries. Also, not contemplated at the time of the Metropolitan Industrial Lands Special Study was a shortage of commercial lands in

Springfield revealed by the SCLS. The agenda packet on pages 6-28 through 6-34 puts forth additional justification for weighing Economic Element Policy 6 more heavily.

Goal One states that all 30 of the Economic policies "should be addressed in some manner." That is not the case. All relevant policies should be addressed.

Policy 5 – Provide existing industrial activities sufficient adjacent land for future expansion.

There is no evidence that there are existing industrial activities in the area of the subject site with need of additional adjacent land for expansion. The fact that the land has remained undeveloped for many years is indication that there is not the need for that expansion.

Policy 7 – Encourage industrial park development, including areas for warehousing and distributive industries and research and development activities.

This policy is irrelevant. It is directed to the issue of the manner of industrial development, i.e., in an industrial park rather than isolated developments.

Policy 9 – Encourage the expansion of existing and the location of new manufacturing activities which are characterized by low levels of pollution and efficient energy use.

Again, this policy is not relevant to the issue at hand. The policy encourages the nurturing of particular industries, those characterized by little pollution and energy efficiency.

Policy 15 – Encourage compatibility between industrially zoned lands and adjacent areas in local planning program.

The policy is irrelevant as are Goal One's comments under the policy.

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

The policy is directed to City "process" and "controls" and does not go the issue of whether this land should be converted to other uses.

While the policy directs the staff to encourage retention of large parcels of industrially zoned and designated land, the policy goes more to discouraging parcelization of such properties, which might discourage their use in a comprehensive manner.

Policy 21 – Reserve several areas within the UGB for large scale, campus type, light manufacturing uses.

Several areas, much larger than the subject site, remain for large scale, campus type light manufacturing use, as shown on the Metro Plan Diagram.

Policy 28 – Recognize the vital role of neighborhood commercial facilities in providing services and goods to a particular neighborhood.

This policy has no applicability to the proposal. The policy is directed primarily at making provision for and preserving the commercial facilities that serve particular neighborhoods.

The proposed redesignation is consistent within the policies of the Economic Element of the Metro Plan. LUBA will defer to Springfield's interpretation of those policies unless they are "clearly wrong." *See Jaqua v. Springfield, supra.*

The Goal One letter addressed Goal 10 – Housing. It criticizes a proposal for adding an additional 19 acres of residential land. The Metro Plan does not prohibit surpluses of the various inventories.

Goal 12 – Transportation is discussed in the Goal One letter. A transportation impact analysis has been submitted and approved by the City.

Goal One raises the issue of Goal 6 – Air, Water, and Land Resources Quality. Goal One contends that the additional traffic from this development will encourage more auto use and auto emissions and that this should be considered under Goal 6. LUBA has made clear that Goal 6 is limited, by its terms, to discharges from the proposed development itself. *See Marcott Holdings, Inc. v. City of Tigard*, 30 Or LUBA 101 (1995).

Goal One cites Goal 13 – Energy and finds that the proposed development is contrary to that goal because the Coalition deems it an

auto-dependent use. Goal 13 has rarely been relied upon as a basis for a decision in particular land use cases. The goal is primarily directed towards the development of local government land management implementing measures which maximize energy conservation and is not applicable to individual land use actions.

Conclusion

It is submitted that the application does satisfactorily address Statewide Goals, applicable policy documents, and the Metro Plan.

Respectfully submitted,

James W. Spickerman
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jca
cc: SC Springfield, LLC

Attachment: Exhibit A – Tables

EXHIBIT A

Land Supply by Most Recent Acknowledged Type-Specific Study

General Use	UBG	Plan Yr	Acres Inventory	PAPA Δ	Total	Δ%	Source
Med. Density Res.	Metro	2015	239	19	258	8%	*Metro Plan*
Commercial	Springfield	2015	-158	37	-121	23%	*SCLS*
Industrial (high est.)	Metro	2010	2,954	-56	2,898	-2%	*MILPR*
Industrial (low est.)	Metro	2010	2,432	-56	2,376	-2%	*MILPT*

Note that the commercial supply percentage change represents a reduction of the deficit.

Land Supply by Most Recent Acknowledged Post-Study Inventory

General Use	UBG	Plan Yr	Acres Inventory	PAPA Δ	Total	Δ%	Source
Med. Density Res.	Metro	2015	239	19	258	8%	*Metro Plan*
Commercial	Springfield	2015	-172	37	-135	22%	*SNRS*
Industrial (high est.)	Metro	2010	2,122	-56	2,066	-3%	*SNRS*
Industrial (low est.)	Metro	2010	1,600	-56	1,544	-4%	*SNRS*

Note that the commercial supply percentage change represents a reduction of the deficit.

ATTACHMENT 6
MAY 7TH CITY COUNCIL WORK SESSION MINUTES

ATTACHMENT

6-1

City of Springfield
Work Session Meeting

MINUTES OF THE WORK SESSION MEETING OF
THE SPRINGFIELD CITY COUNCIL HELD
MONDAY, MAY 7, 2007

The City of Springfield Council met in a work session in the Jesse Maine Meeting Room, 225 Fifth Street, Springfield, Oregon, on Monday, May 7, 2007 at 6:22 p.m., with Mayor Leiken presiding.

ATTENDANCE

Present were Mayor Leiken and Councilors Lundberg, Wylie, Ballew, Ralston, Woodrow and Pishioneri. Also present were City Manager Gino Grimaldi, Assistant City Manager Jeff Towery, City Attorney Joe Leahy, City Recorder Amy Sowa and members of the staff.

1. Proposed Amendments to the Metropolitan Area General Plan Diagram and the Springfield Zoning Map.

City Planner Gary Karp presented the staff report on this item. The subject site was formerly known as the "Pierce" property. The current Metro Plan designations and zoning are: Campus Industrial (56 acres), Medium Density Residential (35.7 acres) and Community Commercial (8.6 acres). The applicant requests approval of a: Type II Metro Plan diagram amendment to change the 56 acre Campus Industrial designation to: Community Commercial (11 acres); Medium Density Residential/Nodal Development Area (19 acres); and Commercial/Nodal Development Area (26 acres); and amendment of the Springfield Zoning Map from Campus Industrial to Community Commercial, Mixed Use Commercial and Medium Density Residential (same acreages). Both applications are interrelated; they both must be approved because of the required consistency between the Metro Plan designation and zoning. All issues related to the effects of the proposed development on neighboring properties raised during the Planning Commission public hearing are issues that will be addressed during the Master Plan review process, a condition of approval of these applications, which will be reviewed by the Planning Commission at a future public hearing. The Master Plan will contain proposed mitigations to positively respond to the issues raised by the neighbors. In making their decision on these applications, the City Council should consider if: the City will be better served by converting Campus Industrial land to Commercial and Multi-family Residential; Springfield's citizens, especially the neighbors, can be assured that a "quality" development will be constructed over time; and whether the removal of the Campus Industrial designation can be absorbed or should be offset by a commensurate addition of Campus Industrial designation elsewhere in the City as an element of the upcoming commercial/industrial land supply demand analysis.

Mr. Karp distributed materials that had been distributed to the Planning Commission of a Lowe's in Stockdale, Arizona. He also distributed the first diagram of the Metro Plan.

Councilor Ralston listed several concerns and questions: 1) How much industrial land was available in Springfield?; 2) How would the traffic issues be resolved? 3) Campus Industrial was a better fit for this area and would provide more living wage jobs; 4) It could work against redevelopment in the Mohawk area.

Mr. Karp asked Mr. Tamulonis to discuss the Industrial Lands in Springfield.

Mr. Tamulonis discussed the history of the Pierce Property and the property where WalMart was currently located. He discussed some of the issues with this area that had prevented other companies from locating in this area. He noted the large amount of Campus Industrial property still available in Gateway and other areas in Springfield, currently over 100 acres. The Jasper Natron area could also include nearly 180 acres of Campus Industrial property.

Transportation Planning Engineer Gary McKenney addressed the traffic issue. He said the application was for a plan amendment and zone change, and was required to address the Goal 12 Transportation Planning Rule. Conditions would be included in the plan analysis to meet Goal 12. Part of the master plan would require additional transportation analysis and other requirements at that time. The condition would include having no greater impact than if the property was developed as currently zoned.

Councilor Ralston said most traffic would take the Mohawk exit to access that area. He noted the difficulty with traffic in that area at the present time.

Mr. McKenney said one condition was to make a minor ODOT improvement now to address traffic issues. ODOT and the City would be involved in any transportation planning as appropriate. More analysis would be done during the master planning.

Councilor Lundberg asked about trip caps. She said one of the reasons PeaceHealth was a fit out in Gateway was because traffic mitigation could be done by scheduling hospital staff with different shifts. The proposal tonight included high amounts of residential and business with no set travel times. She asked how the trip caps were monitored.

Mr. McKenney said this calculation included both residential and commercial. It was not a trip cap, but a method of limiting the amount of development in each zone based on trips. It would be limited to the conditions recommended. The traffic analysis used a technique that considered the residential going to commercial. Without the residential within this development, there could be higher trips from travelers needing to travel from other locations. He explained one of the conditions of approval regarding trips.

Councilor Lundberg said she was not a proponent of planning too far in the future because things changed. The proposed site was never very good as Campus Industrial in the first place. She noted the consideration of having residential near places like Kingsford. It didn't seem residential would be a good fit in this area for a lot of reasons.

Councilor Pishioneri discussed nodal development and asked if there was currently a nodal designated in this area.

Mr. Karp said on page 6-117 in the agenda packet, there was a map of potential nodal development areas in the TransPlan. This property was located in Site 7C on that map.

Mr. Metzger said Council gave direction to staff for six nodal sites. The Pierce property was noted as a property with a high potential for nodal, but wasn't included in the top six. The Pierce Property could be a successful node.

A Councilor said it seemed contrary to where Council wanted to go for nodal development.

Mr. Metzger said the character and density of homes was important for nodal development.

Councilor Pishioneri said he noted a large list of neighbors with concerns. He hoped there had been and would be a lot of communication with the neighbors regarding their concerns.

Mr. Karp said the applicants had a neighborhood meeting before the Planning Commission public hearing. Many of the questions from the neighbors weren't addressed in the criteria of approval, but would be addressed in the master plan. The master plan would include mitigation conditions to hopefully address those issues. This application had not been as emotional as the Home Depot request several years ago. There were a lot of legitimate questions.

Councilor Woodrow asked what areas would involve ODOT.

Mr. McKenney said the interchanges at Mohawk and 42nd Street from Highway 126.

Councilor Wylie said it was exciting to see this type of development. She asked how many employees there would be at Lowe's.

The applicant, Mr. Satre, said he didn't know off hand.

Councilor Ralston asked if this would affect redevelopment in Mohawk. He asked about restrictions on truck traffic.

Mr. Karp said the master plan would include more detail.

Mayor Leiken said Council would hear testimony and conduct the first reading of the proposed amendment ordinances during their regular meeting. He reminded Council this application was for a zone change and Council needed to determine whether to allow something to move forward with different zoning. He said he was interested to hear what the public had to say.

2. Proposed Stormwater and Wastewater User Fees.

Environmental Services Manager Susie Smith presented the staff report on this item. She noted that for almost twenty years Gary Colwell had run the figures for these rates. With his passing came a need to have someone step in to do the work. She said she appreciated Jeff Paschall and Meg Alloco for stepping up and getting the figures prepared.

The current rates for local and regional wastewater and local stormwater user fees were adopted by the Council in May of 2006. At current rates, the local and regional wastewater user fees will not produce sufficient revenue to fully fund the proposed FY 07-08 budget and the Council-adopted Capital Improvements Program (CIP). The attached Council Briefing Memorandum provides an evaluation of alternative rate increase options for Council consideration. No rate increase is proposed for stormwater user fees.

Regional Wastewater User Fees. The Metropolitan Wastewater Management Commission (MWMC) adopted an 8% increase in regional wastewater user fees to become effective July 1,

ATTACHMENT 7
MAY 7TH CITY COUNCIL PUBLIC HEARING (FIRST READING) MINUTES

ATTACHMENT

7-1

MINUTES OF THE REGULAR MEETING OF
THE SPRINGFIELD CITY COUNCIL HELD
MONDAY, MAY 7, 2007

The City of Springfield Council met in regular session in the Council Meeting Room, 225 Fifth Street, Springfield, Oregon, on Monday, May 7, 2007 at 7:00 p.m., with Mayor Leiken presiding.

ATTENDANCE

Present were Mayor Leiken and Councilors Lundberg, Wylie, Ballew, Ralston, Woodrow and Pishioneri. Also present were City Manager Gino Grimaldi, Assistant City Manager Jeff Towery, City Attorney Joe Leahy, City Recorder Amy Sowa and members of the staff.

PLEDGE OF ALLEGIANCE

The Pledge of Allegiance was led by Mayor Leiken.

SPRINGFIELD UPBEAT

1. Earth Day Poster Winners.

Public Information and Education Specialist from the Environmental Services Department, Rachael Chilton, presented this item. This year marks the first Mayor's 5th Grade Earth Day Poster Contest. The contest is a way for the City of Springfield to connect with our community's children in a fun and educational way. Springfield is a city of rivers, bound by the McKenzie River to the north and the Willamette River to the south, making this year's theme of "keep our rivers clean" relevant to all of us who live here. Looking at the 225 entries, it was apparent that the children of this community understand the importance of protecting our waterways. Across the board the entries displayed artistic talent and bright ideas which made selecting the top five a very difficult job. The five winning posters will be on display in the lobby of City Hall through the month of May.

1st Place: Adeyline Starling Gabuya from Centennial Elementary
2nd Place: Antonio Escobedo Castro from Douglas Gardens Elementary
3rd Place: Bree Fowler from Thurston Elementary
4th Place: Tasha Flippen from Centennial Elementary
5th Place: Michael Williams from Douglas Gardens Elementary

Mayor Leiken said he was very impressed with the students that entered the contest. He called the winners forward and congratulated the three winners that were present.

2. Springfield Education Day Proclamation.

Mayor Leiken said Springfield School District held a literacy event at Lane Community College last year on Springfield Education Day. Mayor Leiken proclaimed May 31, 2007 as Springfield Education Day. He thanked the partnership with the TEAM Springfield members including the Springfield School Board.

Mayor Leiken opened the public hearing.

1. Rodger Terrall, 3117 North Ridge Way, Eugene, OR. Mr. Terrall was currently the president of the Relief Nursery Board. The Relief Nursery was requesting an amendment to the price for the decrease in footage found in the property. He thanked Council for the effort they had put into this project and asked for approval. They were located on 18th and M Street in Springfield and had been well received and gained a lot of support from the families. Mr. Terrall acknowledged School Superintendent Nancy Golden who served on the board.

Mayor Leiken closed the public hearing.

Councilor Ballew asked how the discrepancy occurred.

Mr. Ko explained. The appraisal was originally taken off Regional Land Inventory Database (RLID). RLID was not down to the exact square footage, but the property had now been accurately surveyed.

Councilor Ralston asked if part of the change was because 42nd Street was widened.

Mr. Ko said that was part of the change. He explained.

IT WAS MOVED BY COUNCILOR LUNDBERG WITH A SECOND BY COUNCILOR WOODROW TO ACCEPT WITH CONDITIONS THE OFFER FOR THE RELIEF NURSERY TO PURCHASE CITY-OWNED PROPERTY AT 870 SOUTH 42ND STREET. THE MOTION PASSED WITH A VOTE OF 6 FOR AND 0 AGAINST.

3. Proposed Amendments to the Metropolitan Area General Plan Diagram and the Springfield Zoning Map.

   ORDINANCE NO. 1 – AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN GENERAL PLAN DIAGRAM BY REDESIGNATING 56 ACRES FROM CAMPUS INDUSTRIAL TO: COMMUNITY COMMERCIAL; MEDIUM DENSITY RESIDENTIAL/NODAL DEVELOPMENT AREA; AND COMMERCIAL/NODAL DEVELOPMENT AREA ON LAND LOCATED NORTH OF MARCOLA ROAD AND EAST OF 28TH/31ST STREETS. (FIRST READING)

   ORDINANCE NO. 2 – AN ORDINANCE AMENDING THE SPRINGFIELD ZONING MAP BY REZONING 56 ACRES FROM CAMPUS INDUSTRIAL TO: COMMUNITY COMMERCIAL; MEDIUM DENSITY RESIDENTIAL; AND MIXED USE COMMERCIAL ON LAND LOCATED NORTH OF MARCOLA ROAD AND EAST OF 28TH/31ST STREETS. (FIRST READING)

City Planner Gary Karp presented the staff report on this item. The subject site was formerly known as the "Pierce" property. The current Metro Plan designations and zoning are: Campus Industrial (56 acres), Medium Density Residential (35.7 acres) and Community Commercial (8.6 acres). The applicant requests approval of a: Type II Metro Plan diagram amendment to change the 56 acre Campus Industrial designation to: Community Commercial (11 acres); Medium Density Residential/Nodal Development Area (19 acres); and Commercial/Nodal Development Area (26 acres); and amendment of the Springfield Zoning Map from Campus Industrial to

Community Commercial, Mixed Use Commercial and Medium Density Residential (same acreages). Both applications are interrelated; they both must be approved because of the required consistency between the Metro Plan designation and zoning. All issues related to the effects of the proposed development on neighboring properties raised during the Planning Commission public hearing are issues that will be addressed during the Master Plan review process, a condition of approval of these applications, which will be reviewed by the Planning Commission at a future public hearing. The Master Plan will contain proposed mitigations to positively respond to the issues raised by the neighbors. In making their decision on these applications, the City Council should consider if: the City will be better served by converting Campus Industrial land to Commercial and Multi-family Residential; Springfield's citizens, especially the neighbors, can be assured that a "quality" development will be constructed over time; and whether the removal of the Campus Industrial designation can be absorbed or should be offset by a commensurate addition of Campus Industrial designation elsewhere in the City as an element of the upcoming commercial/industrial land supply demand analysis.

Mr. Karp said this was a quasi-judicial public hearing and DeNovo. DeNovo meant there would be no limitations on who testified or what evidence was offered. At the commencement of a public hearing such as this, it was stated in ORS 197.763(5) that the criteria of approval must be listed. The zoning map amendment was from 12.030(3) of the Springfield Development Code and criteria of approval were a) consistency with applicable Metro Plan policies and Metro Plan Diagram, and b) consistency with applicable Refinement Plans, Plan District Maps, conceptual development plans and functional plans. The property was presently provided with adequate public facilities, services, and transportation to support the use. The above noted services and transportation networks were planned to be provided concurrently with the development of the property. The Metro Plan criteria of approval were from Section 7.070(3): a) the amendment must be consistent with the relevant statewide planning goals adopted by the Land Conservation and Development Commission (LCDC) and b) adoption of the amendment must not make the Metro Plan internally consistent. The staff report was utilized using those criteria. The testimony should adhere to those criteria or other criteria in the plan or land use regulation which the person believed applied to the decision. Failure to raise an issue accompanied by statements or evidence sufficient to afford the decision maker or parties an opportunity to respond to the issue precluded appeal to the Land Use Board of Appeals (LUBA) based on that issue.

Mr. Leahy said for the citizens testifying tonight, the criteria were noted in the staff report and on the wall behind the Council. The hearing was quasi-judicial and DeNovo. DeNovo meant that any issue, procedural or substantive, could be raised that was relevant to the approval criteria. Quasi-judicial meant that certain due process procedural rights were associated with this decision making process. Those rights included the right to notice (which had been done), the right to present evidence, the right to have a written decision based upon standards (set forth in the criteria), and to an impartial decision maker, the Council. The primary purpose of this hearing was to establish a record upon which a decision could be made. The evidentiary rules associated with the hearings were less restrictive than those used in Circuit Courts and all relevant testimony (relating to the criteria), including heresy testimony, could be considered. It was important to note that those giving testimony were to raise procedural and substantive issues at this hearing, or they would be prohibited or precluded from raising those issues subsequently on an appeal before the Oregon LUBA. If they raised an issue, they must support it with statements or evidence sufficiently specific so the Council could understand it and the Council had an opportunity to respond to the concern or issue. The applicant must raise any concerns regarding any proposed

conditions of approval to preserve their right to appeal and/or to seek damages in Circuit Court, which would be on a Dolan claim.

- Burden of Proof: In this proceeding, the burden of proof was on the applicant to show by a preponderance of the evidence that all of the applicable approval criteria (noted in the staff report and on display behind the Council) had been met. The record in this manner consisted of the application and any supporting information; any staff report and any supporting documents; and any testimony and documentary evidence admitted during the Planning Commission hearing and the City Council hearing. If anyone wanted an item entered into the record, they needed to present it to the City Recorder orally or in writing. If there was any question whether any materials were in the record, the person submitting the testimony should make a point of asking that it be accepted into the record. By statute, anyone giving testimony had the right to request that the record be held open for seven days. They did not have to give a reason for the request, but must make the request before the hearing was closed. If new evidence was introduced during that time, the record may be held open for an additional period of time to allow other parties an opportunity to respond to the evidence. He gave an example. In a DeNovo hearing, the applicant always had the last word. There was also the ability of anyone to request continuance of the hearing, which was different than keeping the record open. A continuance of the hearing was discretionary with the City Council and the party requesting it must show that prejudice to his or her rights would not be cured by merely holding the record open, or the City Council could decide on its own that they wanted additional information and hold the hearing open.

- Testimony: This hearing was being recorded on tape. He asked those that wished to testify to follow a few procedures: 1) Testify from the podium, not from the audience. Don't holler something to the Council and expect it to show up in the record in approval or non-approval of a statement; 2) Begin testimony by stating your name, address for the record. This would enable the City Recorder and Council to identify the testimony offered by each speaker and will assist in creating a transcript of the hearing if that is necessary; and 3) If you want a written copy of the written decision, please provide your name and address to the City Recorder.

Mr. Leahy outlined the procedure the Mayor would follow:

1. applicant testimony
2. testimony by those in favor
3. testimony by those neutral
4. testimony by those opposed
5. staff summary if staff chooses to summarize or respond to information presented or questions from the Council
6. rebuttal by the applicant
7. public hearing closed unless Council determines to extend the public hearing.
8. discussion of the public hearing and whether or not to keep the public record open
9. discussion on policy issues and compliance with adopted plans
10. decision by Council– the decision could be tonight or after the record was kept open or after the public hearing was continued.

The Council would issue a written decision within a specified time of the date the record was closed at another hearing. Council would give direction regarding a decision and the staff would present findings for the Council. Any person that participated in this hearing or was

on the record before the Planning Commission may appeal the Council's decision to the LUBA. Please consult an attorney regarding a deadline for that appeal and the form of the appeal.

- Impartiality: The Oregon Land Use Law required that the Council disclose any exparte contacts or conflicts of interest related to this matter and allow any person to challenge the Councilor for bias. Generally, a conflict of interest involved a situation where the decision maker, his or her family, or business would benefit or suffer by the decision. An exparte contact was a communication to the decision maker that included substantive issues regarding the application and occurred outside the public venue.

Mr. Leahy asked for any ex parte contact or conflict of interest.

There were no conflicts of interest or ex parte contact from the Mayor and Council.

Mr. Karp asked Council to turn to page 4 - 5 of the zoning ordinance, condition #1. In that condition, number 10 stated "either/or". Upon further review of that condition, staff determined it should be made clearer. Staff discussed the change with the applicant, and the applicant concurred with the change. He said when the ordinance came back to the Council, staff would prefer the "or" language.

Mr. Karp described the property and the Metro Plan amendment and zoning amendment being requested. Council needed to consider whether the City would be better served with this zone change. Springfield citizens, especially neighbors, could be assured that a quality development would be constructed over time. He discussed the possibility of additional Campus Industrial property in other parts of the City. Staff recommended approval of both applications with conditions.

Mayor Leiken called the applicant forward.

1. Rick Satre, President of Satre and Associates, 132 East Broadway, Suite 536, Eugene, Or.
   Mr. Satre said he was the applicant's representative. He said tonight's hearing was regarding planning and zoning, yet much had been said in prior testimony and in the media about a certain home improvement center. These applications were not about Lowe's or any other home improvement center or any other particular tenant or occupant. If Lowe's went away, the project would go on. If Lowe's were to move to another site in Springfield, this project would go on. Tonight's hearing was about a 100 acre master plan community, a mixed-use, residential, commercial master plan. This property had long been known as the Pierce Property, and was now a master plan community known as the Villages at Marcola Meadows. He referred to a slide show that showed the potential development and the type of buildings that would be included in this area, including open space. He said this community would be good for Springfield and would offer exciting places to shop, a high quality outdoor environment, and a sufficient amount of open space. He said within the 100 acres, 54.7 acres would be medium density residential and the balance would be commercial. Of the 54.7 residential, nearly twenty percent would be dedicated as common open space available to the public at large. There would be a wide variety of uses, occupations, and residences within this master plan community. In addition to medium density residential and a number of residential types, there would be a number of commercial types, including opportunities for a high quality office environment integrated with open space and pedestrian connections.

There would be a variety of places to live including townhomes, apartments and cottages. The master plan community was paying attention to the concerns expressed by the neighborhood and the community at large. The applicant held a neighborhood meeting on March 14 at Briggs Middle School, with nearly 80 attending. Forty signed up on the attendance sheet, the applicant took questions and provided written response to those that entered their name and address on the sheet. Their written responses were part of the public record.

Mr. Satre discussed the color booklet that was received into the public record and by the Council. He then entered into the record three new documents: 1) pie chart indicating that of 100 acres, twenty percent of the residential would be open space, accessible to the community at large, including a 1.5 acres addition to the undeveloped Willamalane Pierce Park, connections to the Eugene Water and Electric Board (EWEB) corridor, and connections to the school grounds. The applicant had met with the representatives from the school district, from EWEB and Willamalane to make sure that as the master plan took shape, the applicant would respect those existing community resources and make due connections and relationships with the proposed master plan and those existing parks and school grounds; 2) a digital image of what the facility would look like from the south side of Marcola Road showing that the mountain views would still be visible. They were proposing a thirty foot landscaped buffer from the north side of the Marcola Road right-of-way; and 3) a one-page, two-sided document that was originally shared with the neighbors at the neighborhood meeting to provide a little more narrative about the vision behind Marcola Meadows.

Mr. Satre explained why he felt Council should approve these proposals. The request met all applicable criteria as stated by staff and agreed upon by the Planning Commission. The applicant had worked with staff over the last eighteen months to develop a master planned community which met all applicable criteria, met Springfield's goals for residential densities, applied the nodal overlay for this development and limited vehicle trips. The applicant was implementing Springfield's recently adopted mixed-use commercial zone. The nodal and mixed-use commercial zone would help Springfield comply with TransPlan and with TPR regarding trip reduction. In addition, they were best utilizing vacant land within the urban growth boundary (UGB). This project would add to the tax base and would create jobs. The applicant had met with the neighborhood, representatives from the school district, EWEB, Willamalane, and DLCD regarding statewide goal compliance, particularly with respect to the land inventory and the job creation.

Mr. Satre said in the adopted and acknowledged inventories for commercial and industrial land within the plan year of 2015, there was a documented shortage of commercial lands in the community. There was also a documented projection of surplus industrial land in the community. In the Campus Industrial (CI) district in Springfield, as of March 13, 2007, there was still 116 acres of vacant CI land in the Gateway area. There was also a possibility of a large amount of CI would be designated in the Jasper Natron area.

Mr. Satre summarized his presentation. Demand for industrial manufacturing uses originally intended for this CI district had greatly diminished. The Pierce Property had been shovel ready CI land for over thirty years, but there had been no CI development proposal submitted. The original Special Light Industrial (SLI) and later CI designation of this property was adopted to assist in the diversification of the metro areas decline in the wood products industry twenty to twenty-five years ago. There was a change in market forces regarding the

high tech industry that CI was intended to address. He gave the example of Sony Manufacturing locating in Springfield, but then later closing due to new technologies. The last industrial use that was developed in the Springfield community on CI land was ten years ago. There was not a high demand for industrial property in Springfield. In the adopted acknowledged inventories there was projected to be a surplus of nearly sixteen hundred acres of industrial land in the metro area, while there was nearly a two hundred acre deficit of commercial land in Springfield alone. Mr. Satre said this proposal satisfied Goal 9 and DLCD's concern regarding land supply. The applicant met with staff and DLCD representatives and discussed their concerns. The City's findings needed to be based on the adopted and acknowledged inventories. In addition, the applicant had communicated with representatives from the Oregon Department of Transportation (ODOT) regarding traffic. The applicant proposed a trip cap. This was not a limit on trips, but was a limit on trip generation development so that under the proposed planning and zoning, the trip generating development (i.e. the amount of square foot of commercial use and the number of dwelling units) would not exceed the trip generation that could occur under the existing planning and zoning. In addition to that, there was a letter from ODOT in the agenda packet, stating that ODOT had reviewed and agreed with the applicant's traffic analysis and mitigation. The applicant was planning a number of improvements to City street system, and the ODOT controlled on and off ramps at I-105 and the Mohawk Road overpass. Springfield and its citizens would be better served by changing CI to commercial land due to the current shortage. This proposal introduced equilibrium in the supply by increasing the supply of commercial land. Addressing the projected shortage would assist with economic development.

Mr. Satre thanked Council for their consideration. He said he would be available after the public hearing for any questions.

Mayor Leiken opened the public hearing.

1. Karen Boden, 2187 North 23rd Street, Springfield, OR. Ms. Boden said she lived directly behind this property. She said with a total of 192 homes, 123 townhouses and 120 apartments, that would equal 435 dwellings in that area. She said she was concerned with the schools in that area because Yolanda Elementary, Briggs Middle School and Thurston High School were already very full. She discussed trip generation and felt that the traffic numbers would be very high. Living directly behind this development, she was concerned with the waterway and asked if there would be a barrier. She asked if there would be a wall to keep the noise level down for the residential area. She said she was opposed to this development. She would prefer to see a retaining wall, but noted she would no longer see the mountains from her location. She said all of those from the neighborhood were nervous and trying to help each other fill out their cards, but the developer was standing nearby.

2. Jean Fraga, 2074 Lomond Ave., Springfield, OR. Ms. Fraga said she lived on Lomond Avenue for thirty-eight years. She said some of the lots in the original subdivision were a quarter of an acre. She said she was concerned about packing too many homes in this area and was most concerned about putting another home improvement store in this area. There was already a Jerry's nearby.

3. Gail Wagenblast, 2457 Otto Street, Springfield, OR. Ms. Wagenblast said she was opposed to this proposal. More than the commercial development, she was opposed to adding more

medium density residential. There was not a shortage of housing in Springfield. She said the neighbors had gotten mixed messages from the developer on what type of housing they wanted to incorporate. She said it could equate to 228 additional residences on the nineteen acres, if there were twelve homes per acre. She said Briggs Middle School was very full and she was not sure where any new students would fit. She said the lot size was a concern because it gave no area for children to play. She said part of the open space was in the commercial area. She referred to the thirty foot swatch along the road which was part of their open area. That area was not suitable for children to play. She said we couldn't rely on the schools to allow kids to play there because part of the schoolgrounds could have to be used to build something new. Another concern was the drainage system. She said the system didn't work now in the area and adding all the cement and buildings with no additional drainage would be a problem. The roads around that area flooded every winter. She referred to the argument that we have a surplus of CI in the Gateway area, but most of that CI land was not usable and was located in the flood plain. She referred to the limited vehicle trips and noted that they were adding 1491 parking spots to this development. If they weren't planning on having cars drive to this area, they wouldn't need that many spaces. The traffic was also a concern.

4. Nancy Falk, 2567 Marcola Road, Springfield, OR. Ms. Falk said she had owned the property since 1957. It was created as North View Subdivision by former Governor Bob Straub and she noted that the Jasper Road Extension was named after Mr. Straub. She said a better way to honor him would be by not placing this development in this area. She asked why the applicant would want to put a home improvement store in the middle of this development. She said there was no need for another home improvement store with Jerry's nearby. There were other places available for development, such as Centennial and Mohawk or Glenwood. She said there was property on the old Wildish property south of Franklin Boulevard. The parcel was on the west side and had a railroad spur which could be beneficial for a home improvement store. It was also off the main thoroughfare and could draw traffic from other areas.

5. Lou Christian, 80767 Turkey Run Road, Creswell, OR. Mr. Christian said he represented the Plumbers and Steamfitters Local 290 on 2861 Pierce Parkway in Springfield. He said they were opposed to seeing this project put in with the rezoning of the CI area. The current zoning was meant to provide family wage jobs and the commercial and residential would add more residents to the area with lower paying jobs than generally CI would present. This would reduce the CI inventory by nearly one-third and much of what would remain would not be usable for any medium sized campus. It would take out a very vital part of the CI inventory. He noted that CI and Industrial were very different. Lowe's built a regional distribution center using a lot of tax money from people in Oregon through economic development funds and used many out of state contractors. The union strongly recommended retaining CI in this area. It was needed to provide family wage jobs. He referred to an article in the Oregonian that came out April 30, 2007 titled "The Payrolls Grow, but not so the Paychecks". The article discussed the industry that was left and the downward spiral of the wages. He provided a copy of the article to the City Recorder for the record. Bringing in this type of development and more houses put more pressure on the wages. Mr. Christian requested that the record remain open for 7 days.

6. Brian Jones, 2491 16th Street, Springfield, OR. Mr. Jones said he approved of mixed-use and commercial, as the City had a great need for that. He grew up in the area and yet often had to

go to Eugene for shopping. He would prefer to stay in Springfield. The only commercial area Springfield had was Gateway and that area would be inconvenient with the added facilities going into that area. Having a commercial area centrally located would be a benefit to the community. He said it depended on the type of housing that was put in to the development and also the commercial use located there. He referred to the shopping center off Coburg Road that had turned itself around. He noted the development in outlying areas because of shortage of housing in Springfield. He said it did put a burden on the schools and infrastructure, but there were ways to get around those issues. We needed to look at ways to improve our community, not detract from it. If done in the right way, this commercial center and housing could be a significant benefit to the Springfield area.

7. Lauri Segel, Goal One Coalition, 642 Charnelton #100, Eugene, OR. Ms. Segel said she was a committee planner and although she didn't live in Springfield, she lived in the Eugene/Springfield community and did care about livability. She commented on issues regarding Goals 9 and 12 and nodal development. She felt that staff incorrectly dismissed the applicability of the provisions of Goal 9, administrative rules that became effective January 2007. Staff's response to written and oral testimony insinuated that because the application was submitted in September of 2006, prior to the effective date of changes made to Goal 9 by DLCD, that the new rules didn't apply. That was incorrect. ORS 227.178(1) established that "except as provided in subsections (3) and (5) of this section, the governing body of the City or its designee shall take final action on an application for a permit, limited land use decision or zone change (of which a plan amendment is not part of) including resolution of all appeals under ORS 227.189, within 120 days after the application is deemed complete." The current proposal included a plan amendment, which was not a permitted land use decision or zone change, ORS 197.175(2) states, "pursuant in relevant part, each City and County in this state shall prepare, adopt, amend and revised Comprehensive Plan in compliance with the goals approved by the Commission." This provision establishes that plan amendments must comply with the goals. In this case, that meant the new Goal 9 rules. Ms. Segel spoke regarding the industrial land. The applicant mostly relied on two of the thirty-two economic element policies in the Metro Plan, Policies 6 and 12. The applicant seemed to believe that Policy 6 was imperative and provided clearer guidance than Policy 12; however, this policy addressed zoning only, not plan designation and concerned the necessity of having adequate supplies of land of both commercial and industrial designation, and said nothing concerning the applicability of favoring one plan designation over the other. Policy 12 stated "discourage future Metro Plan amendments that would change development ready industrial lands, sites identified as short term in the Metropolitan Industrial Lands Special Study, to non-industrial designation".

8. Darlene Hrouda, 2595 Marcola Road, Springfield, OR. Ms. Hrouda said she had a lot of concerns because she lived on Marcola Road. Traffic was already bad enough and she had trouble getting out of her driveway. She said a speeding car just rolled over in her neighbor's yard. She was not as opposed to the industrial part as she was the residential. She said there could be about 489 residences, totaling about 1200 people with between 500 – 1200 cars a day in and out of there in an area that was already saturated. She said there were not enough roads to support that amount of traffic. She said she moved to Springfield from Eugene because it was more open than Eugene. She had a problem with overcrowding the schools and there would be nowhere for the kids in this development to play and they would get into trouble. She was concerned about what this development would do to their property taxes as

homeowners and the property value. She had real concerns and would like to request to leave the record open.

IT WAS MOVED BY COUNCILOR LUNDBERG WITH A SECOND BY COUNCILOR WOODROW TO LEAVE THE WRITTEN RECORD OPEN FOR ONE WEEK UNTIL 5:00 P.M. ON MAY 14, PROVIDE THE APPLICANT AND STAFF ONE ADDITIONAL WEEK TO RESPOND TO THIS TESTIMONY AND RECONVENE FOR COUNCIL CONSIDERATION OF THIS APPLICATION AT 7:00 P.M. ON JUNE 4 IN THESE CHAMBERS. THE MOTION PASSED WITH A VOTE OF 6 FOR AND 0 AGAINST.

Staff response:
Mr. Karp said some of the issues addressed were not to the criteria of approval and would be addressed during the master plan process if the amendments were approved by Council. He said staff would review the issues related to Goal 9 and Goal 12. Staff would also review what was submitted into the record tonight and reply on June 4.

Applicant rebuttal:
Mr. Satre said a number of legitimate concerns were expressed tonight and deserved due consideration. The master plan would address those issues, such as drainage, noise, etc. There would be public notice and a public hearing for the master plan. He addressed the concern regarding school overcrowding. On page 7-21 of the agenda packet, there was a letter from the Springfield Public Schools stating that there was adequate capacity in the school system for all of the allowable housing on these acres. With respect to the open space, someone had testified that the thirty foot setback along Marcola Road was part of the open space and that was incorrect. Twenty percent of the residential acreage would be the common open space. He addressed the issues regarding Goal 9, Metro Plan Policies 6 and 12 being in conflict with each other. He encouraged Council to continue reading or re-read their packet, in particular page 6-28 of the packet which included a Metro Plan statement that said it was o.k. if there were conflicts and inconsistencies between various policies within the Metro Plan. When local jurisdictions discovered that there may be inconsistencies and conflicts, it was up to Council to sort those out. In regard to density, number of housing, traffic, and things related to trip generation, he reminded Council that they had voluntarily proposed a trip cap. He reiterated that trip cap was not a limit on trips, but a limit on the amount of commercial square footage, a limit on dwelling units so that the number of trips generated by this development would not exceed the number of trips that would be generated by the existing planning and zoning use.

Mr. Satre thanked Council for their consideration.

Mayor Leiken said the written testimony would continue to be open for one week. No decision would be made tonight.

Mr. Leahy said there would be no public testimony on June 4. Written testimony would be open until 5:00pm on May 14.

Councilor Ralston asked which items discussed were part of the criteria. He asked if TransPlan was part of the Metro Plan. Yes. Anything related to traffic had relevance to the criteria.

Councilor Lundberg said she would like a follow-up with the School District. She asked where the two new schools would be located that were part of the School District's last bond measure.

She wanted to know if that was why the district was saying they could accommodate, or would it mean moving students to other areas. She would like more clarification regarding absorbing students. There was something currently in the legislature regarding school input when development was proposed. It was a critical issue to this application.

Councilor Ballew asked about the written record being held open.

Mr. Leahy said the record was being held open for one week, until Monday, May 14 at 5:00pm. He suggested a slight change to the rest of the schedule. He suggested that if any new information came in during that week by either the applicant or anyone opposed to the development, either party could comment on the new information during the next week (through May 21). There could be a three day time period after that for the applicant to make any rebuttal and no new information could be introduced at that time. Per Councilor Lundberg's request, new information would be entered into the record that would need comment.

- First period: Written record open through 5:00pm on May 14
- Second period: Respond to new information from all parties through May 21
- Third period: Applicant to file rebuttal by May 29

Jim Spickerman, attorney for the applicant, 975 Oak Street, Suite 800, Eugene, Oregon addressed Mr. Leahy regarding the timeline. He said by statute, the applicant had one week for their argument. He also noted that during the last week, he could comment on anything in the record, not just new information.

Mr. Leahy asked Mr. Karp about time for staff to prepare the information to bring back to Council.

Mr. Karp said in order for him to prepare the information for the Council packet, he would need to schedule this to come back for the meeting on June 18.

Mr. Leahy said he would prefer to have a record that everyone could be involved in and the Council had all the information it needed.

Mayor Leiken noted that he would not be in attendance on June 18.

Mr. Leahy said if there was a tie, the Council could continue the meeting and the Mayor would review the record before coming back for a final decision.

Councilor Ralston asked about a park called Pierce Park that was shown on the map. He asked if Pierce Park was private or a Willamalane Park.

Mr. Satre said it was Willamalane property that had not yet been developed. Pierce Park was the name given to that property by Willamalane.

Mayor Leiken thanked all those that had come to testify before Council and for their thoughtful testimony.

NO ACTION REQUESTED. FIRST READING ONLY.

ATTACHMENT 8
ORDINANCE AMENDING THE METRO PLAN DIAGRAM

ATTACHMENT

8-1

ORDINANCE NO. _____ (General)

AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN GENERAL PLAN DIAGRAM BY REDESIGNATING 56 ACRES FROM CAMPUS INDUSTRIAL TO: COMMUNITY COMMERCIAL; MEDIUM DENSITY RESIDENTIAL/NODAL DEVELOPMENT AREA; AND COMMERCIAL/NODAL DEVELOPMENT AREA ON LAND LOCATED NORTH OF MARCOLA ROAD AND WEST OF 28TH/31ST STREETS.

THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD FINDS THAT:

WHEREAS, Article 7 of the Springfield Development Code sets forth procedures for Metro Plan diagram amendments; and

WHEREAS, on September 29, 2006, the applicant initiated the following Metro Plan diagram amendment:

> Redesignate 56 acres of land from Campus Industrial to: Community Commercial (11 Acres); Medium Density Residential/Nodal Development Area (19 Acres); and Commercial/Nodal Development Area (26 Acres), Case Number LRP 2006-00027, Tax Lot 01800, Assessor's Map 17-02-30-00 and Tax Lot 02300, Assessor's Map 17-03-26-11; and

WHEREAS, on January 9, 2007, staff determined to consider the application to be complete; and

WHEREAS, on March 14, 2007, the applicant held a neighborhood meeting to explain the proposed development to the nearby residents: and

WHEREAS, on March 27, 2007, the Springfield Planning Commission held a work session and a public hearing to accept testimony and hear comments on this proposal. A request was made to hold the written record open for 7 days. The Planning Commission closed the public hearing and voted to hold the written record open until April 3, 2007; allow rebuttal by the applicant and staff by April 10, 2007; and to reconvene on April 17, 2007 to deliberate and make their decision; and

WHEREAS, on April 17, 2007, the Springfield Planning Commission accepted the written materials into the record, deliberated and voted 5 in favor, 2 opposed, to forward a recommendation of approval, with conditions to the City Council; and

WHEREAS, on May 7, 2007, the Springfield City Council held a work session and a public hearing (first reading) to accept testimony and hear comments on this proposal. A request was made to hold the written record open for 7 days. The City Council closed the public hearing and voted to hold the written record open until May 14, 2007; allow rebuttal by any person submitting written materials by May 21, 2007; allow rebuttal by the applicant by May 29, 2007; and to reconvene on June 18, 2007 to consider the written materials and deliberate.

WHEREAS, on June 18, 2007, the Springfield City Council accepted and considered the additional written testimony and is now ready to take action on this proposal based upon the above recommendation and the evidence and testimony in the entire record in the matter of adopting this Ordinance amending the Metro Plan diagram.

NOW THEREFORE, THE CITY OF SPRINGFIELD ORDAINS AS FOLLOWS:

Section 1: The above findings, and the findings set forth in Exhibit A and incorporated herein by reference are hereby adopted.

Section 2: The Metro Plan designation of the subject property is hereby amended from Campus Industrial to: Community Commercial; Medium Density Residential/Nodal Development Area; and Commercial/Nodal Development Area, more particularly described in Exhibit A and incorporated herein by reference.

Section 3: The legal description of the entire property is specified in Exhibit B. The proposed Metro Plan diagram boundaries are shown on the map in Exhibit C. The precise boundaries of the Metro Plan diagram boundaries described in Exhibit A shall be determined as a condition of approval of the required Master Plan.

ADOPTED by the Common Council of the City of Springfield by a vote of ____ for and ____ against, this ____ day of _____, 2007.

APPROVED by the Mayor of the City of Springfield, this ____ day of _____, 2007.

ATTEST:

_____
Mayor

_____
City Recorder

VIEWED & APPROVED
AS TO FORM
6/12/07
OFFICE OF CITY ATTORNEY

EXHIBIT B

K & D ENGINEERING, Inc.

Engineers • Planners • Surveyors

Legal description
For
"Marcola Meadows" Comp Plan and Zone Change

Two (2) Parcels of land located in Springfield, Oregon that are more particularly described as follows:

Parcel 1

Beginning at a point on the North margin of Marcola Road, said point being North 89° 57' 30" East 2611.60 feet and North 00° 02' 00" West 45.00 feet from the Southwest corner of the Felix Scott Jr. D.L.C. No. 51 in Township 17 South, Range 3 West of the Willamette Meridian; thence along the North margin of Marcola Road South 89° 57' 30" West 1419.22 feet to the Southeast corner of Parcel 1 of Land Partition Plat No. 94-P0491; thence leaving the North margin of Marcola Road and running along the East boundary of said parcel 1 and the Northerly extension thereof North 00° 02' 00" West 516.00 feet to a point on the South boundary of NICOLE PARK as platted and recorded in File 74, Slides 30-33 of the Lane County Oregon Plat Records; thence along the South boundary of said NICOLE PARK North 89° 57' 30" East 99.62 feet to the Southeast corner of said NICOLE PARK; thence along the East boundary of said NICOLE PARK North 00° 02' 00" West 259.82 feet to the Northeast corner of said NICOLE PARK, thence along the North boundary of said NICOLE PARK South 89° 58' 00" West 6.20 feet to the Southeast corner of LOCH LOMOND TERRACE FIRST ADDITION, as platted and recorded in Book 46, Page 20 of the Lane County Oregon Plat Records; thence along the East boundary of said LOCH LOMOND TERRACE FIRST ADDITION North 00° 02' 00" West 112.88 feet to the Southwest corner of AUSTIN PARK SOUTH as platted and recorded in File 74, Slides 132-134 of the Lane County Plat Records; thence along the South boundary of said AUSTIN PARK South North 89° 58' 00" East 260.00 feet to the Southeast corner of said AUSTIN PARK South thence along the East boundary of said AUSTIN PARK South North 00° 02' 00" West 909.69 feet to the Northeast corner of said Austin Park South, said point being on the South boundary of that certain tract of land described in a deed recorded July 31, 1941, in Book 359, Page 285 of the Lane County Oregon Deed Records; thence along the South boundary of said last described tract North 79° 41' 54" East 1083.15 feet to the intersection of the South line of the last described tract and the East line of that certain tract of land conveyed to R. H. Pierce and Elizabeth C. Pierce and recorded in Book 238, Page 464 of the Lane County Oregon Deed Records; thence along the East line of said last described tract South 00° 02' 00" East 1991.28 feet to the point of beginning, all in Lane County, Oregon.

276 N.W. Hickory Street • P.O. Box 725 • Albany, OR 97321 • (541) 928-2583 • Fax: (541) 967-3458

Parcel 2

Beginning at a point in the center of County Road No. 753, 3470.24 feet South and 1319.9 feet East of the Northwest corner of the Felix Scott Donation Land Claim No. 82, in Township 17 South, Range 2 West of the Willamette Meridian, and being 866 feet South of the Southeast corner of tract of land conveyed by The Travelers Insurance Company to R. D. Kercher by deed recorded in Book 189, Page 268, Lane County Oregon Deed Records; thence West 1310 feet to a point 15 links East of the West line of the Felix Scott Donation Land Claim No. 82, Notification No. 3255, in Township 17 South, Range 2 West of the Willamette Meridian, and running thence South parallel with and 15 links distant from said West line of said Donation Land Claim a distance of 2304.76 feet to a point 15 links East of the Southwest corner of said Donation Land Claim, thence East following along the center line of County Road No. 278 a distance of 1310 feet to a point in the center of said County Road No. 278 due South of the place of beginning; thence North following the center line of said County Road No. 753 to the point of beginning, all in Lane County, Oregon;

EXCEPT the right of way of the Eugene-Wendling Branch of the Southern Pacific Railroad;

ALSO EXCEPT that portion described in deed to The City of Eugene, recorded in Book 359, Page 285, Lane County Oregon Deed Records;

ALSO EXCEPT beginning at a point which is 1589.47 feet South and 1327.33 feet East of the Southwest corner of Section 19, Township 17 South, Range 2 West, Willamette Meridian, Lane County, Oregon, said point also being opposite and 20 feet Easterly from Station 39+59.43 P.O.S.T., said Station being in the center line of the old route of County Road No. 142-5 (formerly #753); thence South 0° 11' West 183.75 feet to the intersection with the Northerly Railroad Right of Way line; thence South 84° 45' West 117.33 feet; thence South 79° 30' West 48.37 feet to the intersection of said Railroad Right of Way line with the Southerly Right of Way line of the relocated said County Road No. 742-5; thence along the arc of a 316.48 foot radius curve left (the chord of which bears North 39° 03' 35" East 261.83 feet) a distance of 269.94 feet to the place of beginning, in Lane County, Oregon;

ALSO EXCEPT that portion described in deed to Lane County recorded October 19, 1955, Reception No. 68852, Lane County Oregon Deed Records;

ALSO EXCEPT that portion described in deed to Lane County recorded January 20, 1986, Reception No. 8602217, Lane County Official Records;

ALSO EXCEPT that portion described in that Deed to Willamalane Park and Recreation District recorded December 4, 1992, Reception No. 9268749, and Correction Deed recorded February 9, 1993, Reception No. 9308469, Lane County Official Records;

ALSO EXCEPT that portion described in Exhibit A of that Deed to the City of Springfield, recorded September 22, 1993, Reception No. 9360016, Lane County Official Records.

ALSO EXCEPT Marcola Road Industrial Park, as platted and recorded in File 75, Slides 897, 898 and 899, Lane County Plat Records, Lane County, Oregon.

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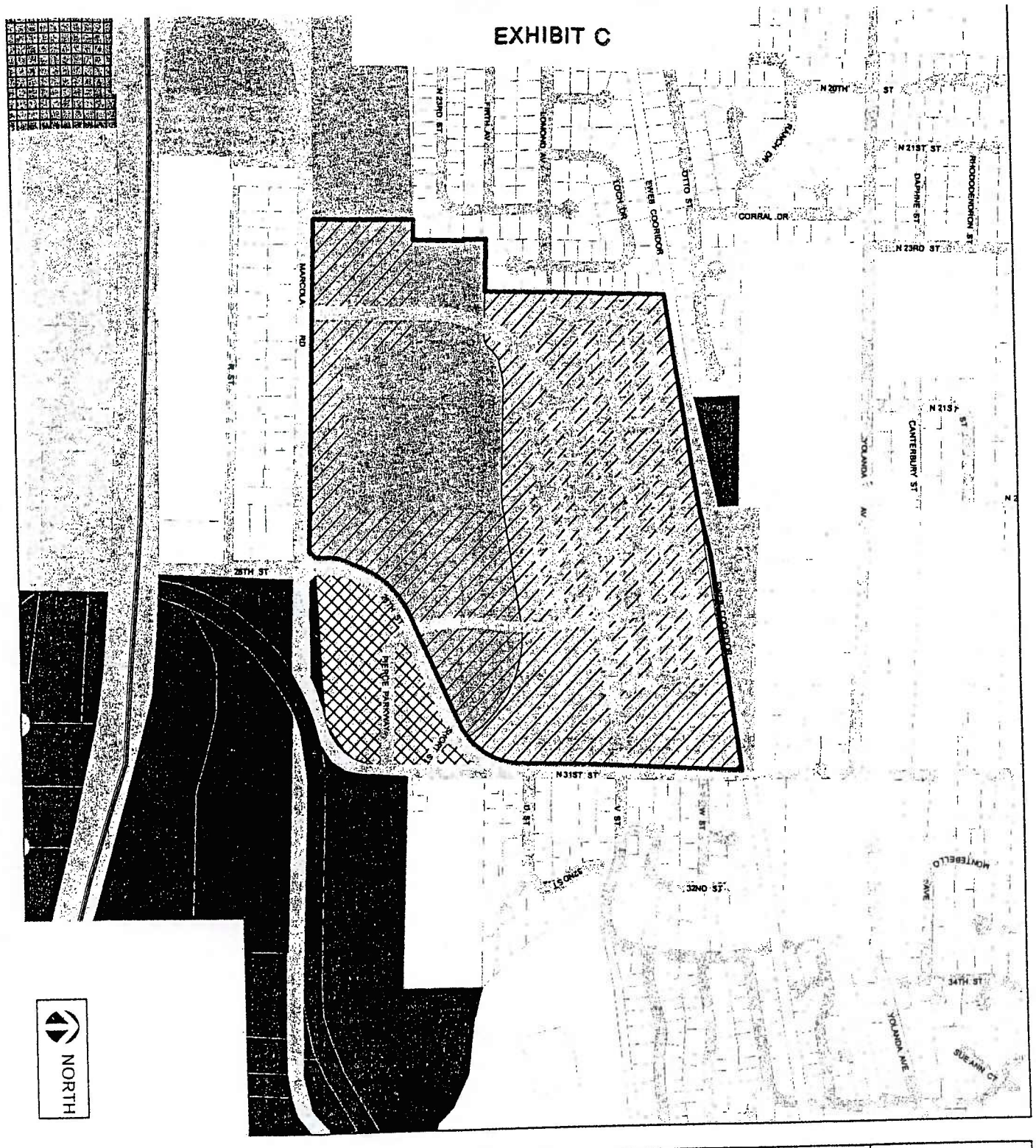
EXHIBIT C



Legend

Plan District Boundaries

- Nodal Development Area
- Low Density Residential
- Medium Density Residential
- Commercial
- Major Retail Centers
- Heavy Industrial
- Light Medium Industrial
- Campus Industrial
- Parks and Open Space

Miscellaneous Boundaries

- Springfield City Limits
- Existing Parcels
- Subject Site

Job #	0609
Date:	02/28/07
Drawn:	AN
Checked:	RS
Revised:	

The Villages at Marcola Meadows

Proposed Metro Plan Diagram

0 250 500 1,000 Feet

1 inch equals 500 feet

SATRE

ATTACHMENT 9
ORDINANCE AMENDING THE METRO PLAN DIAGRAM

ATTACHMENT

9-1

ORDINANCE NO. _____ (General)

AN ORDINANCE AMENDING THE SPRINGFIELD ZONING MAP BY REZONING 56 ACRES FROM CAMPUS INDUSTRIAL TO: COMMUNITY COMMERCIAL; MEDIUM DENSITY RESIDENTIAL; AND MIXED USE COMMERCIAL ON LAND LOCATED NORTH OF MARCOLA ROAD AND WEST OF 28TH/31ST STREETS.

THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD FINDS THAT:

WHEREAS, Article 12 of the Springfield Development Code sets forth procedures for Springfield Zoning Map amendments; and

WHEREAS, on September 29, 2006, the applicant initiated the following Springfield Zoning Map amendment:

Rezone 56 acres of land from Campus Industrial to: Community Commercial (11 Acres); Medium Density Residential (19 Acres); and Mixed Use Commercial (26 Acres), Case Number ZON 2006-00054, Tax Lot 01800, Assessor's Map 17-02-30-00 and Tax Lot 02300, Assessor's Map 17-03-26-11; and

WHEREAS, on January 9, 2007, staff determined to consider the application to be complete; and

WHEREAS, on March 14, 2007, the applicant held a neighborhood meeting to explain the proposed development to the nearby residents: and

WHEREAS, on March 27, 2007, the Springfield Planning Commission held a work session and a public hearing to accept testimony and hear comments on this proposal. A request was made to hold the written record open for 7 days. The Planning Commission closed the public hearing and voted to hold the written record open until April 3, 2007; allow rebuttal by the applicant and staff by April 10, 2007; and to reconvene on April 17, 2007 to deliberate and make their decision; and

WHEREAS, on April 17, 2007, the Springfield Planning Commission accepted the written materials into the record, deliberated and voted 5 in favor, 2 opposed, to forward a recommendation of approval, with conditions to the City Council; and

WHEREAS, on May 7, 2007, the Springfield City Council held a work session and a public hearing (first reading) to accept testimony and hear comments on this proposal. A request was made to hold the written record open for 7 days. The City Council closed the public hearing and voted to hold the written record open until May 14, 2007; allow rebuttal by any person submitting written materials by May 21, 2007; allow rebuttal by the applicant by May 29, 2007; and to reconvene on June 18, 2007 to consider the written materials and deliberate.

WHEREAS, on June 18, 2007, the Springfield City Council considered the additional written testimony and is now ready to take action on this proposal based upon the above recommendation and the evidence and testimony in the entire record in the matter of adopting this Ordinance amending the Springfield Zoning Map.

NOW THEREFORE, THE CITY OF SPRINGFIELD ORDAINS AS FOLLOWS:

Section 1: The above findings, and the findings set forth in Exhibit A and incorporated herein by reference are hereby adopted.

Section 2: The Springfield Planning Commission and City Council added the following Conditions of approval as allowed under SDC 12.040:

Condition of Approval #1

The submittal and approval of a Master Plan application prior to any development on the subject site shall be required.

Condition of Approval #2

Submittal of documentation from the Department of State Lands and/or the Army Corps of Engineers with the Master Plan application demonstrating the existing drainage ditch is not a regulated watercourse/ wetland, and if necessary, submittal of a wetland delineation for other wetlands that may be on the subject site.

Condition of Approval #3:

Submittal of a Master Plan application that incorporates the relocation of the existing drainage ditch and conversion to a major water feature that will be an integral part of the proposed development area shall be required. The construction of the entire water feature must be completed as part of the Phase 1 development.*

* The applicant has stated that Phase 1 will include the home improvement center. This means that this and all other conditions referencing "Phase 1" must be incorporated into proposed Master Plan Phase 1 development.

Condition of Approval #4

Submittal of a Master Plan application that addresses compliance with the Drinking Water Overlay District standards in SDC Article 17 and how these regulations will be applied for each proposed phase.

Condition of Approval #5:

Submittal of a Master Plan application that addresses the relationship of the proposed development to Willamalane's future park on the north side of the EWEB Bike Path and an explanation of any coordination efforts with Willamalane concerning the timing and development of the future park

Condition of Approval #6

Submittal of a Master Plan application that addresses coordination with EWEB to determine if any easements are required in order to cross the EWEB Bike Path to access the future park.

Condition of Approval #7

Submittal of a Master Plan application that shows the proposed home improvement center building exterior design similar to the existing building in Scottsdale, Arizona as depicted in the photographs of the exterior of the Scottsdale Center in the record, or a building design that complies with the current building design standards in SDC Article 21.

Condition of Approval #8

Submittal of a Master Plan application that demonstrates that residential development will occur at not less than 12 dwelling units per net acre.

Condition of Approval #9

Submittal of preliminary design plans with the Master Plan application addressing the proposed mitigation of impacts discussed in the TIA. The plans shall show the proposed traffic control changes allowing left-turns from the eastbound ramp center lane at the eastbound ramps of the Mohawk Boulevard/Eugene-Springfield Highway intersection. The intent of this condition is to have the applicant demonstrate to ODOT that the proposed mitigation is feasible from an engineering perspective and will be constructed on a schedule that is acceptable to ODOT. Provided that construction of the proposed mitigation is determined to be feasible, then during Master Plan review and approval a condition shall be applied requiring the mitigation to be accomplished prior to the temporary occupancy of any uses in Phase 1 of the development.

Condition of Approval #10

Submittal of a Master Plan application that incorporates a "Development Phasing Plan" shall be required in order to comply with SDC Section 37.030(12). The intent of this condition is to:

a) Address the "internal trip" issue by requiring a certain percentage of the residential portion of the site to be developed with a similar percentage of the commercial portion. The specific percentages will be made part of the approved Master Plan, and
b) Ensure that, for each type of land use, the amounts proposed do not exceed those shown in Table 4C of the TIA.

Condition of Approval #11

Submittal of a Master Plan application that shows the entire length of the collector street from Marcola Road to V Street being constructed as part of Phase 1.

Condition of Approval #12

Submittal of a Master Plan application that shows the construction of all streets serving the CC and MUC portions of the subject site being constructed shall be required as part of Phase 1.

Condition of Approval #13

Submittal of a Master Plan application that shows proposed connectivity between the residential and commercial development areas.

Condition of Approval #14

The Master Plan shall be submitted within one year of the City Council approval of these applications.

Section 3: The Springfield Zoning Map is hereby amended from Campus Industrial to: Community Commercial; Medium Density Residential; and Mixed Use Commercial, as more particularly described in Exhibit A and incorporated herein by reference.

Section 4: The legal description of the entire property is specified in Exhibit B. The proposed zoning is shown on the map in Exhibit C. The precise boundaries of the zoning districts described in Exhibit A shall be determined as a condition of approval of the required Master Plan.

ADOPTED by the Common Council of the City of Springfield by a vote of ____ for and ____ against, this ____ day of _____, 2007.

APPROVED by the Mayor of the City of Springfield, this ____ day of _____, 2007.

ATTEST:

_____
Mayor

_____
City Recorder

Joseph J Leahy
6/12/07
OFFICE OF CITY ATTORNEY

EXHIBIT B

K & D ENGINEERING, Inc.

Engineers • Planners • Surveyors

Legal description
For
"Marcola Meadows" Comp Plan and Zone Change

Two (2) Parcels of land located in Springfield, Oregon that are more particularly described as follows:

Parcel 1

Beginning at a point on the North margin of Marcola Road, said point being North 89° 57' 30" East 2611.60 feet and North 00° 02' 00" West 45.00 feet from the Southwest corner of the Felix Scott Jr. D.L.C. No. 51 in Township 17 South, Range 3 West of the Willamette Meridian; thence along the North margin of Marcola Road South 89° 57' 30" West 1419.22 feet to the Southeast corner of Parcel 1 of Land Partition Plat No. 94-P0491; thence leaving the North margin of Marcola Road and running along the East boundary of said parcel 1 and the Northerly extension thereof North 00° 02' 00" West 516.00 feet to a point on the South boundary of NICOLE PARK as platted and recorded in File 74, Slides 30-33 of the Lane County Oregon Plat Records; thence along the South boundary of said NICOLE PARK North 89° 57' 30" East 99.62 feet to the Southeast corner of said NICOLE PARK; thence along the East boundary of said NICOLE PARK North 00° 02' 00" West 259.82 feet to the Northeast corner of said NICOLE PARK, thence along the North boundary of said NICOLE PARK South 89° 58' 00" West 6.20 feet to the Southeast corner of LOCH LOMOND TERRACE FIRST ADDITION, as platted and recorded in Book 46, Page 20 of the Lane County Oregon Plat Records; thence along the East boundary of said LOCH LOMOND TERRACE FIRST ADDITION North 00° 02' 00" West 112.88 feet to the Southwest corner of AUSTIN PARK SOUTH as platted and recorded in File 74, Slides 132-134 of the Lane County Plat Records; thence along the South boundary of said AUSTIN PARK South North 89° 58' 00" East 260.00 feet to the Southeast corner of said AUSTIN PARK South thence along the East boundary of said AUSTIN PARK South North 00° 02' 00" West 909.69 feet to the Northeast corner of said Austin Park South, said point being on the South boundary of that certain tract of land described in a deed recorded July 31, 1941 in Book 359, Page 285 of the Lane County Oregon Deed Records; thence along the South boundary of said last described tract North 79° 41' 54" East 1083.15 feet to the intersection of the South line of the last described tract and the East line of that certain tract of land conveyed to R. H. Pierce and Elizabeth C. Pierce and recorded in Book 238, Page 464 of the Lane County Oregon Deed Records; thence along the East line of said last described tract South 00° 02' 00" East 1991.28 feet to the point of beginning, all in Lane County, Oregon.

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Parcel 2

Beginning at a point in the center of County Road No. 753, 3470.24 feet South and 1319.9 feet East of the Northwest corner of the Felix Scott Donation land Claim No. 82, in Township 17 South, Range 2 West of the Willamette Meridian, and being 866 feet South of the Southeast corner of tract of land conveyed by The Travelers Insurance Company to R. D. Kercher by deed recorded in Book 189, Page 268, Lane County Oregon Deed Records; thence West 1310 feet to a point 15 links East of the West line of the Felix Scott Donation Land Claim No. 82, Notification No. 3255, in Township 17 South, Range 2 West of the Willamette Meridian, and running thence South parallel with and 15 links distant from said West line of said Donation Land Claim a distance of 2304.76 feet to a point 15 links East of the Southwest corner of said Donation Land Claim, thence East following along the center line of County Road No. 278 a distance of 1310 feet to a point in the center of said County Road No. 278 due South of the place of beginning; thence North following the center line of said County Road No. 753 to the point of beginning, all in Lane County, Oregon;

EXCEPT the right of way of the Eugene-Wendling Branch of the Southern Pacific Railroad;

ALSO EXCEPT that portion described in deed to The City of Eugene, recorded in Book 359, Page 285, Lane County Oregon Deed Records;

ALSO EXCEPT beginning at a point which is 1589.47 feet South and 1327.33 feet East of the Southwest corner of Section 19, Township 17 South, Range 2 West, Willamette Meridian, Lane County, Oregon, said point also being opposite and 20 feet Easterly from Station 39+59.43 P.O.S.T., said Station being in the center line of the old route of County Road No. 142-5 (formerly #753); thence South 0° 11' West 183.75 feet to the intersection with the Northerly Railroad Right of Way line; thence South 84° 45' West 117.33 feet; thence South 79° 30' West 48.37 feet to the intersection of said Railroad Right of Way line with the Southerly Right of Way line of the relocated said County Road No. 742-5; thence along the arc of a 316.48 foot radius curve left (the chord of which bears North 39° 03' 35" East 261.83 feet) a distance of 269.94 feet to the place of beginning, in Lane County, Oregon;

ALSO EXCEPT that portion described in deed to Lane County recorded October 19, 1955, Reception No. 68852, Lane County Oregon Deed Records;

ALSO EXCEPT that portion described in deed to Lane County recorded January 20, 1986, Reception No. 8602217, Lane County Official Records;

ALSO EXCEPT that portion described in that Deed to Willamalane Park and Recreation District recorded December 4, 1992, Reception No. 9268749, and Correction Deed recorded February 9, 1993, Reception No. 9308469, Lane County Official Records;

ALSO EXCEPT that portion described in Exhibit A of that Deed to the City of Springfield, recorded September 22, 1993, Reception No. 9360016, Lane County Official Records.

ALSO EXCEPT Marcola Road Industrial Park, as platted and recorded in File 75, Slides 897, 898 and 899, Lane County Plat Records, Lane County, Oregon.

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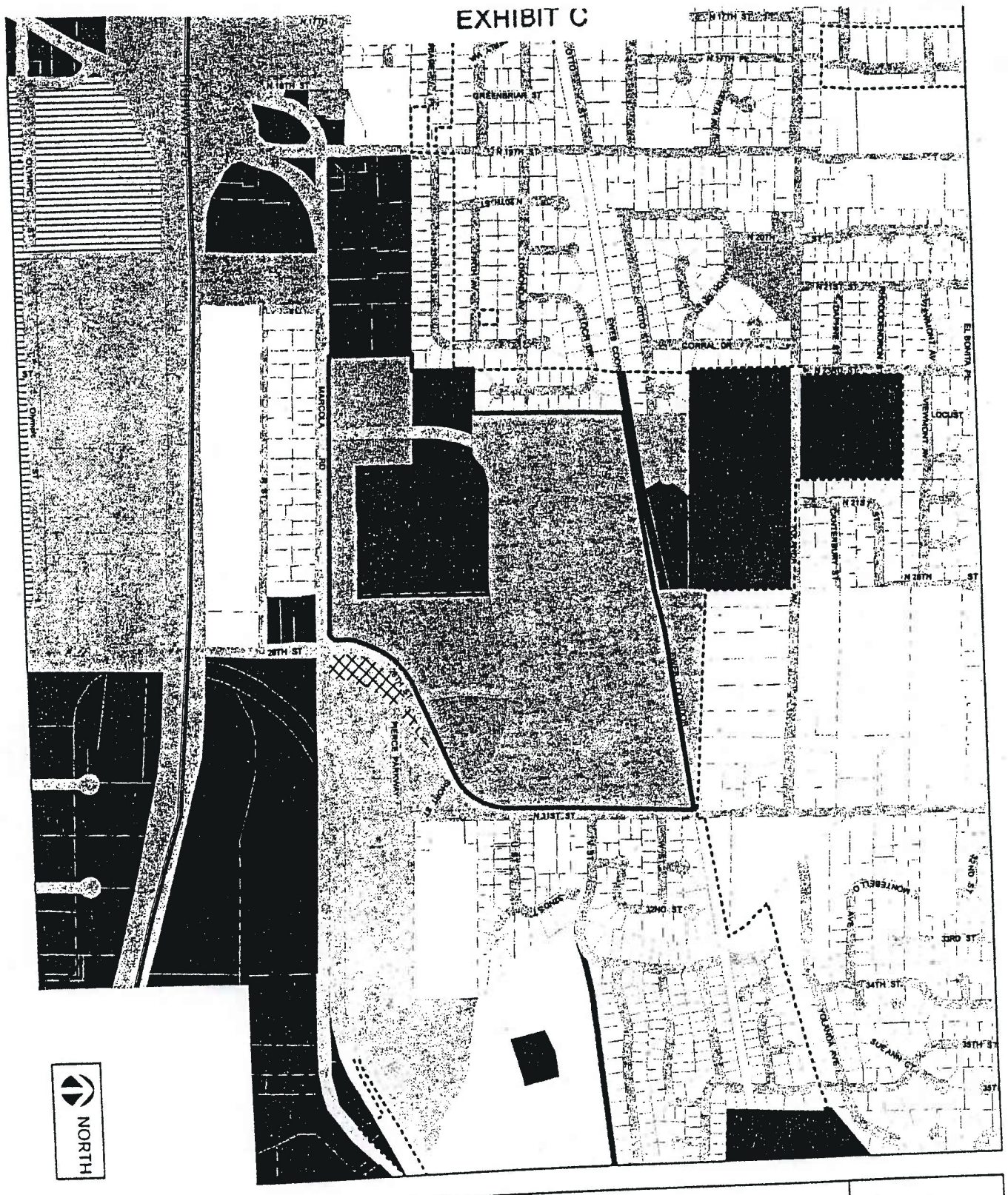
EXHIBIT C


NORTH
Legend
High Density Residential
Medium Density Residential
Low Density Residential
Mixed Use Residential
Zoning District Boundaries
Community Commercial
Major Retail Commercial
Mixed Use Commercial
Nieghborhood Commercial
Light Medium Industrial
Campus Industrial
Heavy Industrial
Public Land & Open Space
Miscellaneous Boundaries
Springfield City Limits
Existing Parcels
Subject Site
Job # 0609
Date: 02/28/07
Drawn: AN
The Villages at Marcola Meadows
9-8
Proposed Zoning
0 300 600 1,200
Scale: 1" = 600' Feet
SATRE

AGENDA ITEM SUMMARY

DEPT OF
JUN 2 1 2007
LAND CONSERVATION
AND DEVELOPMENT

SPRINGFIELD CITY COUNCIL

Meeting Date:	May 7, 2007
Meeting Type:	Work Session/Regular
Department:	Development Services
Staff Contact:	Gary M. Karp GK
Staff Phone No:	726-3777
Estimated Time:	30/60 minutes

ITEM TITLE:	PROPOSED AMENDMENTS TO THE METROPOLITAN AREA GENERAL PLAN DIAGRAM AND THE SPRINGFIELD ZONING MAP.
ACTION REQUESTED:	Hold a work session to discuss the proposed Metro Plan diagram and Springfield Zoning Map amendments and open the public hearing continued from April 16 for a first reading of: AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN GENERAL PLAN DIAGRAM BY REDESIGNATING 56 ACRES FROM CAMPUS INDUSTRIAL TO: COMMUNITY COMMERCIAL; MEDIUM DENSITY RESIDENTIAL/NODAL DEVELOPMENT AREA; AND COMMERCIAL/NODAL DEVELOPMENT AREA ON LAND LOCATED NORTH OF MARCOLA ROAD AND WEST OF 28TH/31ST STREETS. AN ORDINANCE AMENDING THE SPRINGFIELD ZONING MAP BY REZONING 56 ACRES FROM CAMPUS INDUSTRIAL TO: COMMUNITY COMMERCIAL; MEDIUM DENSITY RESIDENTIAL; AND MIXED USE COMMERCIAL ON LAND LOCATED NORTH OF MARCOLA ROAD AND WEST OF 28TH/31ST STREETS.
ISSUE STATEMENT:	The applicant's intent is to obtain the proper Metro Plan designations and zoning on 100.3 acres to allow the construction of a phased mixed-use residential and commercial development within a nodal development area (80.7 acres) called the Villages at Marcola Meadows. The applicant must also obtain Master Plan approval and then, individual Site Plan and Subdivision approval.
ATTACHMENTS:	Attachment 1: Planning Commission Order and Recommendation Attachment 2: Differences Between 2001 and 2007 Attachment 3: Ordinance Amending the Metro Plan Diagram Attachment 4: Ordinance Amending the Springfield Zoning Map Attachment 5: Written Materials Entered into the Planning Commission Record Attachment 6: March 27, 2007 Planning Commission Packet Attachment 7: April 17, 2007 Planning Commission Packet Attachment 8: April 17, 2007 Planning Commission Draft Minutes Attachment 9: Spickerman's Concerns About a "De Novo" Public Hearing
DISCUSSION:	The subject site was formerly known as the "Pierce" property. The current Metro Plan designations and zoning are: Campus Industrial (56 acres), Medium Density Residential (35.7 acres) and Community Commercial (8.6 acres). The applicant requests approval of a: Type II Metro Plan diagram amendment to change the 56 acre Campus Industrial designation to: Community Commercial (11 acres); Medium Density Residential/Nodal Development Area (19 acres); and Commercial/Nodal Development Area (26 acres); and amendment of the Springfield Zoning Map from Campus Industrial to Community Commercial, Mixed Use Commercial and Medium Density Residential (same acreages). Both applications are interrelated; they both must be approved because of the required consistency between the Metro Plan designation and zoning. All issues related to the effects of the proposed development on neighboring properties raised during the Planning Commission public hearing are issues that will be addressed during the Master Plan review process, a condition of approval of these applications, which will be reviewed by the Planning Commission at a future public hearing. The Master Plan will contain proposed mitigations to positively respond to the issues raised by the neighbors. In making their decision on these applications, the City Council should consider if: the City will be better served by converting Campus Industrial land to Commercial and Multi-family Residential; Springfield's citizens, especially the neighbors, can be assured that a "quality" development will be constructed over time; and whether the removal of the Campus Industrial designation can be absorbed or should be offset by a commensurate addition of Campus Industrial designation elsewhere in the City as an element of the upcoming commercial/industrial land supply demand analysis.

ATTACHMENT 1
PLANNING COMMISSION ORDER AND RECOMMENDATION

BEFORE THE PLANNING COMMISSION
OF THE CITY OF SPRINGFIELD, OREGON

ORDER AND RECOMMENDATION FOR]
A METRO PLAN DIAGRAM AMENDMENT] CASE NUMBER LRP 2006-00027
AND A SPRINGFIELD ZONING MAP AMENDMENT] CASE NUMBER ZON 2006-00054

NATURE OF THE APPLICATIONS

This is a consolidated application for the above referenced case numbers. The applicant is proposing to amend the Metro Plan diagram from Campus Industrial (CI) to Commercial/Nodal Development Area (C/NDA), Community Commercial (CC) and Medium Density Residential (MDR/NDA); and to amend the Springfield Zoning Map from CI to CC, Mixed Use Commercial (MUC) and MDR. The applicant intends to obtain the proper Metro Plan designations and zoning to allow the submittal and approval of the appropriate applications (including, but not limited to: Master Plan, Subdivision and Site Plan Review) in order to construct a phased mixed-use residential and commercial development implementing TransPlan nodal regulations which will include design elements that support pedestrian environments and encourage transit use, walking and bicycling; a transit stop which is within walking distance (generally ¼ mile) of anywhere in the node); mixed uses so that services are available within walking distance; public spaces, such as parks, public and private open space, and public facilities, that can be reached without driving; and a mix of housing types and residential densities that achieve an overall net density of at lease 12 units per net acre.

1. The applications were initiated and submitted in accordance with Section 3.050 of the Springfield Development Code on September 29, 2006 and accepted as complete on January 11, 2007. The applications were further revised on February 28, 2007 to change the requested LMI designation and zoning to CC due to issues raised by DLCD.
2. Timely and sufficient notice of the public hearing and changed hearing dates caused by the written record being held open has been provided, pursuant to Section 14.030 of the Springfield Development Code.
3. On March 27th, the Planning Commission held a work session and public hearing on the proposed amendments. The staff report and written comments were entered into the record. During the course of the public hearing, the Planning Commission was asked to hold the written record open until April 3rd, allow the applicant to submit rebuttal materials by April 10th and to deliberate and make their decision on April 17th.
4. Four people submitted written correspondence by the April 3rd date.
5. The applicant submitted rebuttal materials by the April 10th date.
6. On April 17th, the additional materials were entered into the record and the Planning Commission deliberated and forwarded a recommendation to the City Council based on the additional materials, the original Development Services Department staff notes and recommendation together with the oral testimony and written submittals of the persons testifying at the March 27th public hearing.
7. The March 27th staff report contained the following conditions of approval:

Condition of Approval #1

The submittal and approval of a Master Plan application prior to any development on the subject site.

Note: The applicant has stated the intent to submit a Master Plan application. Rather than require a separate Memorandum of Understanding or similar document at this time, staff is highlighting potential issues as part of these applications that must be addressed during the Master Plan approval process. The Metro Plan diagram and Zoning Map amendment applications are concurrent. SDC Section 12.040 gives the City authority to add conditions ***"...as may be reasonably necessary in order to allow the Zoning Map amendment to be granted."*** The Master Plan application process will require a public hearing and approval by the Planning Commission. This note applies to all of the additional conditions of approval that relate to the required Master Plan application.

Condition of Approval #2

Submittal of documentation from the Department of State Lands and/or the Army Corps of Engineers with the Master Plan application demonstrating the existing drainage ditch is not a regulated watercourse/ wetland, and if necessary, submittal of a wetland delineation for other wetlands that may be on the subject site.

Condition of Approval #3:

Submittal of a Master Plan application that incorporates the relocation of the existing drainage ditch and conversion to a major water feature that will be an integral part of the proposed development area. The construction of the entire water feature must be completed as part of the Phase 1 development.*

* The applicant has stated that Phase 1 will include the home improvement center. This means that this and all other conditions referencing "Phase 1" must be incorporated into proposed Master Plan Phase 1 development.

Condition of Approval #4

Submittal of a Master Plan application that addresses compliance with the Drinking Water Overlay District standards in SDC Article 17 and how these regulations will be applied for each proposed phase.

Condition of Approval #5:

Submittal of a Master Plan application that addresses the relationship of the proposed development to Willamalane's future park on the north side of the EWEB Bike Path and an explanation of any coordination efforts with Willamalane concerning the timing and development of the future park

Condition of Approval #6

Submittal of a Master Plan application that addresses coordination with EWEB to determine if any easements are required in order to cross the EWEB Bike Path to access the future park.

Condition of Approval #7

Submittal of a Master Plan application that shows the proposed home improvement center building design similar to the existing building in Scottsdale, Arizona or a building design that complies with the current building design standards in SDC Article 21.

Condition of Approval #8

Submittal of a Master Plan application that demonstrates that residential development will occur at 12 dwelling units per net acre.

Condition of Approval #9

Submittal of preliminary design plans with the Master Plan application addressing the proposed mitigation of impacts discussed in the TIA. The plans shall show the proposed traffic control changes allowing left-turns from the eastbound ramp center lane at the eastbound ramps of the Mohawk Boulevard/Eugene-Springfield Highway intersection. The intent of this condition is to have the applicant demonstrate to ODOT that the proposed mitigation is feasible from an engineering perspective and will be constructed on a schedule that is acceptable to ODOT. Provided that construction of the proposed mitigation is determined to be feasible, then during Master Plan review and approval a condition shall be applied requiring the mitigation to be accomplished prior to the temporary occupancy of any uses in Phase 1 of the development.

Condition of Approval #10

Submittal of a Master Plan application that incorporates a "Development Phasing Plan". The intent of this plan is to address the "internal trip" issue by requiring a certain percentage of the residential portion of the site to be developed with a similar percentage of the commercial. The specific percentages will be made part of the approved Master Plan. The intent of this condition is to also ensure that the proposed land uses in Table 4C do not exceed the individual caps for these uses.

Condition of Approval #11

Submittal of a Master Plan application that shows the entire length of the collector street from Marcola Road to V Street being constructed as part of Phase 1.

Condition of Approval #12

Submittal of a Master Plan application that shows the construction of all streets serving the CC and MUC portions of the subject site being constructed as part of Phase 1.

Condition of Approval #13

Submittal of a Master Plan application that shows proposed connectivity between the residential and commercial development areas.

8. At the April 17th Planning Commission public meeting, during the Planning Commission deliberations, a 14th condition of approval was added:

Condition of Approval #14

The Master Plan shall be submitted within one year of the City Council approval of these applications.

CONCLUSION

On the basis of this record, the proposed amendments are consistent with the criteria of SDC Sections 7.030 and 12.030. This general finding is supported by the specific findings of fact and conclusion in the Staff Report and Findings and the additional information submitted for the April 17th meeting.

ORDER/RECOMMENDATION

It is ORDERED by the Springfield Planning Commission that approval, with conditions, of CASE NUMBER LRP 2006-00027, and CASE NUMBER ZON 2006-00054, be GRANTED and a RECOMMENDATION for approval, with conditions, be forwarded to the Springfield City Council for their consideration on May 7th.

Planning Commission Chairperson

ATTEST

AYES: 5
NOES: 2
ABSENT: ∅
ABSTAIN: ∅

ATTACHMENT 2
DIFFERENCES BETWEEN 2001 AND 2007

DIFFERENCES BETWEEN 2001 AND 2007

1. The 2001 Home Depot application (Jo. No. 00-12-254) attempted to convert approximately 8 acres from the 56-acre Campus Industrial (CI) portion of the site to Community Commercial. There was an approved Conceptual Development Plan (1999) covering only the CI portion of the subject property. The 2007 Marcola Meadows proposal includes a proposed Lowes as well as multi-family, mixed use commercial and other community commercial uses. A condition of approval of these applications is a Master Plan for the 100.3 acre site which will govern how development may occur for all proposed zones on the entire property (see also #7., below). The proposed development scenario was peer reviewed by Crandall Arambula (an urban design/planning firm in Portland which designed Hillsboro's Orenco Station development) in July, 2006. Crandall Arambula listed 6 suggestions: 1) Relocate and redesign Main Street Retail; 2) Reconfigure the home improvement center site; 3) Include a park as a focus and active recreation amenity for new residential development; 4) Include an off-street pedestrian and bicycle trail system to provide safe and convenient access to "destinations" and "attractions" on and off the project site; 5) Make the residential street configuration pedestrian friendly; and 6) The residential buildings need a transition between the public and private realm. All but one of Crandall Arambula's suggestions (the reorientation of the home improvement center from east-west to north-south due to a 42" sanitary sewer line) has been incorporated into the Preliminary Plan Illustration submitted in the Planning Commission packet.

2. The 2001Home Depot denial included a finding that there were other industrial sites suitable for the proposed use. In 2006, the Planning Commission approved a SDC interpretation (ZON 2006-024) stating that home improvement centers are permitted in industrial zoning districts. When staff proposed to amend the SDC to allow home improvement centers as a permitted use earlier this year, the Department of Land Conservation and Development (DLCD) stated that home improvement centers should not be permitted in industrial districts because it would create ***"de facto mixed use districts"***. Staff then withdrew the proposed SDC amendment. According to DLCD, a home improvement center is a retail use that is more appropriate in a commercial zone. The applicant originally proposed that the Home improvement center site be designated and zoned Light-Medium Industrial based on the Planning Commission interpretation, cited above. When made aware of DLCD's position, the applicant revised these applications to request Community Commercial for the proposed home improvement site.

3. The 2001 Home Depot application focused on the Springfield CI inventory only. In 2007, staff has demonstrated that there are still a total of 116 vacant acres in the Gateway CI District in the Planning Commission staff report. However, the Metropolitan Industrial Lands Policy Report (MILPR) includes both Springfield's and Eugene's inventory. While the MILPR did not project demand specifically for CI land, the nearly 1,000 acres of land recommended for CI designation in the adopted and acknowledged MILPR was deemed sufficient until at least the end of the planning period. Since the inventory was completed, the net result of designation changes has increased the supply of CI land by over 160 acres.

4. In 2004, staff, under City Council direction, amended SDC Article 21, CI District, because there was intense demand for commercial development (business parks, business headquarters, etc.) in what is primarily an industrial district. That amendment allows these and other commercial uses (with limitations on retail uses) of up to 40 percent of the gross acreage of either CI site. For the record, there has been no new "industrial" development in the Gateway CI District since Shoreward was approved in 1997. The Pierce Property has been "shovel ready" for 30 years but for reasons cited in #6., below or for reasons known only to the previous owner, no CI development applications have ever been submitted for this site.

5. In March, 2007, DLCD stated that: ***"The city may not utilize for land use decision making but can consider the draft Jasper Natron Specific Development Plan designations in determining whether this application will negatively affect the CI land supply...."*** The draft Jasper Natron Specific Development Plan is now closer to reality because in March, Lane County commissioners ensured that the rest of the Bob Straub Parkway will be constructed, when they approved funding for the project's second phase. The parkway is expected to be completed by late 2009 and will open up approximately 600 acres for residential development, 180 acres for campus-industrial development and 22 acres for commercial development.

6. There is information in the record stating that the subject property is not an ideal CI site. The Industrial Study Task Force Final Report, L-COG, April 1981, stated in part ***"Problems associated with the site include air pollutants from surrounding heavy industrial uses and overhead electrical lines and nearby rail lines which cause problems for certain types of high technological industries. Several 'high tech' firms have considered the 'Pierce Property' for a potential location, and all have found it unsuitable because of these problems. Another problem with the site is opposition to industrial use from neighborhood residents."*** Additionally, as stated in the Planning Commission staff report, the Lane Metro Partnership confirmed this information.

7. In 2001 the Home Depot testimony was confrontational. The testimony to date has not been confrontational. On March 14th, the applicant held a "neighborhood meeting" at Briggs School to introduce the Marcola Meadows development scenario. The meeting was attended by approximately 40 nearby property owners and/or renters. The Home Depot applicant did not utilize this information sharing format prior to that public hearing process. The issues raised at this meeting and the Planning Commission public hearing included the impact on schools, drainage, traffic impacts, building height and street improvement costs. The issues raised will be fully addressed by the required Master Plan which must be approved after a public hearing by the Planning Commission.

8. In 2001, DLCD suggested that the City should deny the proposed Home Depot Metro Plan diagram amendment because the property was located in an area proposed to be designated as a Nodal Development/Mixed Use Employment District in the draft "revised" TransPlan. DLCD also suggested, in the alternative, that the City ***"delay adoption"*** until the revised TransPlan, the Mixed Use Zoning Districts and Nodal Development Overlay Districts were adopted by the City. DLCD also contended that approval of the subject application must be shown to be consistent with the ***"nodal development strategy for this area and citywide."*** TransPlan was amended in November of 2001. The Metro Plan was also amended at that time to include the Nodal Development Area land use designation. The City has several nodal areas that have been approved by the City Council. The proposed Metro Plan diagram amendment will implement portions of Proposed TransPlan Nodal Development Area 9C. The Metro Plan Nodal Development Area designation is proposed to be applied to the MDR and Mixed Use Commercial portions (80.7 acres of the 100.3 acres) of subject property. The Mixed Use Commercial zoning districted will be implemented upon approval of these applications.

ATTACHMENT 3
ORDINANCE AMENDING THE METRO PLAN DIAGRAM

ORDINANCE NO. _____ (General)

AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN GENERAL PLAN DIAGRAM BY REDESIGNATING 56 ACRES FROM CAMPUS INDUSTRIAL TO: COMMUNITY COMMERCIAL; MEDIUM DENSITY RESIDENTIAL/NODAL DEVELOPMENT AREA; AND COMMERCIAL/NODAL DEVELOPMENT AREA ON LAND LOCATED NORTH OF MARCOLA ROAD AND WEST OF 28TH/31ST STREETS.

THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD FINDS THAT:

WHEREAS, Article 7 of the Springfield Development Code sets forth procedures for Metro Plan diagram amendments; and

WHEREAS, on September 29, 2006, the applicant initiated the following Metro Plan diagram amendment:

Redesignate 56 acres of land from Campus Industrial to: Community Commercial (11 Acres); Medium Density Residential/Nodal Development Area (19 Acres); and Commercial/Nodal Development Area (26 Acres), Case Number LRP 2006-00027, Tax Lot 01800, Assessor's Map 17-02-3-00 and Tax Lot 02300, Assessor's Map 17-03-26-11; and

WHEREAS, on January 9, 2007, staff determined to consider the application to be complete; and

WHEREAS, on March 14, 2007, the applicant held a neighborhood meeting to explain the proposed development to the nearby residents: and

WHEREAS, on March 27, 2007, the Springfield Planning Commission held a work session and a public hearing to accept testimony and hear comments on this proposal. A request was made to hold the written record open for 7 days. The Planning Commission closed the public hearing and voted to hold the written record open until April 3, 2007; allow rebuttal by the applicant and staff by April 10, 2007; and to reconvene on April 17, 2007 to deliberate and make their decision; and

WHEREAS, on April 17, 2007, the Springfield Planning Commission accepted the written materials into the record, deliberated and voted 5 in favor, 2 opposed, to forward a recommendation of approval, with conditions to the City Council; and

WHEREAS, on May 7, 2007, the Springfield City Council held a work session and a public hearing (first reading) to accept testimony and hear comments on this proposal. The City Council is now ready to take action on this proposal based upon the above recommendation and the evidence and testimony already in the record as well as the evidence and testimony presented at this public hearing held in the matter of adopting this Ordinance amending the Metro Plan diagram.

NOW THEREFORE, THE CITY OF SPRINGFIELD ORDAINS AS FOLLOWS:

Section 1: The above findings, and the findings set forth in Exhibit A and incorporated herein by reference are hereby adopted.

Section 2: The Metro Plan designation of the subject property is hereby amended from Campus Industrial to: Community Commercial; Medium Density Residential/Nodal Development Area; and Commercial/Nodal Development Area, more particularly described in Exhibit A and incorporated herein by reference.

Section 3: The specific boundaries of the zoning districts shall be determined as a condition of approval of the required Master Plan.

ADOPTED by the Common Council of the City of Springfield by a vote of ____ for and ____ against, this ____ day of _____, 2007.

APPROVED by the Mayor of the City of Springfield, this ____ day of _____, 2007.

ATTEST:

_____
Mayor

_____
City Recorder

Joseph J Leahy
5/2/07

ATTACHMENT 4
ORDINANCE AMENDING THE SPRINGFIELD ZONING MAP

ORDINANCE NO. _____ (General)

AN ORDINANCE AMENDING THE SPRINGFIELD ZONING MAP BY REZONING 56 ACRES FROM CAMPUS INDUSTRIAL TO: COMMUNITY COMMERCIAL; MEDIUM DENSITY RESIDENTIAL; AND MIXED USE COMMERCIAL ON LAND LOCATED NORTH OF MARCOLA ROAD AND WEST OF 28TH/31ST STREETS.

THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD FINDS THAT:

WHEREAS, Article 12 of the Springfield Development Code sets forth procedures for Springfield Zoning Map amendments; and

WHEREAS, on September 29, 2006, the applicant initiated the following Springfield Zoning Map amendment:

Rezone 56 acres of land from Campus Industrial to: Community Commercial (11 Acres); Medium Density Residential (19 Acres); and Mixed Use Commercial (26 Acres), Case Number ZON 2006-00054, Tax Lot 01800, Assessor's Map 17-02-3-00 and Tax Lot 02300, Assessor's Map 17-03-26-11; and

WHEREAS, on January 9, 2007, staff determined to consider the application to be complete; and

WHEREAS, on March 14, 2007, the applicant held a neighborhood meeting to explain the proposed development to the nearby residents: and

WHEREAS, on March 27, 2007, the Springfield Planning Commission held a work session and a public hearing to accept testimony and hear comments on this proposal. A request was made to hold the written record open for 7 days. The Planning Commission closed the public hearing and voted to hold the written record open until April 3, 2007; allow rebuttal by the applicant and staff by April 10, 2007; and to reconvene on April 17, 2007 to deliberate and make their decision; and

WHEREAS, on April 17, 2007, the Springfield Planning Commission accepted the written materials into the record, deliberated and voted 5 in favor, 2 opposed, to forward a recommendation of approval, with conditions to the City Council; and

WHEREAS, on May 7, 2007, the Springfield City Council held a work session and a public hearing (first reading) to accept testimony and hear comments on this proposal. The City Council is now ready to take action on this proposal based upon the above recommendation and the evidence and testimony already in the record as well as the evidence and testimony presented at this public hearing held in the matter of adopting this Ordinance amending the Metro Plan diagram.

NOW THEREFORE, THE CITY OF SPRINGFIELD ORDAINS AS FOLLOWS:

Section 1: The above findings, and the findings set forth in Exhibit A and incorporated herein by reference are hereby adopted.

Section 2: The Springfield Planning Commission and City Council added the following Conditions of approval as allowed under SDC 12.040:

Condition of Approval #1

The submittal and approval of a Master Plan application prior to any development on the subject site shall be required.

Condition of Approval #2

Submittal of documentation from the Department of State Lands and/or the Army Corps of Engineers with the Master Plan application demonstrating the existing drainage ditch is not a regulated watercourse/ wetland, and if necessary, submittal of a wetland delineation for other wetlands that may be on the subject site.

Condition of Approval #3:

Submittal of a Master Plan application that incorporates the relocation of the existing drainage ditch and conversion to a major water feature that will be an integral part of the proposed development area shall be required. The construction of the entire water feature must be completed as part of the Phase 1 development.*

* The applicant has stated that Phase 1 will include the home improvement center. This means that this and all other conditions referencing "Phase 1" must be incorporated into proposed Master Plan Phase 1 development.

Condition of Approval #4

Submittal of a Master Plan application that addresses compliance with the Drinking Water Overlay District standards in SDC Article 17 and how these regulations will be applied for each proposed phase.

Condition of Approval #5:

Submittal of a Master Plan application that addresses the relationship of the proposed development to Willamalane's future park on the north side of the EWEB Bike Path and an explanation of any coordination efforts with Willamalane concerning the timing and development of the future park

Condition of Approval #6

Submittal of a Master Plan application that addresses coordination with EWEB to determine if any easements are required in order to cross the EWEB Bike Path to access the future park.

Condition of Approval #7

Submittal of a Master Plan application that shows the proposed home improvement center building design similar to the existing building in Scottsdale, Arizona or a building design that complies with the current building design standards in SDC Article 21.

Condition of Approval #8

Submittal of a Master Plan application that demonstrates that residential development will occur at 12 dwelling units per net acre.

Condition of Approval #9

Submittal of preliminary design plans with the Master Plan application addressing the proposed mitigation of impacts discussed in the TIA. The plans shall show the proposed traffic control changes allowing left-turns from the eastbound ramp center lane at the eastbound ramps of the Mohawk Boulevard/Eugene-Springfield Highway intersection. The intent of this condition is to have the applicant demonstrate to ODOT that the proposed mitigation is feasible from an engineering perspective and will be constructed

on a schedule that is acceptable to ODOT. Provided that construction of the proposed mitigation is determined to be feasible, then during Master Plan review and approval a condition shall be applied requiring the mitigation to be accomplished prior to the temporary occupancy of any uses in Phase 1 of the development.

Condition of Approval #10

Either:

Submittal of a Master Plan application that incorporates a "Development Phasing Plan". The intent of this plan is to address the "internal trip" issue by requiring a certain percentage of the residential portion of the site to be developed with a similar percentage of the commercial. The specific percentages will be made part of the approved Master Plan. The intent of this condition is to also ensure that the proposed land uses in Table 4C do not exceed the individual caps for these uses.

Or:

Submittal of a Master Plan application that incorporates a "Development Phasing Plan" shall be required. The intent of this condition is to:

a) Address the "internal trip" issue by requiring a certain percentage of the residential portion of the site to be developed with a similar percentage of the commercial portion. The specific percentages will be made part of the approved Master Plan, and
b) Ensure that, for each type of land use, the amounts proposed do not exceed those shown in Table 4C of the TIA.

Condition of Approval #11

Submittal of a Master Plan application that shows the entire length of the collector street from Marcola Road to V Street being constructed as part of Phase 1.

Condition of Approval #12

Submittal of a Master Plan application that shows the construction of all streets serving the CC and MUC portions of the subject site being constructed shall be required as part of Phase 1.

Condition of Approval #13

Submittal of a Master Plan application that shows proposed connectivity between the residential and commercial development areas.

Condition of Approval #14

The Master Plan shall be submitted within one year of the City Council approval of these applications.

Section 3: The Springfield Zoning Map is hereby amended from Campus Industrial to: Community Commercial; Medium Density Residential; and Mixed Use Commercial, more particularly described in Exhibit A and incorporated herein by reference.

Section 4: The legal description of the subject property is specified in Exhibit B. The specific boundaries of the zoning districts shall be determined as a condition of approval of the required Master Plan.

ADOPTED by the Common Council of the City of Springfield by a vote of ____ for and ____ against, this ____ day of _____, 2007.

APPROVED by the Mayor of the City of Springfield, this ____ day of _____, 2007.

ATTEST:

_____
Mayor

_____
City Recorder

Joseph J Leahy
5/2/07

EXHIBIT B

K & D ENGINEERING, Inc.

Engineers • Planners • Surveyors

Legal description
For
"Marcola Meadows" Comp Plan and Zone Change

Two (2) Parcels of land located in Springfield, Oregon that are more particularly described as follows:

Parcel 1

Beginning at a point on the North margin of Marcola Road, said point being North 89° 57' 30" East 2611.60 feet and North 00° 02' 00" West 45.00 feet from the Southwest corner of the Felix Scott Jr. D.L.C. No. 51 in Township 17 South, Range 3 West of the Willamette Meridian; thence along the North margin of Marcola Road South 89° 57' 30" West 1419.22 feet to the Southeast corner of Parcel 1 of Land Partition Plat No. 94-P0491; thence leaving the North margin of Marcola Road and running along the East boundary of said parcel 1 and the Northerly extension thereof North 00° 02' 00" West 516.00 feet to a point on the South boundary of NICOLE PARK as platted and recorded in File 74, Slides 30-33 of the Lane County Oregon Plat Records; thence along the South boundary of said NICOLE PARK North 89° 57' 30" East 99.62 feet to the Southeast corner of said NICOLE PARK; thence along the East boundary of said NICOLE PARK North 00° 02' 00" West 259.82 feet to the Northeast corner of said NICOLE PARK, thence along the North boundary of said NICOLE PARK South 89° 58' 00" West 6.20 feet to the Southeast corner of LOCH LOMOND TERRACE FIRST ADDITION, as platted and recorded in Book 46, Page 20 of the Lane County Oregon Plat Records; thence along the East boundary of said LOCH LOMOND TERRACE FIRST ADDITION North 00° 02' 00" West 112.88 feet to the Southwest corner of AUSTIN PARK SOUTH as platted and recorded in File 74, Slides 132-134 of the Lane County Plat Records; thence along the South boundary of said AUSTIN PARK South North 89° 58' 00" East 260.00 feet to the Southeast corner of said AUSTIN PARK South thence along the East boundary of said AUSTIN PARK South North 00° 02' 00" West 909.69 feet to the Northeast corner of said Austin Park South, said point being on the South boundary of that certain tract of land described in a deed recorded July 31, 1941, in Book 359, Page 285 of the Lane County Oregon Deed Records; thence along the South boundary of said last described tract North 79° 41' 54" East 1083.15 feet to the intersection of the South line of the last described tract and the East line of that certain tract of land conveyed to R. H. Pierce and Elizabeth C. Pierce and recorded in Book 238, Page 464 of the Lane County Oregon Deed Records; thence along the East line of said last described tract South 00° 02' 00" East 1991.28 feet to the point of beginning, all in Lane County, Oregon.

276 N.W. Hickory Street • P.O. Box 725 • Albany, OR 97321 • (541) 928-2583 • Fax: (541) 967-3458

Parcel 2

Beginning at a point in the center of County Road No. 753, 3470.24 feet South and 1319.9 feet East of the Northwest corner of the Felix Scott Donation land Claim No. 82, in Township 17 South, Range 2 West of the Willamette Meridian, and being 866 feet South of the Southeast corner of tract of land conveyed by The Travelers Insurance Company to R. D. Kercher by deed recorded in Book 189, Page 268, Lane County Oregon Deed Records; thence West 1310 feet to a point 15 links East of the West line of the Felix Scott Donation Land Claim No. 82, Notification No. 3255, in Township 17 South, Range 2 West of the Willamette Meridian, and running thence South parallel with and 15 links distant from said West line of said Donation Land Claim a distance of 2304.76 feet to a point 15 links East of the Southwest corner of said Donation Land Claim, thence East following along the center line of County Road No. 278 a distance of 1310 feet to a point in the center of said County Road No. 278 due South of the place of beginning; thence North following the center line of said County Road No. 753 to the point of beginning, all in Lane County, Oregon;

EXCEPT the right of way of the Eugene-Wendling Branch of the Southern Pacific Railroad;

ALSO EXCEPT that portion described in deed to The City of Eugene, recorded in Book 359, Page 285, Lane County Oregon Deed Records;

ALSO EXCEPT beginning at a point which is 1589.47 feet South and 1327.33 feet East of the Southwest corner of Section 19, Township 17 South, Range 2 West, Willamette Meridian, Lane County, Oregon, said point also being opposite and 20 feet Easterly from Station 39+59.43 P.O.S.T., said Station being in the center line of the old route of County Road No. 142-5 (formerly #753); thence South 0° 11' West 183.75 feet to the intersection with the Northerly Railroad Right of Way line; thence South 84° 45' West 117.33 feet; thence South 79° 30' West 48.37 feet to the intersection of said Railroad Right of Way line with the Southerly Right of Way line of the relocated said County Road No. 742-5; thence along the arc of a 316.48 foot radius curve left (the chord of which bears North 39° 03' 35" East 261.83 feet) a distance of 269.94 feet to the place of beginning, in Lane County, Oregon;

ALSO EXCEPT that portion described in deed to Lane County recorded October 19, 1955, Reception No. 68852, Lane County Oregon Deed Records;

ALSO EXCEPT that portion described in deed to Lane County recorded January 20, 1986, Reception No. 8602217, Lane County Official Records;

ALSO EXCEPT that portion described in that Deed to Willamalane Park and Recreation District recorded December 4, 1992, Reception No. 9268749, and Correction Deed recorded February 9, 1993, Reception No. 9308469, Lane County Official Records;

ALSO EXCEPT that portion described in Exhibit A of that Deed to the City of Springfield, recorded September 22, 1993, Reception No. 9360016, Lane County Official Records

ALSO EXCEPT Marcola Road Industrial Park, as platted and recorded in File 75, Slides 897, 898 and 899, Lane County Plat Records, Lane County, Oregon.

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ATTACHMENT 5
WRITTEN MATERIALS ENTERED INTO THE PLANNING COMMISSION RECORD

On March 27th the following correspondence was entered into the record at the Planning Commission public hearing and added here for City Council review: Jim and Brenda Wilson, Darlene Hrouda, and Rick Satre.

On March 27th, the Planning Commission allowed the written record to remain open for 7 days (until April 3rd). The following persons submitted written correspondence after April 3rd and are now entered into the record: Lou Christian, G. Keith and June Roberts, and Leon Thompson.

Jim And Brenda Wilson
2541 Marcola Road
Springfield, Oregon 97477

RECEIVED
MAR 2 3 2007
BY:

ENTERED INTO RECORD 3/27

We want to keep the zoning as is on the "Pierce Property".

We would like to keep the original Metro Plan Diagram and

the Springfield Zoning Map ~~amended~~ AS IS.

Marcola Road will not handle the added traffic of many additional commercial businesses. Already Marcola Road has increased by about half in the five years that we have lived here, because of the building of Walmart and Jerry's on Olympic Street. Marcola Road has become the main path for the flow of traffic to these businesses. The additional housing that is planned for the area off of 28th and 31st Streets will only add to the traffic flow problem as well.

Added noise from commercial businesses would make living on Marcola Road almost unbearable. Big trucks would be delivering freight at all hours of the night, as they do now for Walmart [redacted]. Truck traffic is already bad enough.

Our view of the Coburg Hills would be almost completely blocked off by unsightly buildings. Anything over one story high along Marcola Road would be considered too high. Also I would like to see the businesses spaced at an appro[priate space so they would be appealing to our eyes.

Sincerely,

Jim and Brenda Wilson

2

RECEIVED
MAR 2 6 2007
BY: [signature]

ENTERED INTO RECORD 3/27

PUBLIC HEARING NOTICE, CITY OF SPRINGFIELD
PLANNING COMMISSION AND CITY COUNCIL

CASE NUMBERS: LRP 2006-00027 and **ZON 2006-00054**

APPLICANT: Rick Satre, Satre Associates Representing SC Springfield, LLC

NATURE OF THE APPLICATIONS: LRP 2006-00027 is a Metro Plan Diagram Amendment from Campus Industrial (56 acres) to Community Commercial (11) acres, Commercial/Nodal Development Area (26 acres) and Medium Density Residential/Nodal Development Area (19 acres). **ZON 2006-00054** is a Springfield Zoning Map amendment from Campus Industrial (56 acres) to Community Commercial (11 acres), Mixed Use Commercial (26 acres) and Medium Density Residential (19 acres).

AUTHORIZED USES: Uses in the Medium Density, Community Commercial and Mixed Use Commercial Zoning Districts are regulated by SDC Articles 16, 18 and 40 available in City Hall or on line at http://www.ci.springfield.or.us/dsd/Planning/.

APPLICABLE CRITERIA: SDC Section 7.030(3) contains the approval criteria for Metro Plan amendments and SDC Section 12.030 contains the approval criteria for Zoning Map amendments. The specific criteria are available in City Hall or on line at http://www.ci.springfield.or.us/dsd/Planning/.

SUBJECT PROPERTY LOCATION: The subject site, formerly known as the "Pierce Property" is located north of Marcola Road, west of 31st Street, east of Mohawk Marketplace Shopping Center and south of the EWEB bike path (Lane County Assessor's Map 17-02-30-00, Tax Lot 1800 and 17-03-25-11, Tax Lot 2300).

DATE, TIME, PLACE AND LOCATION OF THE PUBLIC HEARINGS: Planning Commission: Tuesday, March 27, 2007 at 7:00 p.m.; City Council: on Monday April 16, 2007 at 7:00 p.m. Both public hearings will be held in the Council Chambers of Springfield City Hall, 225 Fifth Street. Work sessions will be held prior to each public hearing on the same date.

ADDITIONAL INFORMATION: The applications, all documents and evidence submitted by or on behalf of the applicant are available for inspection at City Hall at no cost and will be provided for a reasonable cost. The staff report will be available 7 days prior to each hearing date.

CONTACT PERSON: Gary M. Karp at (541) 726.3777. Send written testimony c/o DSD, 225 Fifth Street, Springfield OR 97477, or attend the meeting and state your views. The hearings will be conducted in accordance with SDC Article 14.

FAILURE TO RAISE AN ISSUE: Failure of an issue to be raised at the hearing, in person or in writing, or failure to provide statements or evidence sufficient to afford the decision-maker an opportunity to respond to the issue precludes appeal to the Land Use Board of Appeals on that issue.

3/20/07
I oppose any changes to the existing zoning and metro plans to the villages @ marcolla medows.
Home owner
[signature] 2595 Marcola Rd.

ENTERED INTO RECORD 3/27

March 26, 2007

City of Springfield
Development Services
225 Fifth Street
Springfield, Oregon 97477

Attn: Gary Karp, Planner

Re: The Villages at Marcola Meadows
City Files LRP 2006-00027 and ZON 2006-00054

Dear Gary,

Please accept the enclosed document for the record as the applicant's response to the list of concerns received from DLCD in their March 12, 2007, letter addressed to the City of Springfield. We appreciate DLCD's review or our application and this opportunity to reply.

Please contact us should you have any questions or require any additional information in this regard.

Sincerely,

Richard M. Satre

Richard M. Satre, AICP, ASLA, CSI

Encl: Responses to March 12 DLCD List of Concerns

Satre Associates, P.C.
132 East Broadway
Suite 536
Eugene, Oregon 97401
Phone 541.465.4721
Fax 541.465.4722
1.800.662.7094
www.satrepc.com

SATRE ASSOCIATES, P.C.
Planners, Landscape Architects and Environmental Specialists
132 East Broadway, Suite 536, Eugene, Oregon 97401
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www.satrepc.com

March 26, 2007

THE VILLAGES AT MARCOLA MEADOWS
METROPOLITAN PLAN AMENDMENT LRP 2006-00027
ZONE CHANGE ZON 2006-00054

RESPONSES TO MARCH 12, 2007 DLCD LIST OF CONCERNS:

Marguerite Nabeta, AICP, South Willamette Valley Regional Representative of the Department of Land Conservation and Development, sent a letter and an attached list of concerns dated March 12, 2007 to Gary M. Karp, Planner for the City of Springfield Development Services Department Community Planning Division, the staff planner assigned to these applications. Mr. Karp forwarded Ms. Nabeta's letter to us for responses. Our responses are given below.

QUALITATIVE ANALYSIS
DLCD Comments 1, and 3:

Item #1 points out that Goal 9 compliance may be addressed with both quantitative and qualitative analyses. Item #3 acknowledges qualitative comments, but alleges that no analysis or reasonable conclusions are provided to justify redesignation.

In the applicant's revised Goal 9 findings of March 17, 2007, a qualitative analysis is presented in the sections titled "Site Specific Issues," "Competing Sites," and "Comparing Wages" on pages 6 through 10 of 12 pages. Additional information regarding the qualities of the site affecting its suitability for development under its current designation is presented in the Planning Commission Staff Report for March 27, 2007, in the "Executive Summary," and on pages 1-34 through 1-37.

In these two documents, there is extensive material regarding the history, context, conditions, and marketability of the subject site. The suitability of the site is analyzed in the context of changing market forces and in comparison to the progress of development in the Gateway Campus Industrial District, location of the majority of Springfield's

shovel-ready CI land. These discussions demonstrate the inferiority of the subject site compared to the rest of the CI inventory, and also point out the pressure for Commercial development on more suitable sites. A reasonable conclusion is made that redesignating the subject site will ease commercial development pressures on the best CI inventory, while sacrificing a site that in 23 years has shown no potential for development under its CI designation.

ACKNOWLEDGED INVENTORIES
DLCD Comment s 2; 4.c, e; 8; 11.

Item #2 asks about "cumulative actions. . .since the 2002 [sic] Commercial study" and questions the use of figures from the 2006 *Industrial-Commercial Buildable Lands Study* (*CIBL*). Item #4.c refers to a figure in the applicant's February 28, 2007 responses to Goal 9 derived from older inventories. Items #4.d and 4.e refer to figures in the same February 28, 2007 document that were based on the *CIBL* study. Items #8 and #11 further question studies used in the previous version of the application.

The applicant's March 17, 2007 document revised previous Goal 9 responses to rely only on inventories and studies that have been coordinated with the DLCD. These include the most recent acknowledged inventory, the 2005 *Springfield Natural Resource Study Report,* which updated Industrial and Residential inventories in the Metropolitan UGB and the Commercial inventory in the Springfield UGB. This document was acknowledged by the DLCD in December 2006.

CONSISTENCY WITH THE *METRO PLAN*
DLCD Comment 4.b:

Item #4.b alleges that the proposal is not consistent with OAR 660-009-0010(4) because it is not consistent with the City's industrial conversion policies. In fact, the applicant's responses, revised responses, and the Planning Commission Staff Report discuss this issue at length and present substantive arguments demonstrating compliance with comprehensive plan policies.

As discussed beginning on page 4 of the March 17, 2007 revised Goal 9 responses, and beginning on page 1-60 of the Planning Commission Staff Report, there is no requirement to meet every policy perfectly and completely and without contradiction. The *Metro Plan* acknowledges this fact and address conflicts and inconsistencies between and among goals and policies. Although the proposal is inconsistent with Economic Policy B.12, it is consistent with Economic Policy B.6 and other economic policies in the *Metro Plan* and the *Springfield Commercial Lands Study*.

Item #4.b also calls for "a discussion of how to weight the balancing." The revised Goal 9 responses and the discussion in the "Inventory Equilibrium" section of this document

present methods of correlating the relevant inventories and determining a reasonable balance between them.

NODAL DEVELOPMENT
DLCD Comments 5, 6, 7:

Items #5, 6, and 7 all question the inclusion of a home improvement center in the preliminary plan for the project. Item #5 states that there is no discussion of why a home improvement center is appropriate in a Nodal Development Area. In fact, this application does not seek to apply the Nodal Development Area designation to the land on which the home improvement store will be proposed by the Master Plan application. Potential Node 7C is not an official node. The proposed PAPA would create an official node on 80 acres of Medium Density Residential and Commercial land that do not include the possible site of the home improvement center. As proposed by the applicant, a home improvement center affiliated with the proposed Nodal Development Area will augment the neighborhood retail traffic of the stores within the Nodal Development designation, thereby increasing their chances for commercial success.

Item #6 disputes the transitional layout, scale, and design of the preliminary plan that accompanies this application. It states that a home improvement center is incompatible with a residential neighborhood. However, the preliminary plan separates the home improvement center from the proposed Medium Density Residential development by means of an extensively landscaped area for wetland mitigation and open space. Direct views of the home improvement center will be screened from the residential section by heavily planted berms against an 8-foot retaining wall. Vehicular and pedestrian paths from new and exiting residential areas to the home improvement center will first pass through neighborhood commercial areas. The home improvement center itself will be designed to resemble a series of smaller retail spaces, similar in scale to the others, rather than a single monolithic façade. The proposed commercial areas will be a very effective transition between the new and existing residential areas to the west and north, and the existing heavy industrial uses to the southeast.

Item #7 reiterates the earlier challenge to a home improvement center in a mixed-use project, but again, the center is not a part of the areas designated for Nodal Development or Mixed-use. The comment also espouses a version of what "true mixed-use" is, that it must be vertically integrated or at least horizontally integrated to some undefined standard. However, the Springfield Development Code has no such standards for Mixed-Use Zoning and Nodal Development Overlays. The preliminary plan has been prepared to meet or exceed all of the requirements of the adopted Nodal and Mixed-Use regulations.

INVENTORY EQUILIBRIUM
DLCD Comments 4.a, b, d, f, h:

Items #4.a, b, d, f, and h all request further discussion, analysis and rationale for shifting land in the CI inventory to other designations.

The applicant's March 17, 2007 document revised previous Goal 9 responses to address these comments. The analysis and rationale for the proposed shifts of inventory are discussed further below:

The three sectors of the economy represented by the three principle land inventories (residential, commercial, and industrial) are economically interdependent and equilibrium between the inventories is essential to economic health. To put it simply, people need places to work, shop, and live. Growth in one sector of the economy will spur growth in the other two. If the inventory of land for one sector, industry for instance, is especially large compared to the others, that inventory may be elastic and affordable and therefore contribute to, or at least facilitate, an expansion of that sector. However, small or non-existent inventories of land for the other sectors create very inelastic supply curves. As expansion of the industrial sector creates an upward shift of the residential and commercial land demand curves, the inelasticity of supply will drive up prices rapidly. Because the sectors are interdependent, rising prices of land for the other sectors will squelch the expansion of the industrial sector, despite its apparently adequate land supply.

This cause – effect sequence doesn't have to be played out step by step for the mechanism to work. Industries considering expansion will study the overall land market and anticipate these problems. Unless these market forces are understood by policy makers, the lack of growth in a sector well supplied with land will have no apparent cause. Conversely, if the inventories for all three principle sectors are sufficient and balanced, expansion of one sector will spur orderly and proportioned growth in the others. Therefore it is essential for the health of the economy to maintain equilibrium between the inventories.

This raises the question of how to determine when the inventories are out of equilibrium and how to restore it. In this particular instance, commercial inventories are projected to be completely depleted by the end of the planning period. That fact alone is enough to justify shifting land from an inventory where there is a so-called "surplus." The question remains: how should we compare, and if needed, reapportion two inventories (industrial and residential) when positive balances of each are projected for the end of the planning period.

The method presented on pages 11 and 12 of the March 17th revised Goal 9 findings uses data from the U. S. Census Bureau and guidelines from the Oregon Department of Land Conservation and Development to establish a correlation between the inventories of industrial and residential land. Briefly, the method estimates the density of full-time employees living on residential land and job density on industrial land. Employee density is derived from U. S. Census data on individual and household income, and

Metro Plan target dwelling densities. Job density is based on DLCD economic opportunity analysis guidelines.

This method of analysis establishes a clear and rational justification for reapportioning land as proposed by the application. Shifting land from one inventory to another to achieve equilibrium between the inventories is sound economic and land planning practice that will facilitate and stabilize economic growth and the efficient use of land.

DLCD COMMENT #9

Item #9 asks when the *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan*, 2001 was adopted by the City. Springfield approved Ordinance No. 5992 November 5, 2001 adopting the *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan* as a refinement plan of the *Metro Plan*.

DLCD COMMENT #10

Item #10 questions whether Goal 2 requirements for coordination with other jurisdictions have been met. Referral of the proposed *Metro Plan* diagram amendment was sent to the City of Eugene and Lane County on March 16, 2007. The applicant's findings and the Planning Commission Staff Report for March 27, 2007 include discussions demonstrating compliance with Goal 2. In addition to those comments, the following is offered regarding coordination with other jurisdictions:

The Eugene/Springfield Metropolitan Area General Plan (*Metro Plan*) provides policy regarding coordination with jurisdictional partners within the metropolitan area in review and decision-making on proposed amendments to the *Metro Plan*. Specifically, *Metro Plan* policies are contained in the *Metro Plan* document's *Chapter IV: Metro Plan Review, Amendments, and Refinements*. Within said chapter, Policy 3 stipulates that *Metro Plan* amendments shall be classified as a Type I or Type II amendment. Policy 3.a states:

> *"A Type I amendment shall include any change to the urban growth boundary (UGB) or the Metro Plan Boundary (Plan Boundary) of the Metro Plan, any change that requires a goal exception to be taken under Statewide Planning Goal 2 that is not related to the UGB expansion; and any amendment to the Metro Plan text that is non-site specific."*

Policy 3.b states:

> *"A Type II amendment shall include any change to the Metro Plan Diagram or Metro Plan text that is site specific and not otherwise a Type I category amendment."*

Policy 5 sets forth the conditions under which the governing bodies of the three metropolitan jurisdictions participate in the approval process for Metro Plan amendments. Policy 5.e states:

> *"Decisions on all Type II amendments within city limits shall be the sole responsibility of the home city."*

This proposed amendment:

- Includes site-specific changes to the Metro Plan Diagram
- Does not include any change to the UGB or the Metro Plan Boundary
- Does not require a goal exception to be taken under Statewide Planning Goal 2 that is not related to the UGB expansion; and
- Does not include any non-site specific amendment to the Metro Plan text.

Therefore, this proposed amendment must be classified as a Type II amendment. The specific site for which the amendment is proposed is located wholly within the Springfield city limits, as demonstrated by the Springfield Zoning Map. Given these circumstances and the cited *Metro Plan* policies, the City of Springfield is the home city and has sole responsibility for the decision on this amendment. The City is responsible for providing notice to all affected governmental units, which it has done. The City is also responsible for responding in its findings to the legitimate concerns of affected governmental units. At this time, the public record has not closed and there remain opportunities for comments and City to responses. Therefore, to the degree that a determination can be made at his time, and with regard to coordination, the proposal is consistent with Goal 2.

KARP Gary

From: LouC [LouC@UA290.org]
Sent: Wednesday, April 04, 2007 4:38 PM
To: KARP Gary
Cc: johne; lynette4
Subject: Public Hearing Testimony

Re Case Numbers: LRP2006-00027 and ZON 2006-00054

To the City of Springfield Planning Commission and City Council

My name is Lou Christian. I am a Business Agent for Plumbers and Steamfitters Local 290, with a total membership of over 4,000 dedicated men and women in the plumbing and pipefitting industry. We vehemently oppose the zoning change for the 56 acres directly across from our union hall and training center. The current zoning, campus industrial, is a benefit for all those citizens who live and work in this area.

The proposal to change to community commercial for the benefit of a Lowe's Home Improvement is an extremely bad idea. Just check their record. They are a bad neighbor and gained a very poor reputation when they recently constructed their Lebanon, Oregon regional distribution center. They don't value Oregon wages or working conditions. Their idea of improving the local community was to bring in out-of-state workers and out-of-state contractors with no ties to the local economy.

We strongly recommend retaining the Campus Industrial designation.

Thank you for your consideration.

Lou Christian
Business Agent Local 290
2861 Pierce Pkwy
Springfield, OR

KARP Gary

From: G. KEITH ROBERTS JUNE ROBERTS [jrobts@msn.com]
Sent: Friday, April 13, 2007 4:17 PM
To: KARP Gary
Subject: RE: Pierce property

April 13, 2007

Dear Mr. Karp,

I realize this e-mail is a bit late but I hope you will still consider it.
My objection #1 to the proposed building on this property, ie, the zone change has to do with increased traffic in the area. Since Wall-mart came in the traffic has increased quite notably especially coming off of Lomond onto 19th street. Noise is also a concern.
My property, at 2370 Loch drive, has an easement going to the field in back of my home. This also presents problems that I have encountered with other properties in the area with easements. The area, I'm sure when new will look pristine and then down the line these areas are trash dumping grounds. I also oppose erecting multi-family dwellings that will obstruct the view of the hiils. If the stuffed suits ie, Kennedy, can turn down needed energy wndmills, 7 miles out off the coast of MA., because he thinks them too unsightly, then I think this is a valid concern.
While I feel sure these, at least some of them, have been addressed prior to mine, I would like to at be able to have mine heard.

Sincerely,
June Roberts
746-7911

GIVEN TO GKARY
04/16/07

(1.)

To - The City Council + Planning Commission

My name is Leon Thompson
2 live at 2777 Marcola Rd.
2 would like to address my concerns about the Pierce Property.
My biggest concern is the traffic on Marcola Rd. From about 3:30 p.m. to 5:30 p.m., it is hard to get in + out of my driveway, as cars are backed up west of my driveway by signal light at 28th St.
2 have some suggestions to cut down some of the congestion.

(1.) Get the truck traffic off of Marcola Rd. This can be done by having the trucks use Parkway West on to South "A", or use I-105 to 42nd St and to Kingsford Plant, as a lot of trucks use it.

(2.) Do away with plans for Lowe's as it is going to put more traffic on Marcola Rd.

(2.) on "Oak" "Prairie Homes" make the lots bigger. Say 8.4 per acre instead of 10.4. That would take about 36 cars off of Marcola Rd - at 1 car per household.

(4.) I am no big fan of round-abouts but the ones we have seem like they are getting the traffic moving.

My next concern is Lowe's. I feel is lucky to have a home owned "Jerry's Home Improvement" that does a great service, and I don't think we need another one within 4 blocks.

Lowes moved out of their store over by I.2. Joe's when Home Depot moved in next to them. If they can't make it with the competition, are they going to move out? And then will there be a boarded up building like K-Mart when Wal-Mart came? There is a boarded up building at the old McKay Store on Centennial.

The rest of Marcola Meadows I like. Just make it simple, and don't let Lowe's in.

ATTACHMENT 6
MARCH 27, 2007 PLANNING COMMISSION PACKET

ATTACHMENT
6-1

MEMORANDUM **CITY OF SPRINGFIELD**

DATE OF WORK SESSION/PUBLIC HEARING: March 27, 2007

TO: Springfield Planning Commission

FROM: Gary M. Karp, Planner III GK

PLANNING COMMISSION TRANSMITTAL MEMORANDUM

SUBJECT: Metro Plan Diagram Amendment - Case Number **LRP 2006-00027**
Springfield Zoning Map Amendment - Case Number **ZON 2006-00054**
Satre Associates, Applicant - Representing SC Springfield, LLC

ISSUE

Conduct a work session and a public hearing on the proposed Metro Plan diagram and Springfield Zoning Map amendments and decide whether to advise the City Council to approve, approve with conditions or deny these applications.

DISCUSSION

The subject site, formerly known as the "Pierce" property is located north of Marcola Road, west of 31st Street, east of Mohawk Marketplace Shopping Center and south of the EWEB bike path. The subject site is 100.3 acres in size. The current Metro Plan designations and zoning are: Campus Industrial, Medium Density Residential and Community Commercial. The applicant requests approval of a: Type II Metro Plan diagram amendment to change the Campus Industrial designated portion of the subject site (currently 56 acres) to Commercial/Nodal Development Area, Community Commercial and Medium Density Residential/Nodal Development Area; and amendment of the Springfield Zoning Map from Campus Industrial to Community Commercial, Mixed Use Commercial and Medium Density Residential. The applicant's intent is to obtain the proper Metro Plan designations and zoning to allow the construction of a phased mixed-use residential and commercial development with nodal attributes called the Villages at Marcola Meadows. These applications are the first step in the process to obtain development review approval. The next steps are Master Plan approval and then, individual Site Plan and Subdivision approval. The public will be noticed during each review process. These applications use similar criteria of approval and have been combined into one staff report for ease of review. Both applications are interrelated: the proposed Metro Plan diagram amendments must be approved in order for the Zoning Map amendments to be approved because the plan designation and zoning must be consistent. In making their decisions, the Planning Commission and the City Council should consider: If the City will be better served by converting Campus Industrial land to Commercial and Multi-family Residential; if Springfield's citizens, especially the neighbors, can be assured that a "quality" development will be constructed over time; and if the removal of the Campus Industrial designation can be absorbed or should be offset by a commensurate addition of Campus Industrial designation elsewhere in the City as an element of the upcoming commercial and industrial land supply demand analysis.

RECOMMENDATION

Staff recommends approval of the proposed Metro Plan diagram Springfield Zoning Map amendments, as conditioned, based on the attached findings.

ACTION REQUESTED

Advise the City Council, by motion and signature of the attached order and recommendation by the Planning Commission Chairperson, to approve these applications, as conditioned, at their public hearing on April 16, 2007.

ATTACHMENTS

Attachment 1: Staff Report, Findings and Order
Attachment 2: Maps Submitted by the Applicant
Attachment 3: Legal Description for the Zoning Map Amendment
Attachment 4: The Preliminary Plan Illustration (a rendering of the proposed Master Plan)
Attachment 5: ODOT Correspondence
Attachment 6: DLCD Correspondence
Attachment 7: TransPlan Proposed Nodal Development Area Map

ATTACHMENT 1
STAFF REPORT, FINDINGS AND ORDER
CITY OF SPRINGFIELD, DEVELOPMENT SERVICES DEPARTMENT

Applicant: Satre Associates PC, Applicant, representing SC Springfield, LLC	Case Numbers: LRP 2006-00027 ZON 2006-00054

Requests: This is a consolidated staff report for amendments to the Metro Plan diagram and the Springfield Zoning Map. These applications involve two parcels under common ownership totaling 100.3 acres (Assessor's Map 17-02-30-00, Tax Lot 01800 and 17-03-25-11, Tax Lot 02300).

Procedure Type:

1. The Metro Plan Diagram Amendment proposes to change the Campus Industrial portion of the subject site to Commercial/Nodal Development Area, Community Commercial and Medium Density Residential/Nodal Development Area. The net effect on designated areas will be as shown below.

Type IV – Metro Plan diagram amendment

Existing and Proposed Plan Designations

Plan Designation	Acres Existing	Proposed	%Change
Medium Density Residential /ND	35.7	54.7	53%
Commercial	8.6	19.6	128%
Commercial /ND	0.0	26	n/a
Campus Industrial	56.0	0.0	-100%
Total	100.3	100.3	
/ND: Nodal Development Area Overlay	0.0	80.7	

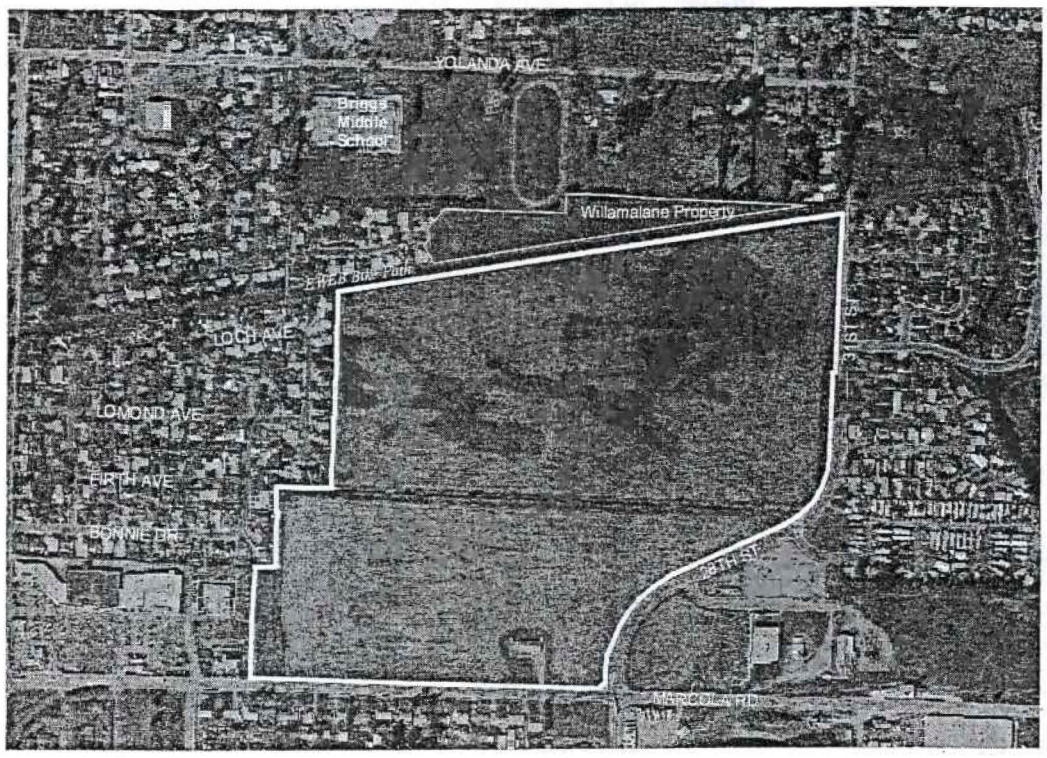
2. Springfield Zoning Map Amendment Case Number ZON 2006-00054 proposes to change the zoning from Campus Industrial to Industrial to Community Commercial, Mixed Use Commercial and Medium Density Residential. The net effect on zoning will be as shown below.

Quasi-judicial zone change raised to a Type IV procedure

Existing and Proposed Zoning

Zoning District	Acres Existing	Proposed	%Change
Medium Density Residential	35.7	54.7	53%
Community Commercial	8.6	19.6	128%
Mixed-Use Commercial	0.0	26.0	n/a
Campus Industrial	56.0	0.0	-100%
Total	100.3	100.3	

VICINITY MAP



I. EXECUTIVE SUMMARY

The applicant is proposing to amend the Metro Plan diagram from Campus Industrial (CI) to Commercial/Nodal Development Area (NDA), Community Commercial (CC) and Medium Density Residential (MDR)/NDA; and to amend the Springfield Zoning Map from CI to CC, Mixed Use Commercial (MUC) and MDR. Attachment 2 includes diagrams showing the current and proposed Metro Plan designations and zoning. These applications are the first steps towards implementing a comprehensive new development plan for the 100.3 acre site.

Future applications include a Master Plan for the entire site which will address phasing of development and the timing of infrastructure installation; individual Subdivision and Site Plan Review applications; and other applications, as necessary. The applicant cannot concurrently submit a Master Plan application because the Metro Plan designation and zoning must be in compliance. Compliance will not be achieved until these applications are approved. The applicant has included a "Preliminary Plan Illustration" (see Attachment 4) that is intended to be a depiction of the future Master Plan for use with these applications.

The "Pierce" property is listed in TransPlan as a potential nodal development area and was mentioned among the areas considered by the City Council for formal designation as a node. The applicant's Preliminary Plan Illustration includes elements consistent with nodal designation. The proposed development will include design elements that support pedestrian environments and encourage transit use, walking and bicycling; a transit stop which is within walking distance (generally ¼ mile) of anywhere in the node; mixed uses so that services are available within walking distance; public spaces, such as parks, public and private open space, and public facilities, that can be reached without driving; and a mix

of housing types and residential densities that achieve an overall net density of at lease 12 units per net acre.

In 2001, the City Council denied a Metro Plan amendment on the "Pierce" property to site a Home Depot. That application showed a "piece-meal" development proposal without a comprehensive development proposal for the entire property. There was an approved Conceptual Development Plan for the Campus Industrial portion of the subject site. However, that plan showed only proposed lot layouts and a street system. The applicant's proposal shows specific plans for the commercial and residential development that would replace the Campus Industrial designation and zoning.

The "Pierce" property has been marketed as an industrial site for many years. Various characteristics of the site as well as changing market forces have worked against the development of the site. The proximity of the Kingsford Charcoal plant and potential vibration from the nearby rail spur has discouraged high-tech development of the site. Market forces are affecting the types of development that are attracted to campus industrial sites. Of the many employers located in the City's other Campus Industrial site (Gateway), only one, Shorewood Packaging, is a manufacturing use.

The justification for converting the industrial portion of the subject site to commercial and residential uses are described in more detail in the body of this report. Additional information on the history of the site and changing market forces are also included.

Of the several criteria of approval that apply to these applications, compliance with: 1) State-wide Planning Goal 9, "Economic Development"; and 2) State-wide Planning Goal 12, "Transportation" are essential and therefore, are specifically discussed in this executive summary:

<u>Compliance with State-wide Planning Goal 9, "Economic Development".</u>

The Home Depot Metro Plan diagram amendment/zone change application (2001) proposed to change 7.79 acres from Campus Industrial to Community Commercial leaving approximately 48 acres of CI designated and zoned land. There was significant neighborhood opposition to the development but the request was denied by the City Council for the following reasons:

1) The reduction of the CI land use designation and the variety of high tech manufacturing sector family wage jobs that might be lost as a result; and the fact that the CI designation was one of the City's smallest inventories and could not easily replaced because the "high tech" industry demands large, constraint-free campus-like settings.

2) The apparent inconsistency of the Home Depot proposal with the intent of Policy 12 of the Economic Element of the Metro Plan, which states: ***"Discourage future Metropolitan Area General Plan amendments that would change development ready lands (sites defined as short-term in the metropolitan Industrial Lands Special Study, 1991) to non-industrial designations."***

3) The then recently adopted Springfield Commercial Lands Study conclusions were used as a substantial justification for the proposal. The fact that there was a shortage of vacant, developable commercial land in Springfield was not at question. However, the proposal to increase this supply, regardless of other relevant factors, was not sufficient reason to approve the proposal.

The issues cited above are still applicable and have been addressed by the applicant and staff's findings primarily under the responses to Goals 9, 10 and 12. There are also changes in circumstance pertaining especially to the lack of industrial development in the Campus Industrial District that should be considered. These changes are discussed under the response to Goal 9.

While there appears to be more demand for commercial than industrial development currently, this fact alone should not be the primary reason for the City Council to remove a "shovel ready" CI property in exchange for commercial development. The Planning Commission and the City Council should determine if the applicant and staff demonstrate that in order to comply with Statewide Planning Goal 9,

Metro Plan policies and adopted land inventories that Campus Industrial land should be converted to commercial and residential and that conditions that applied during the Home Depot review process in 2001 have changed. Staff contends these issues have been addressed in this staff report and recommends approval of these applications, with conditions. In making their decisions, the Planning Commission and the City Council should consider the impact of piece-meal conversions on the future availability of developable industrial land while using somewhat dated commercial and industrial land surveys.

Compliance with State-wide Planning Goal 12, "Transportation".

The applicant submitted information requesting a "trip cap" which can be implemented via a "Trip Monitoring Plan" to demonstrate compliance with Goal 12 and which argues in favor of mixed use development within a potential nodal development area.

1) The Oregon Transportation Planning Rule requires metropolitan areas with populations under one million to plan for a 5 percent per capita reduction in vehicle miles traveled (VMT) over the 20 year planning horizon. The revised TransPlan adopted by Springfield, Eugene and metro Lane County in 2001 allows for Nodal Development Areas as an alternative strategy to meet the VMT standard. The City Council selected and adopted the Nodal Development Area concept after reviewing a preliminary assessment of several potential Nodal Development Area sites in 2003 (7B in Riverbend; 8A in Glenwood; 8B in Downtown Springfield; 9A in Mohawk; and 9H and 9J in Natron). Last year, a previous Metro Plan diagram/Zoning Map amendment application initiated a portion of Proposed Nodal Development Area 9C at 30th and Main Streets. The TransPlan Potential Nodal Development Areas map shows that the subject site is within the boundary of Proposed Nodal Development Area 7C. Area 7C has not been "officially" approved by the City Council. Upon approval, these applications will add approximately 80 acres of MUC and MDR designated and zoned land to Springfield's "official" Nodal Development Areas.

2) The trip cap is an acceptable traffic capacity limitation tool allowed in the Transportation Planning Rule. The trip cap establishes a "worst case" scenario for trips generated by the current zoning for the entire site, in this case CI, MDR and CC. Trips generated by future MUC, MDR and CC uses cannot exceed the established trip cap. The response to the Goal 12 criterion was reviewed and accepted, as conditioned, by Gary McKenney, Springfield Transportation Planning Engineer and Ed Moore from the Oregon Department of Transportation's Springfield office (see Attachment 5).

II STAFF/APPLICANT HISTORY

During the early stages of this development proposal, representatives of the current property owners (SC Springfield LLC who purchased it in 2006 from the Pierce Trust) had several meetings with City staff before applying for a Development Issues Meeting (ZON 2005-00028) in July, 2005. The owner's representatives had several additional meetings with City staff and subsequently hired Satre Associates to prepare the required land use applications. A Pre-Application Report (ZON 2006-00030), the prerequisite for the submittal of a Master Plan, was submitted in May 2006. Staff requested that application out of sequence to have "formalized development proposal" to comment on. Staff had a number of concerns about that proposal and contracted with Crandall Arambula (an urban design/planning firm in Portland which designed Hillsboro's Orenco Station development) for a peer review of the application, which occurred in July, 2006. Crandall Arambula listed 6 suggestions: 1) Relocate and redesign Main Street Retail; 2) Reconfigure the home improvement center site; 3) Include a park as a focus and active recreation amenity for new residential development; 4) Include an off-street pedestrian and bicycle trail system to provide safe and convenient access to "destinations" and "attractions" on and off the project site; 5) Make the residential street configuration pedestrian friendly; and 6) The residential buildings need a transition between the public and private realm. All but one of Crandall Arambula's suggestions (the reorientation of the home improvement center from east-west to north-south due to a 42" sanitary sewer line) has been incorporated into the Preliminary Plan Illustration (see Attachment 4). The Pre-Application Report application is on hold until these applications are approved. Satre Associates submitted these applications on September 29, 2006. These applications

were determined to be incomplete and staff met with Satre Associates on October 24, 2006 to discuss the completeness issue. The additional information was submitted on December 21, 2006 and the applications were determined to be complete for review on January 11, 2007.

Note: The Oregon Department of Land Conservation and Development (DLCD) is currently on record stating that home improvement centers should not be permitted in industrial districts because it would create "de facto mixed use districts". The applicant originally proposed that the approximately 14 acre home improvement center site be designated and zoned Light-Medium Industrial (LMI) based on a recent Planning Commission interpretation allowing this use in the City's LMI, Heavy Industrial (HI) and Special Heavy Industrial (SHI) zoning districts. This means a home improvement center can be sited only on property designated and zoned Commercial. However, due to its size, this use is not allowed in the Mixed Use Commercial District; it can go into the Community Commercial District. The proposed nodal development area will not include the home improvement center site.

The applications were further revised on February 28 to change the requested LMI designation and zoning to CC due to issues raised by DLCD. Finally staff met with DLCD representative Marguerite Nabeta and the applicant to review DLCD comments made on March 12, 2007 (see Attachment 6). Additional information has been added into this staff report (The Goal 9 response was revised dated March 17, 2007) and/or will be submitted prior to the public hearing.

III PROPERTY DESCRIPTION/LAND USE HISTORY

Property Description and Existing Conditions.

The subject site is located north of Marcola Road, west of 31st Street, east Mohawk Marketplace Shopping Center and south of the EWEB bike path and is 100.3 acres in size. The applicant has submitted the following information:

"Subject Site:

The subject site has been used for a variety of agricultural uses. It is currently vacant, with the exception of a small industrial building to the south of the subject site. The Springfield City Limits abuts the subject site on small portions on the west and northeast. Tax Lot 2300 is partially developed with a vacant industrial building. Tax Lot 2300 was platted in 1994 as Parcel 3 of land partition plat 94-P0491. A property line adjustment was recorded with Lane County in 1997 affecting the common boundary between Parcels 2 and 3 of Land Partition Plat 94-P0491 in so doing completing the current configuration of the subject site (City of Springfield file# 97-02-029). Tax Lot 1800 is vacant. A storm drainage facility runs through the center of the subject site running east to west. The storm drainage facility is proposed to be enhanced through the process of development of the subject site. The site is located outside of both the 100-year flood and 500-year flood areas (see Exhibit 7, FIRM Map 41039C1153F).

Additional detail on adjacent uses is as follows:

North. The property to the north of the subject site is separated by an EWEB utility corridor that also serves as a multi-use path. North of the EWEB corridor is property owned by Willamalane Park and Recreation District (Tax Lots 1500 and 2300), Briggs Middle School and Yolanda Elementary (Tax Lots 2200 and 3002) and single family residential properties. The properties to the immediate north are zoned Medium-Density Residential with Public Land and Open Space zoning on the School and part of the Willamalane and EWEB properties.

West. The property to the west is zoned and developed with low-density single-family residential dwellings.

Southwest. The property to the southwest is zoned Community Commercial and is developed with a variety of retail commercial uses including a grocery store and a bank.

South. The property to the south is zoned and developed with low-density single-family residential dwellings.

Southeast. To the southeast are properties that are zoned for Light-Medium Industrial (across North 28th Street) and Heavy Industrial (across Marcola Road). Several of these properties are currently developed with industrial uses.

East. To the east (across North 28th Street) are properties zoned and developed with low-density single-family residential dwellings…."

Land Use History.

Staff has prepared the following abbreviated land use history which is discussed here for two reasons: 1) It establishes the existing plan designation and zoning acreages; and 2) it lists the Home Depot applications which were denied, an issue that has a direct bearing on the proposed applications.

The "Pierce" property originally stretched from 19th Street to 31st Street and beyond to the base of Moe Mountain; and from Marcola Road to Briggs Middle School, north of the EWEB Bike Path. Since the "Pierce" property was annexed in 1975, there have been approximately 40 plan designation/zoning and development applications submitted to the City. However, only several of these applications are discussed for reasons cited above:

82-10-028 The initial Zone Change application established 15 acres of Community Commercial extending from the corner of 19th Street and Marcola Road eastward a distance of approximately 1350 feet; 48.7 acres of Medium Density Residential; 59.4 acres of Special Light Industrial (now Campus Industrial); and 25 acres of Light-Medium Industrial (located east of the subject site). There was 17.5 acres of Low Density Residential that was not rezoned. The City Council adopted Ordinance 5160 on June 6, 1983. Conditions of zoning approval included:

a) The dedication of land for a park of at least 5 acres in the vicinity of the EWEB Bike Path with access to a public street and the bike path.[1]

b) The creation of a new street to smooth the transition between 28th and 31st Streets.[2]

c) A "collector" street beginning opposite V Street for approximately 1900 feet and then turning south to connect with Marcola Road to serve as the boundary between the Campus Industrial and the Medium Density Residential zoning.[3]

1 The last Campus Industrial Conceptual Development Plan (98-02-047) approved in 1999 stated that 8 acres were dedicated for park use in 1993. This park land, which remains undeveloped, is listed in Willamalane's Park and Recreation Comprehensive Plan as a proposed Neighborhood Park. See also the discussion under State-wide Planning Goal 8.

2 The Pierce Trust dedicated the right-of-way and the 28th /31st Connector was constructed in 1993.

3 The collector street (V Street to Marcola Road – TransPlan Chapter 3, Page 21) is shown on the TransPlan Federally Designated Roadway Functional Classification Map and as Project # 777 on the Financially Constrained Roadway Projects Map in Appendix A of TransPlan. See also the discussion under State-wide Planning Goal 12 concerning both this issue and Potential Nodal Development Area 7C.

95-02-036 This City initiated Metro Plan amendment and Zone Changes eliminated inconsistencies between the zoning approved by Ordinance 5160 and the updated 1987 Metro Plan diagram. Ordinance 5785 was adopted by the City Council on May 15, 1995. This application also:

a) Added 5 acres of Community Commercial zoning along Marcola Road, taken from the Medium Density Residential zoning;

b) Changed the Low Density Residential/Medium Density Residential zoning shown in Atlee Park North to Low Density Residential;

c) Showed the future park zoned entirely PLO; and

d) Did not change the Campus Industrial designation and zoning shown on Map 4, Area1 at this time (see 96-10-208).

Ordinance 5785 also required specific landscaped buffer areas applicable to all future development.

96-10-208 This City initiated Metro Plan Amendment and applicant initiated Zone Changes application eliminated additional zoning and plan diagram inconsistencies. The zone changes were from:

a) Community Commercial to Medium Density Residential for 1.28 acres (extending the residential zoning to the south) so that the northern boundary of the commercial zoning would be located within a 20 foot-wide sanitary sewer easement; and

b) Campus Industrial to Community Commercial for 1.28 acres (extending the commercial zoning east) to keep the commercial zoning at the same acreage. The zone changes were approved by the Planning Commission on February 19, 1997

The Metro Plan diagram amendment was from Heavy Industrial to Light-Medium Industrial for 11.5 acres located east of the 28th/ 31st Street connector and north of Marcola Road. Ordinance 5851 was approved by the City Council on April 7, 1997 (**Note:** these 11.5 acres is outside of the boundary of the subject property).

97-02-029 This Property Line Adjustment moved the common property line of Parcels 2 and 3 of Partition Plat 94-P0491 approximately 142 feet to the west to allow the existing drainage ditch to be entirely on Parcel 3. The survey was recorded at Lane County on April 3, 1997.

The current acreages are as follows: 1) Community Commercial 8.8 acres; 2) Campus Industrial 56 acres; and 3) Medium Density Residential 35.5 acres.

00-12-254 Metro Plan Amendment application. **Home Depot** requested a Metro Plan diagram amendment from Campus Industrial to Community Commercial for 7.79 acres. On June 18, 2001 the City Council voted 4-1 with one absent to deny the request. The approval of concurrent zone change and Site Plan Review applications was dependent upon the adoption of the Metro Plan diagram amendment. Since the City Council denied this application, those applications were denied also.

IV. APPLICATION TEAM

Owner/Applicant:
SC Springfield, LLC
5440 Louie Lane, Suite 102
Reno, Nevada 89511
Attn: Jeff Belle

The property owner has put together the following development team:

Project Developer:
The Martin Company
PO Box 1482
Albany, Oregon 97321
Attn: Bob Martin

Planner/Landscape Architect:
Satre Associates, P.C.
Planners, Landscape Architects and Environmental Specialists
132 East Broadway, Suite 536
Eugene, Oregon 97401
Attn: Richard M. Satre, ASLA, AICP

Architect:
Waterbury Shugar Architecture LLC
225 West 5th Avenue
Eugene, Oregon 97401
Attn: Richard Shugar, AIA

Civil Engineer/Surveyor:
K & D Engineering, Inc.
PO Box 725
Albany, Oregon 97321
Attn: Dan Watson, PE
Transportation Engineer:
Access Engineering, LLC
134 East 13th Avenue, Suite 2
Eugene, Oregon 97401
Attn: Mike Weishar, PE

V. PROPOSED DEVELOPMENT

The applicant states that: *"This PAPA, submitted concurrently with the zone change application, is in preparation for appropriate land use permit applications to construct a mixed-use residential, and commercial development as described herein. The appropriate land use permit applications include* [but are not limited to] *Master Plan Review and Traffic Impact Analysis Review.*

Although applications for Master Plan, Subdivision and Site Plan approvals would be premature at his time, elements of the anticipated Preliminary Plan Illustration are material to the current application. To provide specific information about the intended mixed-use development and its relevance to the current application, a Preliminary Plan Illustration has been submitted as [Attachment 4] *and as described below.*

... The Villages at Marcola Meadows is a proposed mixed-use development comprised of residential, office and retail villages. Referencing the dramatic wooded backdrop of the Coburg and Marcola hills to the north, and the large plane of valley floor meadow on site, Marcola Meadows has been conceived to blend in with this overall setting while creating a bridge and supportive transition in the scale and intensity of larger commercial uses to the south with quiet residential neighborhoods to the north. Within Marcola Meadows a suite of eight Villages will exist. Four residential villages comprised of single family homes, apartment homes, townhomes and an assisted living facility with senior cottages will occupy the northern extent of the site, buffering existing residential developments to the northwest, north, and northeast. One office village, consisting of professional offices, will occupy the southeast area. Three retail villages, general retail, neighborhood retail, main street retail will face 28th Street and Marcola Road. Each of the Villages is envisioned to be unique, yet part of the whole. The overall Meadows theme will appear throughout, with the use of meandering waterways, native plans and generous open space. Within each Village, Pacific Northwest design aesthetic will prevail, supported with the generous use of stone, wood and steel. Marcola Meadows will not only be a great place to call home, but an exciting place to shop; with specialty retail shops and unique dining venues. Stores will have welcoming front doors, large windows and high ceilings, all with natural materials and muted colors. It will be easy to get around, and to do so on foot. All streets will have wide sidewalks, many of them setback from vehicle traffic. The entire community will be connected with all-weather multi-use off street pathways. It will be convenient, and safe, to walk from one Village to the next. It will be a great place to be outdoors, with meadow-flavored open spaces, native plant communities, lighting, bridges, seating, and overlooks to support

walking and relaxing. It will be a healthy place; with ample use of oxygen-generating trees to cleanse the air, catch the wind and cool the temperature. It will be an environmental place, utilizing a network of bioswales, shallow seasonal ponds, and a meandering drainageway to capture and cleanse stormwater. In all, The Villages at Marcola Meadows will not only be a great addition to the community but a wise use of land and smart approach to design."

VI. TYPE OF METRO PLAN AMENDMENT/THE ZONING MAP AMENDMENT AS A TYPE IV REVIEW

1) This Metro Plan diagram amendment application involves the site-specific amendment of the Metro Plan diagram from Campus Industrial to Campus Industrial portion of the subject site (currently 56 acres) to Commercial/Nodal Development Area, Community Commercial and Medium Density Residential/Nodal Development Area. This Metro Plan amendment is a Type II amendment as defined in SDC Section 7.030 because it does not have "regional impact" by:

   "(a) Changing the urban growth or the jurisdictional boundary of the Metro Plan because the subject site is within the city limits;
   (b) Requiring an exception to a State-wide goal; and
   (c) Requiring a non-site specific amendment of the Metro Plan text."

   This Metro Plan amendment is a Type II amendment as defined in SDC Section 7.030 because it is a site specific diagram amendment; not a specific text amendment:

   "(a) Amendment of the Metro Plan diagram; and
   (b) Is a site specific text amendment."

2) SDC 12.020(1)(a)1. states: ***"...Zoning Map amendments shall be reviewed as follows:***

(a) Legislative Zoning Map amendments involve broad public policy decisions that apply to other than an individual property owner, generally affecting a large area and/or require a concurrent Metro Plan diagram amendment as specified in Article 7 of this Code. Legislative Zoning Map amendments shall be reviewed using Type IV procedure.

1. Metro Plan diagram amendment determination. An amendment to the Metro Plan diagram shall be required if the proposed Zoning Map amendment is not consistent with the Metro Plan diagram. Both amendments may be processed concurrently."

The applicant has submitted the Zoning Map amendment application concurrently with the Type II Metro Plan diagram amendment application.

Type of Metro Plan Amendment Conclusion and Finding:

Springfield is the "home city" for this proposal because the subject site is located within the city limits and the application does not have regional impacts. Therefore, the consideration of the Metro Plan amendment request is the exclusive responsibility of the Springfield City Council. However, referrals have been sent to both the Eugene and Lane County Planning Directors as specified in SDC Section 7.050.

VII. PROCEDURAL REQUIREMENTS

Procedural requirements for: Metro Plan diagram amendments are described in SDC Article 7; Springfield Zoning Map amendments are described SDC Article 12; and notice requirements are described in SDC Article 14.

SDC Article 7 indicates that the City Council or a citizen can initiate Metro Plan diagram amendments. These amendments of are reviewed under a "Type IV" procedure and require public hearings before the Planning Commission and the City Council. Type IV procedures are detailed in SDC Section 3.100.

SDC Article 12 indicates that the Planning Director, Planning Commission, City Council or a citizen can initiate Zoning Map amendments. These amendments are reviewed under a "Type IV" procedure when combined with a Metro Plan diagram amendment and require public hearings before the Planning Commission and the City Council. Type IV procedures are detailed in SDC Section 3.100.

SDC Section 14.030(2) requires that legislative land use decisions be advertised in a newspaper of general circulation, providing information about the legislative action and the time, place and location of the hearing. In addition, notice is required to be mailed to all property owners and occupants within 300 feet of the subject site.

The applicant submitted applications that have similar criteria of approval. Where the applicant's submittal responds to a similar criterion is used in another application, staff will reference the location of that response. Where the applicant's submittal responds to a criterion that is not used in another application, staff will address that response as such.

Procedural Requirement Conclusion and Findings:

Satre Associates, representing SC Springfield, LLC has initiated these applications. The Metro Plan diagram is a Type IV review procedure and the quasi-judicial Zoning Map amendment has been raised from a Type III review procedure to a Type IV review procedure for concurrent review.

"Notice of Proposed Amendment" was mailed to the Department of Land Conservation and Development (DLCD) on February 8, 2007, alerting the agency of the City's intent to amend the Metro Plan diagram and Springfield Zoning Map. The notice was mailed more than 45 days in advance of the first evidentiary hearing as required by ORS 197.610. Due to the applicant's decision to change the originally proposed LMI designation and zoning to CC for the home improvement center portion of the subject site, revised documents reflecting these changes were mailed to DLCD on March 6, 2007.

Referral of the proposed Metro Plan amendment was sent to Eugene and Lane County on March 16, 2007 as specified in SDC Section 7.050.

Notice of the public hearings concerning these applications was mailed to property owners and residents within 300 feet of the subject site on March 15, 2007. Notice of the public hearings concerning these applications was published on March 16, 2007 in the Register Guard. These notices advertised both the hearing before the Springfield Planning Commission on March 27, 2007 and the City Council on April 16, 2007. The content of the notices followed the direction given in SDC Section 14.030(2) for legislative actions and the direction given in ORS 227.186.

Procedural requirements described in SDC Articles 7, 12 and 14 have been followed as well as notice requirements established by DLCD for legislative applications.

VIII. DECISION CRITERIA AND FINDINGS

The Metro Plan diagram and Zoning Map amendments have been combined into one staff report for ease of review. Both applications have criteria requiring consistency with State-wide Planning Goals and Metro Plan policies. Rather than repeat these criteria for each application, they will be addressed only once and then referenced where appropriate. Criteria that are different will be addressed separately; the end result will be that all applicable criteria will have been addressed and findings prepared.

IX. METRO PLAN AMENDMENT CRITERA AND FINDINGS

Article 7 describes the criteria to be used in approving a Type II Metro Plan amendment. SDC Section 7.070(3) states that "***The following criteria shall be applied by the City Council in approving or denying a Metro Plan amendment application: (a) The amendment must be consistent with the relevant statewide planning goals adopted by the Land Conservation and Development***

Commission; and (b) Adoption of the amendment must not make the Metro Plan internally inconsistent."

SDC Section 7.070(3) *"(a) The amendment must be consistent with the relevant statewide planning goals adopted by the Land Conservation and Development Commission; and"*

GOAL 1: CITIZEN INVOLVEMENT

"To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process."
Applicant's Submittal:

The City of Springfield has an acknowledged citizen involvement program and an acknowledged process expressed in the Springfield Development Code for securing citizen input on all proposed zone map amendments. It insures the opportunity for citizens to be involved in all phases of the planning process and sets out requirements for such involvement. The amendments proposed do not amend the acknowledged citizen involvement program. The process for adopting these amendments complies with the requirements of the citizen involvement provisions.

The Metro Plan contains an acknowledged citizen involvement program satisfying Goal 1. The citizen involvement program is in Metro Plan Chapter III, pp. III-K-1 to III-K-4. The proposed amendment complies with and does not affect or amend the citizen involvement element in the Metro Plan.

The Metro Plan diagram amendment is subject to the public notification and public hearing processes provided for Type IV application procedures as stipulated in SDC 3.100(1) through (7), which, along with the remainder of the Code and with State-wide Goals and state statutes, provide the provisions for citizen involvement.

The City's acknowledged program for citizen involvement, including public notice, public hearings at the level of the planning commission and city council, notification of decision and notification of the right of appeal, provides citizens the opportunity to review and make recommendations in written and oral testimony on the proposed amendments to the Metro Plan Diagram and on the proposed zone map amendment. These acknowledged citizen involvement provisions afford ample opportunity for citizen involvement consistent with Goal 1.

For the reasons cited, including the Metro Plan's and the City of Springfield's acknowledged programs for citizen involvement, the amendment is consistent with Goal 1."

Staff's Response:

Staff concurs with the applicant's submittal. Goal 1 requires a citizen involvement program. The applicant has described that program above and staff concurs with that discussion. Combined Metro Plan diagram and Zoning Map amendments require an initial public hearing before the Planning Commission and a legislative public hearing before the City Council. DLCD and neighborhood notice of these hearings, including local jurisdiction referral was provided as described in Section VI. (Procedural Proceedings) of this staff report.

In addition, the applicant held a neighborhood meeting on March 14, 2007. The applicant mailed notice of this meeting to: all property owners within 300 feet of the subject site (the same notice area as mandated to the City by the State); individuals on staff's interested persons list; and to affected public agencies. Approximately 40 people attended.

Staff Finding:

These applications comply with Goal 1 because they are being reviewed under an acknowledged citizen involvement program and public notice procedures were complied with.

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."

Applicant's Submittal:

"Goal 2 requires that plans be coordinated with the plans of affected governmental units and that opportunities be provided for review and comment by affected governmental units. In order to comply with the Goal 2 coordination requirement, the City will be responsible for coordinating the adoption of this amendment by providing notice to all affected governmental units and responding in its findings to the legitimate concerns of affected governmental units. There are no Goal 2 Exceptions required.

The Eugene/Springfield Metro Area General Plan (Metro Plan), the Springfield Code, and the State-wide Planning Goals and applicable state statutes and administrative regulations, provide policies and criteria for the evaluation of plan amendments. Compliance with these measures assures an adequate factual base for approval of the amendment. As discussed elsewhere in this document, the amendment is consistent with the Metro Plan, the Springfield Code, and the State-wide Goals. Therefore, the amendment is consistent with Goal 2."

Staff's Response:

Staff concurs with the applicant's submittal. On August 23, 1982, DLCD acknowledged that the Metro Plan and the all implementing measures were found to be in compliance with the State-wide Planning Goals pursuant to ORS 197.245 and 197.250. This act established, for the Eugene-Springfield metropolitan area and for Springfield in particular, a land use planning process and policy framework for all decision and actions related to use of land and assurance for an actual factual base for such decisions and actions. The Metro Plan has been amended several times since 1982. The SDC was adopted in May 1986 and also has been amended several times. The SDC implements the policies and direction of the Metro Plan.

In addition, the Metro Plan and the SDC contain guidelines and regulations for amendments, including making a distinction between the "type" of Metro Plan amendment (either a "I" or a "II"), who may or must participate as decision-makers (home city, regional impact), and how each level of amendment is processed. These applications are being reviewed under a Type II Metro Plan amendment procedure. Notification of these applications has been sent to both Eugene and Lane County.

Furthermore, various adopted refinement plans and specific area plans, including TransPlan, provide more detailed direction for planning under the umbrella of the Metro Plan. TransPlan guides regional transportation system planning and development in the Eugene-Springfield area. TransPlan was last amended in December 2001 with the goal of reducing vehicle miles traveled. Consistent with this goal, the applicant is proposing to apply the Metro Plan ***"Nodal Development Area" land use designation to the subject. This land use designation emphasizes "... a mix of diverse and compatible land uses and public and private improvements designed to be pedestrian and transit oriented."*** The subject site is within TransPlan Potential Nodal Development Area 7C (See the response to Goal 12).

As the hearing process evolves from the Planning Commission to the City Council, the record of the hearings will include all testimony and factual evidence intended to support the decision.

Finally, the SDC requires affirmative findings in support of the applicable criteria in order to approve these applications. The application of the implementing zoning districts will be consistent with the Metro Plan diagram and any applicable Metro Plan text. Citations of Metro Plan compliance are included in this report under criterion SDC Section 7.070(3)(b).

Staff Finding:

These applications comply with Goal 2 because the SDC requires consistency between the State-wide Planning Goals, the acknowledged Metro Plan, adopted refinement plans and special area plans and consistency with the local jurisdiction's zoning.

GOAL 3: AGRICULTURAL LAND

"To preserve and maintain agricultural lands."

Goal 3 defines ***"agricultural lands"*** by stating, in part, that they: ***"...do not include land within acknowledged urban growth boundaries or land within acknowledged exceptions to Goals 3 or 4."***

Applicant's Submittal:

"This goal applies to lands that are designated Agricultural. This amendment is for property located within the city limits of Springfield and does not affect land designated for agricultural use. Therefore, Goal 3 is not applicable or relevant to the amendment."

Staff's Response:

Staff concurs with the applicant's submittal. The subject site is located within the city limits on land planned and zoned for urban use for over 30 years. The City does not have any agricultural zoning districts, either within its city limits or within the urban growth boundary.

Staff Finding:

Goal 3 does not apply to these applications because the subject site is within Springfield's city limits and the City does not have any agricultural lands.

GOAL 4: FOREST LANDS

"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 forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture."

Applicant's Submittal:

"This amendment is for property located within the city limits of Springfield and does not affect land designated for forest use. Therefore, Goal 4 is not applicable or relevant to the amendment."

Staff's Response:

Staff concurs with the applicant's submittal. The subject site is located within an acknowledged urban growth boundary. Goal 4 does not apply within urban growth boundaries.

Staff Finding:

Goal 4 does not apply to these applications because the subject site is within Springfield's city limits and the City does not have any forest lands.

GOAL 5: NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES

"To protect natural resources and conserve scenic and historic areas and open spaces."

Applicant's Submittal:

"Pursuant of Goal 5, the City of Springfield has adopted the following documents:

- *Eugene-Springfield Metropolitan Area General Plan, revised 2004*
- *City of Springfield, Local and National Wetlands Inventory Map, December 2005*
- *City of Springfield Natural Resource Study, adopted, November 2005*

Oregon Administrative Rule 660-023-0250 establishes the applicability of Goal 5 rules to Post Acknowledgement Plan Amendments (PAPA), and specifies certain procedures and requirements for local governments to follow in the adoption or amendment of all plan or land use regulations pertaining to Goal 5 resources. The rule states:

"(3) Local governments are not required to apply Goal 5 in consideration of a PAPA unless the PAPA affects a Goal 5 resource. For purposes of this section, a PAPA would affect a Goal 5 resource only if:

(a) The PAPA creates or amends a resource list or a portion of an acknowledged plan or land use regulation adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5;

(b) The PAPA allows new uses that could be conflicting uses with a particular significant Goal 5 resource site on an acknowledged resource list; or

(c) The PAPA amends an acknowledged UGB and factual information is submitted demonstrating that a resource site, or the impact areas of such a site, is included in the amended UGB area."

The following discussion will demonstrate that the proposed PAPA does not raise any issues that would require the City of Springfield to apply Goal 5.

Firstly addressing OAR 660-023-250(a): The changes sought by this application do not create or amend a resource list or any portion of an acknowledged plan or land use regulation adopted in order to protect a significant Goal 5 resource on the subject site.

Secondly addressing OAR 660-023-250(b): The changes sought by this application will not allow new uses that could conflict with a significant Goal 5 resource site. There are no significant Goal 5 resources on the site itself. None of the various studies, inventories, refinement plans, and facilities plans list this specific site as a significant resource, apply a Goal 5 resource overlay, or otherwise regulate or limit the redevelopment of this site as a Goal 5 resource.

There is drainage ditch on the site that was inventoried and listed (M32) by the City of Springfield Natural Resource Study. It was classified as a Low Quality Wetland and did not meet the significance criteria of the Oregon Freshwater Wetland Assessment Methodology. The closest Goal 5 resource identified by the City of Springfield Natural Resource Study is the Irving Slough located approximately 550 feet to the east. It is listed as both a High Quality Riparian Resource Site (S20 and S21) and a Moderate Quality Wetland (M16b and M16c). However, the resource impact area, defined by the study, does not reach the subject site. Therefore, the uses allowed by the proposed PAPA will not conflict with a Goal 5 resource.

Lastly addressing OAR 660-023-250(c): The changes sought by this application do not amend the acknowledged City of Springfield Urban Growth Boundary. Therefore, with regard to this criterion, the City is not required to apply Goal 5.

Oregon Administrative Rule 660-023-0250 "Applicability" stipulates that local governments are required to apply Goal 5 when considering a Post Acknowledgment Plan Amendment if the amendment affects a Goal 5 resource. For the purposes of that rule, the section lists three circumstances (OAR 660-023-0250(3)(a), (b), and (c) quoted above) under which, and only under which, a Post Acknowledgment Plan Amendment would affect a Goal 5 resource. As evidenced above, none of the three circumstances are

raised by the proposed amendment, and therefore the amendment will not affect a Goal 5 resource. The City is not required to apply Goal 5 when considering the proposal. The City of Springfield can find that the action requested by this application is consistent with State-wide Planning Goal 5."

Staff's Response:

Staff concurs with the applicant's submittal. Goal 5 protection begins with an acknowledged inventory of Goal 5 resources and then proceeds through an economic, social, environmental and energy analysis to determine whether the resource should be protected from conflicting uses; limit conflicting uses; or allow conflicting uses fully (OAR 660-016-0010). The City has an acknowledged historic structures inventory, a local wetland inventory and recently adopted a natural resources inventory that considered uplands, wildlife habitat and riparian corridors. The subject site has been planned and zoned for intensive urban development and use prior to Metro Plan acknowledgement in 1982 (see Section II of this staff report, Property Description/Land Use History). The Department of State Lands and the Army Corps of Engineers have determined that the existing drainage ditch did not fall under either agency's jurisdiction during the review Home Depot applications in 2001, but that determination has expired. For the record, the existing drainage ditch and any potential wetland and/or riparian issues on other portions of the subject site must be addressed during the Master Plan application process (a condition of approval of these applications).

Staff Finding:

As conditioned, these applications comply with Goal 5 because it has been demonstrated that there are no inventoried resources on the subject site. However, the applicant shall obtain documentation stating that the existing drainage ditch is not a regulated wetland and confirm if there are any other wetland areas on the subject site.

Condition of Approval #1

The submittal and approval of a Master Plan application prior to any development on the subject site.

Note: The applicant has stated the property owner's intent to submit a Master Plan application. Rather than require a separate Memorandum of Understanding or similar document at this time, staff is highlighting potential development issues as part of these applications that must be addressed during the Master Plan approval process. The Metro Plan diagram and Zoning Map amendment applications are concurrent. SDC Section 12.040 gives the City authority to add conditions ***"...as may be reasonably necessary in order to allow the Zoning Map amendment to be granted."*** The Master Plan application process will require a public hearing and approval by the Planning Commission. This note applies to all of the additional conditions of approval.

Condition of Approval #2

Submittal of documentation from the Department of State Lands and/or the Army Corps of Engineers with the Master Plan application demonstrating the existing drainage ditch is not a regulated watercourse/ wetland, and if necessary, submittal of a wetland delineation for other wetlands that may be on the subject site.

GOAL 6: AIR, WATER AND LAND RESOURCES QUALITY OAR 660-015-0000(6)

"To maintain and improve the quality of the air, water and land resources of the state."

Applicant's Submittal:

"Nothing in the proposal or the character of the site or potential uses indicates a future development that would compromise air, water and land resources. Future development of the site will be in conformance with local, state and federal law including aspects of the Springfield Code. As indicated in findings

regarding Goal 11, incorporated herein by reference, options for accessing or providing the necessary urban services are available. Therefore, the amendment is consistent with Goal 6.

Goal 6 requires all waste and process discharges from existing and future development to be consistent with applicable state for federal environmental quality statutes. Specifically, it requires local governments to establish that there is a reasonable expectation that a proposed use will be in compliance with the applicable state and federal environmental quality standards (Friends of the Applegate v. Josephine County, 44 Or LUBA).

There are three federal environmental quality acts relevant to State-wide Planning Goal 6: Clean Water, Clean Air, and the Resource Conservation and Recovery Acts[1]. These acts are enforced by the Environmental Protection Agency (EPA) to maintain air, water, and land resource quality.
The EPA delegates authority to Oregon Department of Environmental Quality (DEQ) to enforce federal environmental statutes in the State of Oregon (i.e. Clean Air Act, Clean Water Act, and Resource Conservation and Recovery Act). The DEQ administers the federal statutes (acts) through the Oregon Administrative Rules (OAR), Oregon Revised Statutes (ORS), and Department programs.

The OARs regulate noise control, groundwater quality protection, solid waste, hazardous waste management, ambient air quality standards, and transportation conformity. The ORSs provide procedures for compliance with sewage treatment and disposal systems, solid waste management, reuse and recycling, hazardous waste and hazardous materials, noise control, and air and water quality standards. At the local level, the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) contains policies related to Goal 6 that maintain air, water and land resource quality in the metropolitan area and are as follows:

C.25 Springfield, Lane County, and Eugene shall consider downstream impacts when planning for urbanization, flood control, urban storm runoff, recreation, and water quality along the Willamette and McKenzie Rivers.

C.26 Local governments shall continue to monitor, to plan for, and to enforce applicable air and water quality standards and shall cooperate in meeting applicable federal, state, and local air and water quality standards.

C.27 Local governments shall continue to cooperate in developing and implementing programs necessary to meet air quality standards. This effort should include but not be limited to:

- *a. Review of all major public capital expenditure projects for potential air quality impacts.*
- *b. Integration of air quality concerns into the comprehensive land use plan.*
- *c. Active participation in developing and implementing additional controls, as needed.*

Supplemental to the Metro Plan is the Central Lane Metropolitan Planning Organization Regional Transportation Plan (RTP). This plan is the federal Regional Transportation Plan for the Eugene-Springfield metropolitan area. A plan as such, must comply with the federal Transportation Equity Act for the 21st Century (TEA 21), National Ambient Air Quality Standards, and the State of Oregon Transportation Planning Rule (TPR). Additionally the RTP must demonstrate consideration for system preservation and efficiency, energy conservation, and congestion relief.

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[1] The Clean Water Act establishes the basic regulatory structure for regulating discharges of pollutants in the waters of the United States. The Clean Water Act is implemented through industry standards and requirements. The Clean Air Act regulates air emissions from area, stationary, and mobile sources. This Act sets maximum pollutant standards and directs states to develop state implementation plans (sips) applicable to appropriate industrial sources. Finally, the Resource Conservation and Recovery Act controls hazardous waste from the "cradle-to-grave", which includes the generation, transportation, treatment, storage, and disposal of hazardous waste. This act also sets forth a framework for the management of non-hazardous wastes.

The proposed Post Acknowledgement Plan Amendment (PAPA) does not amend any of the Regional Transportation Plan goals, objectives, or policies. Future land use planning applications (Conditional Use Permit and Site Plan) will conform to federal, state, and local regulations related to State-wide Planning Goal 6. Further, when land use approvals are procured, at that time the applicant will obtain the relevant air quality permits from the Lane Regional Air Protection Agency (LRAPA). Specifically, the applicant will obtain Air Contaminant Discharge Permits as needed and Indirect Source Construction Permits for the proposed parking facilities.

In the Eugene-Springfield metropolitan area, Lane County, Lane Council of Governments (Metropolitan Planning Organization), Lane Regional Air Pollution Agency, and the City of Eugene maintain compliance with DEQ regulations by the following:

- *Lane County provides residents with waste management services through a network of disposal sites. The County's waste reduction and recycling programs are managed to conserve resources and prevent waste.*

- *The Lane Council of Governments provides wastewater and stormwater systems, ground and surface water, drinking water source assessment, watershed assessment studies and planning and protection for the Eugene-Springfield Metropolitan Area. Additionally, the Lane Regional Air Pollution Agency regulates regional air quality in Lane County through regulations, programs and permits for residents and businesses.*

- *The City of Springfield Public Works Department maintains water quality in the city through metropolitan sewage stormwater treatment systems that are required to operate under specific guidelines set forth by the DEQ. The City of Springfield also has design standards for wastewater and stormwater collection systems in the City of Springfield Public Works, Standard Construction Specifications and the Engineering Design Standards & Procedures. The City of Springfield's Development Code has three articles relevant to Goal 6 that provide resource protection: Article 17 – DWP Drinking Water Protection Overlay District, Article 27 – FP Floodplain Overlay District, Article 32 – Public and Private Improvements.*

The proposed PAPA does not amend any of the Goal 6 related policies of the Metro Plan or the Regional Transportation Plan nor amend any regulations implementing those policies. As demonstrated in responses regarding Goal 11, incorporated herein by reference, these urban services are available.

Because the proposed PAPA does not authorize any specific development at this time, there can be no direct impact to air, water, or land resource quality. When development occurs on the subject site, all development will comply with all applicable local, state, and federal regulations that protect air, water and land resources. As indicated in findings regarding Goal 11, incorporated herein by reference, options for accessing or providing the necessary urban services are available. Therefore the proposed amendments are consistent with Goal 6.

In addition to the preceding facts, the evidence supports a reasonable expectation that future development resulting from the proposed PAPA will be consistent with Goal 6 requirements. Therefore, the City of Springfield can reasonably expect that future development under the proposed PAPA will comply with applicable state and federal environmental quality standards. The proposed PAPA is consistent with Goal 6.

Staff's Response:

Staff concurs with the applicant's submittal. The purpose of Goal 6 is to improve and maintain the quality of the air, water and land resources of the state.

The subject site is located within Potential Nodal Area 7C as shown on the on the Potential Nodal Development Area Map in TransPlan. The proposed development will implement mixed-use and nodal development standards intended to reduce automobile trip frequency and duration both on-site (between the proposed community commercial services in the south and the proposed medium density residential areas in the north of the subject site) and off-site (between the existing nearby residential development and existing industrial uses, to the east and south of the subject site). The proposed development will also allow higher density, transit supportive development that also provides opportunities for bicycle or pedestrian trips both internally and externally. For these reasons the proposed development will help maintain the air resources of the state and will not alter the environmental protections provided by the Metro Plan for airborne discharges.

The proposed MUC portion of the development will require compliance with mixed use design standards specified in SDC Article 40. The proposed MDR portion of the development area will require compliance with design standards for Multi-Family development (apartments) and for Cluster Development (single-family housing) in SDC Article 16. These design standards foster pedestrian safety and infill development.

Site drainage issues will be addressed during the Master Plan, Site Plan Review and Subdivision application review processes and thus will be subject to the development permitting and approval process of the SDC; various building safety codes and the Public Works Design Manual for on-site storm water management; and other applicable state and federal regulations.

Finally, the City has an adopted drinking water protection plan and overlay zone requiring observance of certain development standards and prohibitions of specific chemicals and chemical storage. The subject site must comply with the Drinking Water Protection Overlay District standards, regardless of plan designation or zoning. The "Pierce" wellhead protection area is proposed but has the same standing as if a well was already in place. The City's adopted wellhead protection map shows the proposed wellhead on the Willamalane Park and Recreation District property outside of the subject site, north of the EWEB Bike Path. Site specific drinking water protection issues are addressed during the application review process (SDC Articles 17 Drinking Water Protection Overlay District and Article 31 Site Plan Review). These regulations especially apply to the proposed home improvement center.

Staff Finding:

As conditioned, these applications comply with Goal 6 because the PAPA implements the Nodal Development Area Metro Plan designation and thereby TransPlan Potential Nodal Area 7C, and there are regulations currently in place concerning stormwater management and protecting the City's drinking water supply, 95 percent of which is from groundwater.

Condition of Approval #3:

Submittal of a Master Plan application that incorporates the relocation of the existing drainage ditch and conversion to a major water feature that will be an integral part of the proposed development area. The construction of the entire water feature must be completed as part of the Phase 1 development.*

* The applicant has stated that Phase 1 will include the home improvement center. This means that this and all other conditions referencing "Phase 1" must be incorporated into proposed Master Plan Phase 1 development.

Condition of Approval #4

Submittal of a Master Plan application that addresses compliance with the Drinking Water Overlay District standards in SDC Article 17 and how these regulations will be applied for each proposed phase.

GOAL 7: AREAS SUBJECT TO NATURAL HAZARDS

"To protect people and property from natural hazards."

Applicant's Submittal:

"Goal 7 requires that development subject to damage or that could result in loss of life not be planned or located in known areas of natural hazards and disasters without appropriate safeguards. The goal also requires that plans be based on an inventory of known areas of natural disaster hazards (floods, landslides, earthquakes, wildfires and other related hazards). The Multi-Hazard Mitigation Plan for the Eugene/Springfield Metropolitan Area (Metro Hazard Plan) that was adopted by the City of Springfield is a non-regulatory plan but provides an inventory of known hazards.

The Metro Hazard Plan does not identify any known hazards within the area of the subject site. Additionally, the subject site is outside of the 100 year and 500 year flood plains (Exhibit 7). There are no adopted or non-adopted maps that identify the subject site to be within a know hazards area. The proposed amendments do not affect any additional geographic area than the subject site, nor is any specific development proposed at this time. In due time, future development of the subject site will include a full analysis of hazard risk and mitigate the risk through appropriate construction. As such this amendment is in compliance with Goal 7"

Staff's Response:

Staff concurs with the applicant's submittal. Goal 7 is intended to minimize the risk of hazards to human health and the risk of loss of human life. Goal 7 also intends to minimize costs associated with redeveloping after a natural disaster by restricting development in areas that are prone to natural disasters and hazards. Two primary areas of concern involve development in the flood plain and on steep slopes. The subject site is flat and is not located within a floodway.

Staff Finding:

These applications comply with Goal 7 because it has been demonstrated that the subject site is not located within an inventoried hazard area.

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."

Applicant's Submittal:

"Regarding recreation, State-wide Planning Goal 8 states, 'The requirements for meeting such needs, now and in the future, shall be planned for by governmental agencies having responsibility for recreation area, facilities and opportunities:

1. *In coordination with private enterprise,*
2. *In appropriate proportions; and*
3. *In such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements.'*

Pursuant to Goal 8 requirements, the City of Springfield and other local jurisdictions have developed the following relevant plan documents:

- *Eugene-Springfield Metropolitan Area General Plan (Metro Plan), Revised 2004*
- *Rivers to Ridges, Metropolitan Regional Parks and Open Space Study, 2003*
- *Lane County Parks Master Plan, 1980*
- *Willamalane 20-year Park and Recreation Comprehensive Plan, 2004*

The proposed Metro Plan Land Use Diagram amendment will not change the status of any recreation area, facility or opportunity that has been inventoried and designated by the Metro Plan or any other relevant facility plans regarding recreational needs. None of the various studies, inventories, and facilities plans have designated the subject site for parks and open space in an adopted inventory, declared it a significant resource, or slated this privately owned property for acquisition.

The Willamalane Park and Recreation District, responsible for parks and recreation planning in the City of Springfield, has developed the Willamalane 20-year Parks and Recreation Comprehensive Plan. The City of Springfield has adopted this plan as a refinement of the Metro Plan. The plan proposes a 5.5 acre community park on two undeveloped parcels north of the subject site, between Briggs Middle School and the EWEB utility easement (bike path), and owned by the Willamalane Parks and Recreation District. The Willamalane comprehensive plan refers to these parcels as 'the Pierce property,' donated in 1993 and elsewhere identified with adjacent parcels as the 'Yolanda/Briggs/Pierce School Park.' The plan observes that "there are opportunities to work with the School District and EWEB on future improvements to the Pierce property as a neighborhood park and a wayside for the EWEB Bike Path' (pg A-46-7).

The Willamalane 20-year Parks and Recreation Comprehensive Plan, 'Table 1: Neighborhood Parks' lists action items for neighborhood parks. Action 1.4 suggests, 'Investigate expansion of the park onto the vacant land to the south,' the subject site. However, such investigations, if they have been pursued, have led to no further defined action or policy. Action 1.5 suggests, 'pursue opportunities to improve the EWEB bicycle path and develop park facilities on adjacent land to help meet neighborhood park needs...). The Preliminary Plan Illustration for the subject site includes several pedestrian and bicycle connections to the EWEB path and the proposed parks to the north. The subject site itself will include extensive public open spaces. As a commenting agency, the Willamalane Parks and Recreation District will have, through the Preliminary Plan Illustration and site plan review processes, the opportunity to coordinate plans with future development.

Rivers to Ridges, Metropolitan Regional Parks and Open Space Study does not identify the subject site as a resource. The study maps the EWEB bicycle path that borders the northern boundary of the subject site as an element of the area's 'Major Public Parks and Open Space.' However, this bicycle path is outside the boundaries of the subject site.

No part of the subject site is designated by the Metro Plan as Parks and Open Space. The Willamalane 20-year Park and Recreation Comprehensive Plan does not identify the subject site as an 'existing park and recreation resource'. No acknowledged plan declares it a significant resource or slates this privately owned property for acquisition. Therefore, the proposed PAPA is consistent with State-wide Planning Goal 8.

Staff's Response:

Staff generally concurs with the applicant's submittal. Willamalane Parks and Recreation District is the local agency responsible for park planning within Springfield's city limits and Urban Growth Boundary. Willamalane's Comprehensive Plan (WCP) was adopted by the City as the acknowledged Goal 8 comprehensive planning element on November 14, 2004. There are no existing or proposed parks within the boundary of the subject site. However, as the applicant has stated above, the WCP shows a future neighborhood park, north of the EWEB bicycle path.

Chapter 4 of the WCO contains strategies and actions for parks and open space.

A3. under Parks and Open Space states: ***"Work with the City to encourage the private provision of quality parks, urban plazas, trails, linear parks, rooftop open space, and other amenities in private developments, where consistent with the goals and standards of this Plan."*** (P. 23)

On the Preliminary Plan Illustration, the applicant shows a proposed private park that will serve the residents of this development. Off-street pedestrian walkways are also shown along the proposed water feature that will cross the subject site from east to west.

The applicant states: "*None of the various studies, inventories, and facilities plans have designated the subject site for parks and open space in an adopted inventory, declared it a significant resource, or slated this privately owned property for acquisition.*" [and] "*No acknowledged plan declares it a significant resource or slates this privately owned property for acquisition.*"

The applicant also states: "*The plan proposes a 5.5 acre community park on two undeveloped parcels north of the subject site, between Briggs Middle School and the EWEB utility easement (bike path), and owned by the Willamalane Parks and Recreation District. The Willamalane comprehensive plan refers to these parcels as 'the Pierce property,' donated in 1993 and elsewhere identified with adjacent parcels as the 'Yolanda/Briggs/Pierce School Park.' The plan observes that "there are opportunities to work with the School District and EWEB on future improvements to the Pierce property as a neighborhood park and a wayside for the EWEB Bike Path*"

Staff would like to clarify the applicant's statements above by citing the following sections of the WCP.

A20. under Neighborhood Parks states: ***"Develop partnerships with public agencies, developers, and property owners to help meet neighborhood park needs in served, as well as unserved areas."*** (P.29)

Table 1: Neighborhood Parks lists:

"Project 1.3 Yolanda/Briggs/Pierce School Park – Work with SD 19 to develop and develop a school/park master plan for the Pierce property and adjacent Briggs and Yolanda school grounds that provides for coordinated development and optimizes outdoor recreational facilities." (P.40)

"Project 1.4 Pierce property Expansion – Investigate expansion of the park onto the vacant land to the south." (P.40)

During the approval process for these applications, staff is requesting that the applicant begin a dialogue by discussing the proposed development with representatives from Willamalane and whether there can be coordination to achieve park development north of the subject property in conjunction with Marcola Meadows development.

In addition, when Marcola Meadows residential and Willamalane park development occurs, residents will need to cross the EWEB facility to utilize the park/recreation facilities. The EWEB right-of-way is approximately 60 feet-wide and the existing bike/pedestrian path, within that right-of-way is approximately 10 feet-wide. The Preliminary Plan Illustration shows pedestrian connections from the subject site to the bike/pedestrian path. As part of the Master Plan and other required land use applications, the applicant will be required to obtain the necessary easements from EWEB to allow residents of the proposed development to cross their facility.

These applications can be conditioned to fully comply with Goal 8.

Staff Finding:

As conditioned, these applications comply with Goal 8 because in addition to private on-site open space, there are nearby park facilities that can serve future residential development.

Condition of Approval #5:

Submittal of a Master Plan application that addresses the relationship of the proposed development to Willamalane's future park on the north side of the EWEB Bike Path and an explanation of any coordination efforts with Willamalane concerning the timing and development of the future park.

Condition of Approval #6

Submittal of a Master Plan application that addresses coordination with EWEB to determine if any easements are required in order to cross the EWEB Bike Path to access the future park.

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."

Note: These applications were submitted to the City on September 29, 2006. The applicant is using existing, adopted land inventories and supplemental land use information to make the case for Goal 9 and related Goals (10) and (12).

Applicant's Submittal

"Response:
Statewide Planning Goal 9 – Economy of the State, requires communities to inventory, plan, and zone enough commercial and industrial land to support the diversification and improvement of the economy. Pursuant to this, the City of Springfield has adopted the following documents:

Eugene-Springfield Metropolitan Area General Plan (Metro Plan), Revised 2004
Springfield Commercial Lands Study, February 2000
Metropolitan Industrial Lands Special Study:
Metropolitan Industrial Lands Inventory Report, July 1993
Metropolitan Industrial Lands Policy Report, July 1993

Also relevant to this discussion are studies regarding other statewide planning goals. These other documents include:

Springfield Natural Resource Study Report, October 2005
Eugene-Springfield Residential Lands Study, 1999

The Metropolitan Industrial Lands Special Study (MILSS) commenced in 1989 and produced two documents, the Metropolitan Industrial Lands Inventory Report (MILIR) and the Metropolitan Industrial Lands Policy Report (MILPR). In 1995, the Springfield Commercial Lands Study (SCLS) was initiated. The City of Springfield adopted the study in 2000 and the Oregon Department of Land Conservation and Development (DLCD) acknowledged the SCLS as a periodic review task. The study looked only at lands within Springfield's urban growth boundary and did not make changes to either the Metro Plan or the Springfield Development Code. However, as an area specific periodic review task, it updates the "Economic Element" of the Metro Plan and includes findings, policies and implementation strategies regarding the supply of commercial lands.

Because the proposed amendment would shift land from Industrial to Commercial and Residential, the two additional documents listed above are relevant. Findings of the Eugene-Springfield Residential Lands Study were incorporated into the Metro Plan along with other periodic review amendments in the 2004 Update. The Springfield Natural Resource Study Report (SNRS) updated inventories of Residential, Commercial, and Industrial lands, and was acknowledged by the DLCD in December 2006.

Oregon Administrative Rule (OAR) 660-009-000 et seq. (Division 9) establishes the applicability of Goal 9 rules to Post Acknowledgement Plan Amendments (PAPA), and specifies certain procedures and requirements for local governments to follow in the adoption or amendment of all plan or land use regulations pertaining to Goal 9. In OAR-660-009-0010(4) the rule discusses procedures relevant to this application and states:

'Notwithstanding paragraph(2),[660-009-0010(2)], a jurisdiction which changes its plan designations of lands in excess of two acres to or from commercial or industrial use, pursuant to OAR 660-Division 18 (a post acknowledgement plan amendment), must address all applicable planning requirements; and:

(a) Demonstrate that the proposed amendment is consistent with the parts of its acknowledged comprehensive plan which address the requirements of this division; or
(b) Amend its comprehensive plan to explain the proposed amendment, pursuant to OAR 660-009-0015 through 660-009-0025; or
(c) Adopt a combination of the above, consistent with the requirements of this division.'

The plan designation changes anticipated by the proposed PAPA will remove 56.0 acres of Campus Industrial designation. In its stead, the supply of land with Commercial designation will increase 37.0 acres and the remaining 19.0 acres will receive a Medium Density Residential designation. Additionally, 26.0 acres of the Commercial land will also have a Nodal Development Area overlay designation. [See Attachment 2]. *The following facts will demonstrate that the proposed amendment is consistent with the most recent economic opportunities analysis and with the sections of the acknowledged Metro Plan which address the requirements of Division 9.*

The Metropolitan Industrial Lands Inventory Report (MILPR) estimated that the industrial land supply at the beginning of the planning period (study year) was about 3,600 acres within the Metro UGB. The Campus Industrial[2] share of all vacant unconstrained industrial land was 27% (derived from Table 5 of the MILIR, p. 47). About 709 acres of the Metropolitan study year industrial land supply was within the Springfield portion of the UGB (MILPR, Table 5, p. 47). The MILPR does not estimate demand within the Springfield UGB alone, nor does it segregate the estimated demand for Campus Industrial land in the Metro area. The subject site was included in the list of short-term sites for new industry (MILPR, p. 20 and p. 45, Subregion 7, Site 5). The study further estimated that the projected 20-year demand for industrial land for the Metro UGB would be between 650 and 1,172 acres, one-fifth to one-third of the supply (MILPR, p. 7). In response to this study, the Metro Plan was amended deleting a finding that the supply was not adequate to meet the projected growth in the commercial and light manufacturing segments of the economy (MILPR, p. 11).

The MILPR reported that in the study year there were 255 acres of the Campus Industrial land in the Springfield UGB. Unfortunately, there are no estimates of the depletion of Campus Industrial land in the adopted and acknowledged studies. If we apply the same 23% and 42% low and high depletion rates seen in the overall Industrial supply, we derive a range of 148 to 196 acres of CI land in Springfield at the end of the planning period.

The 2004 Metro Plan update estimated the supply of Medium Density Residential land in the study year to be 828 acres, and projected the consumption of 589 acres during the planning period, leaving a plan year (2015) inventory of 239 acres. The Springfield Commercial Lands Study (SCLS) updated plan year estimates of Springfield's Commercial land inventory (within the UGB). It projected a significant deficit of buildable land by 2015 if the historic rate of consumption continued.

The inventories of all three general categories of land were studied by the Springfield Natural Resource Study Report to gauge the impact of setting aside Goal 5 lands within the Springfield UGB. The 2005 study modified earlier inventory estimates by including plan amendments approved since the original studies and considering the maximum possible impact of Goal 5 protection measures. These modified estimates are the basis of Tables 2, 9, 10, 11, and 12. The exception is the inventory of Medium Density Residential land which was not reported separately by the SNRS. These tables analyze the impact of the proposed PAPA on the adopted and acknowledged inventories of lands. The estimates most specific to the situation are used.

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[2] The *MILSS* uses the term "Special Light" which has since been changed to "Campus Industrial." In this report we will use the later term "Campus Industrial".

Table 2: Proposed Impact on Projected Plan Year Land Inventories

General Use	UBG	Plan Yr	Acres Inventory	PAPA Δ	Total	Δ%	Source
Med. Density Res.	Metro	2015	239	19	258	8%	*Metro Plan*
Commercial	Springfield	2015	-172	37	-135	22%	*SNRS*
Industrial (high est.)	Metro	2010	2,122	-56	2,066	-3%	*SNRS*
Industrial (low est.)	Metro	2010	1,600	-56	1,544	-4%	*SNRS*

All three categories of land are important. Equilibrium between them is mutually beneficial and essential to the overall economic and social health of the community. The table above shows that the proposed PAPA has a relatively insignificant affect on the supply of Industrial land. The proportion of gain for MDR land is twice the loss of industrial land, and the projected deficit of Commercial land is reduced 22%.

Deciding to reduce the supply of CI land is not an easy choice, a matter of robbing Peter to pay Paul. Nonetheless, if we posit that providing land for the industrial sector is essential to our economy, we must also acknowledge that manufacturers considering new sites will consider only areas that provide the commercial support they require. They also look closely at housing costs for their employees and managers. There is synergy between Residential, Industrial and Commercial land uses and a balance should be maintained. Policies in the Metro Plan, weighed carefully, support the proposed PAPA.

COMPREHENSIVE PLAN POLICIES

The Metro Plan has the following policies directly relevant to the proposed PAPA:

Economic Element Policy #B.6
'Increase the amount of undeveloped land zoned for light industrial and commercial uses correlating the effective supply in terms of suitability and availability with the projections of demand.'

Economic Element Policy #B.12
'Discourage future Metro Plan amendments that would change development-ready industrial lands (sites defined as short-term in the metropolitan Industrial Lands Special Study, 1991) to non-industrial designations.'

Clearly, these two policies often will be in conflict. With a limited supply of urbanizable land, increasing the amount of undeveloped commercial land will frequently be at the expense of the inventory of industrial land. The Metro Plan addresses the issue of conflict between policies:

'The respective jurisdictions recognize that there are apparent conflicts and inconsistencies between and among some goals and policies. When making decisions based on the Metro Plan, not all of the goals and policies can be met to the same degree in every instance. Use of the Metro Plan requires a balancing of its various components on a case-by-case basis, as well as a selection of those goals, objectives, and policies most pertinent to the issue at hand.'

The Springfield Commercial Lands Study, the most recent economic opportunities analysis regarding land supply, contains the following key policies:

'Policy 1-A: Maintain a mixed supply of large and small commercial sites through strategies such as rezoning or annexation to serve Springfield's future population.'

'Policy 1-B: Ensure that an adequate amount of commercial land is designated in the undeveloped identified nodes such as Jasper/Natron and McKenzie/Gateway, to accommodate a portion of the demand for commercial acreage, and to implement the policies and objectives of the TransPlan.'

'Policy 1-C: Maintain at least a five-year supply of commercial land within the Urban Growth Boundary (UGB) that is currently served or readily serviceable with a range of urban public facilities and services.'

'Policy 3-A: Redesignate and rezone portions of industrial land or residential land within identified Employment Center, Neighborhood Center, or Commercial Center nodes to Mixed-Use Commercial to achieve the objectives of TransPlan, Transportation Planning Rule 12, and to incorporate higher intensity development in conjunction with residential and employment opportunities.'

CONVERSION TO COMMERCIAL DESIGNATIONS
A projection of a Commercial land inventory deficit within the planning period is unacceptable under the rules of Statewide Planning Goal 9. The necessity of replenishing the inventory is not debatable. Nonetheless, the issue of trading Industrial land, in this case Campus Industrial, for Commercial land needs to be examined carefully. Because meeting all land use policies perfectly and completely is impossible, their priority must be considered. Metro Plan Economic Element "Policy #B.6" is imperative and provides clearer guidance than "Policy #B.12," which merely discourages. The policies of the Springfield Commercial Lands Study, particularly "Policy 3-A," clearly trump "Policy #B.12" when considering the proposed PAPA. The proposed PAPA places the Nodal Development Area overlay designation on most of the site, addressing "Policy 1-B," and "Policy 3-A."

The Land Conservation and Development Commission (LCDC) recently reported to the Governor on the conversion of industrial land to non industrial land. The report was concerned with maintaining an adequate local supply of industrial land and preventing conversions of prime industrial land to non-industrial uses. Their report was titled "Promoting Prosperity: Protecting Prime Industrial Land for Job Growth." It made the following observation:

'The issue of conversion of industrial lands is linked directly to the goal of providing an adequate supply of industrial and other employment land for a variety of economic activities. Untimely or undesirable conversion of industrial lands, particularly conversion of strategic sites with unique market features, can interfere with accomplishing the goal of providing adequate land development opportunities for economic growth and job creation.' *(p.11)*

'The GMELS' *[Greater Metropolitan Employment Lands Study]* ***Phase 1 findings reinforce the committee's assertion that traditional industrial areas, including those featuring heavy manufacturing, warehouse/distribution, industrial service and waste management activities should be protected from encroachment by incompatible non-industrial uses by placing these areas in so-called industrial sanctuaries.'*** *(p. 19)*

However, the report also observed,

'To better understand the concept of 'employment lands,' the committee examined the Phase I findings of the Greater Metropolitan Employment Lands Study (GMELS). The study is based on an assessment of the need for a broad category of employment lands within the greater Portland metropolitan region. Committee members concurred with a major finding of GMELS that the line between industrial and non-industrial use is becoming increasingly blurred in the new economy because many traded-sector and industrial activities are now carried out in office and tech-flex settings. The latter type of industrial uses is perfectly compatible with other employment activities and, thus, can be accommodated in mixed-use zoning districts that include retail, office, institutional and/or light industrial and even residential uses.' *(p. 18)*

'New and emerging industrial uses: These are high-tech, biotech, some manufacturing and research and development and are often located in office and tech-flex settings. They are most productive when adjacent to similar companies and their non-industrial suppliers, lenders and support systems. Suitable locations for these activities include many mixed-use zones, as long as their scale, design and operational characteristics are compatible with surrounding uses.' *(p. 20)*

Although the conversion of CI land to other designations may seem to have a negative effect on the potential for economic development, the net effect is very positive when considering the benefits of

adding to the extremely scarce supply of commercial land. As the DLCD report to the Governor points out, high-tech research and development firms are most productive when non-industrial suppliers and supporting services are available to them. Additionally, Commercial land is suitable for many high-wage, economic export employers. New and growing sectors of the economy blur the line between commercial and industrial land use.

SITE SPECIFIC ISSUES

The Campus Industrial portion of the site has been reserved as development ready land since 1995. It was designated as Special Light Industrial (the precursor of Campus Industrial) for years before that. Despite the dwindling supply of CI land, not one industrial development has been proposed for it. The reasons it has not yet been developed are complex. However, the site is not ideal with regard to the qualities that the CI designation is intended to foster and preserve. To attract the desired industries, the zone imposes performance standards to reduce conflicts with adjacent zoning districts and negative impacts between sites within the CI district itself. From the Metro Plan, ***'The activities of such firms are enclosed within attractive exteriors and have minimal environmental impacts, such as noise, pollution, and vibration, on other users and on surrounding areas.'***

However, the site and surrounding areas are already subject to some of these impacts, which may partially explain why the site has not yet been developed with CI uses. The City's pre-application report ***lists 'air pollutants from surrounding heavy industrial uses, overhead electrical lines and nearby rail lines which cause problems for certain types of high technological industries. Several high tech firms had considered the Pierce Property for a potential location, and all found it unsuitable because of these problems.'***

Lane Metro Partnership confirms this information. The agency provides economic development and business information for Eugene, Springfield and Lane County, and maintains a computerized inventory of vacant industrial land and buildings. They report that while numerous inquires about the subject site are received from businesses considering it as a location for new facilities, there are common objections. These include the site being too close to established residential areas for industrial uses, and too close to the Kingsford charcoal plant for high-end office or research facilities. Operating Permit 204402, issued by the Lane Regional Air Pollution Authority, allows the Kingsford plant to emit up to 1,075 tons of particulate and gaseous pollutants per year.

COMPETING SITES

Long after the subject site was zoned for industrial use, the McKenzie-Gateway Corporate Park became available. It has drawn light-industrial and high-tech uses while the subject site has remained fallow. Companies building or acquiring facilities there have included Sony, Symantec, and Shorewood Packaging. However, the Gateway Park has undergone significant pressure from the pent-up demand for Commercial property. Most of the Sony facility has been converted to office use. Symantec focuses on a customer service call center rather than research and development. In 2004, the City revised CI regulations to further limit types of commercial uses and limit their coverage to 40% of gross acreage. Gateway gross acreage in commercial use is now nearly 30%. While the market place has clearly indicated the superiority of Gateway over the subject site as a location for Campus Industrial development, the shortage of Commercial land threatens the remaining buildable land at the more desirable location. Though conversion of the subject site would reduce the inventory of CI land, it would take some of the commercial development pressure off Gateway. This would help reserve Gateway for industrial development, thus sacrificing a marginal resource to foster more productive use of a superior one.

COMPARING WAGES

How might the conversion of the subject site's CI land to Commercial affect the ability of Springfield to attract jobs that provide a family wage? We begin by asking what a family wage is in Springfield. Although there is no precise definition of "family wage," the term came into use during the Industrial Revolution when work was separated from home to a degree not seen before. The concern was that the breadwinner earn enough to allow the spouse to stay home tending the house and children. It became a somewhat controversial term, some commentators assigning sexist overtones to it. Data in the following

tables create a statistical context for the discussion. If "family wage" can be defined as the gross income needed to cover typical expenses of the average family, the tables below estimate these figures in Springfield and Oregon.

Table 3: Springfield, Oregon Average Household and Family Size

	Number of Individuals
Average Household	2.55
Average Family	3.03

Source: U.S. Census Bureau, Census 2000 Summary File 3

Table 4: Springfield, Oregon Typical 2004 Family Expenses

Source	Two Adults, One Child	Two Adults, Two Children
Poverty in America[1]	$34,905	$43,862
E. P. I.[2]	$36,408	$41,748

1: Poverty in America Project, Penn State University
2: Economic Policy Institute
Figures are for typical expenses. Figures for One Adult and Two Children are within approximately one percent of Two Parent, One child expenses.

The table below gives U. S. Census data regarding the median incomes of individuals and households. Note that the family household income is significantly higher than the highest individual median income. Data about the proportion of two-income households or the average wage of principle breadwinners is not available. Heads of family households may be making significantly more than the average or many households may have two incomes. Some combination of the two is likely. Regardless, it indicates caution should be used when making assumptions about family wages.

Table 5: Springfield and Oregon Median Incomes

	Oregon	Springfield, Oregon
Family Households	$55,196	$43,539
Non-family households	$29,209	$23,734
All Households	$46,393	$37,452
Male full-time, year-round workers	$41,485	$35,118
Female full-time, year-round workers	$30,591	$25,524

Source: U.S. Census Bureau, Census 2000 Summary File 3, adjusted to 2004 Consumer Price Index

To assess impact of the PAPA on family wage jobs, we can estimate the average wage of employment in the relevant land use designations. The table below uses information from the Lane County Council of Governments and the Oregon Labor Market Information Service to correlate the estimated number of people employed by each industry sector within a plan designation, and the Lane County average pay within each sector, to derive an estimated average pay for employment in a land use designation.

Table 6: Plan Designation Average Wage

Industry	Commercial Employment		Comm. Mixed Use Employment		Average Pay
Construction	676	2%	107	4%	$37,751.00
Manufacturing	779	2%	99	4%	$38,057.21
Trans., Comm., and Utilities	767	2%	128	5%	$35,090.20
Wholesale Trade	585	2%	68	3%	$40,622.86
Retail Trade	8,890	25%	332	13%	$19,309.19
Finance, Insurance and Real Estate	2,455	7%	342	13%	$34,737.05
Services	20,348	57%	1,252	48%	$27,340.14
Government	1,218	3%	279	11%	$37,239.00
Total	35,718	100%	2,607	100%	
Weighted Average Pay	**$25,732.13**		**$30,905.80**		

Source of wage data: OLMIS Lane County 2000 industry sector average adjusted for 2004 Consumer Price Index except the figure for Government which is from 2004.
Source of industry sector employment by plan designation: LCOG - 2004.

To better understand the impact of the PAPA on conditions in Springfield, the next table provides an overview of the types of businesses and the approximate number of employees currently located in the Gateway area (the only other CI zone in Springfield with significant development. Most of the businesses listed in the table would be allowed within the proposed PAPA redesignations.

Table 7: Types of Businesses and Approximate Employees for Gateway Development

Gateway Businesses	Address	Type	Approximate Number of Employees
Royal Caribbean Cruise Lines	1000 Royal Caribbean Way (3900 Sports Way)	Travel sales call center	250-500
Symantec	555 International Way	Computer Support Call Center, Comp. Tech	1200
PacificSource Health Plans	110 International Way	Health Insurance Headquarters	275
Oregon Medical Laboratories/ Oregon Veterinary Laboratory	123 International Way	Medical Laboratories	300
Sacred Heart Medical Center Foundation	123 International Way	Financial services	260
Sacred Heart Medical Center Materials Management		Materials (Supply handlers)	30
Shorewood Packaging Inc	500 International Way	Manufacture: paperboard packaging products	60
Global Industries	950 International Way	Wholesale distribution: automotive parts and accessories	10 – 19
Grand Slam USA	921 International Way	Indoor recreation: Batting cages, basketball, etc.	1 – 4
McKenzie Athletics	909 International Way	Uniforms: screen printing and embroidery	10 – 19
Pacific Office Automation	911 International Way	Copier sales and copying services	20 – 49
Rex Myers Transfer	915 International Way	Moving and storage	5 – 9
FedEx	700 International Way	Couriers and messengers	20 – 49
Learning Tree	100 International Way	Child Day Care	N/A
Planned Businesses [A]			
Professional Credit Service		Collection Agency	177
McKenzie Leasing and Finance		Heavy equipment leasing	13

Source: Information gathered from Dex, Lane Metro Partnership, and GLMIS info and links.
A: Professional Credit Service and McKenzie Leasing and Finance purchased 7 acres in Gateway and will move headquarters there. Source: The Register Guard – Tuesday, November 14, 2006.

Table 8 below shows the estimated wages for employment typical of the businesses in the above table. Comparing this data with Table 6 indicates that the average pay for employment in the designations proposed by the PAPA are similar to the average pay in Springfield's developed CI designated lands.

Table 8: Employment and Wage Estimates for Springfield CI Businesses: 50 or more employees

	Employment		
Occupation	**Number**	**Percent**	**Average Pay**
Bill and account collectors	177	6.40%	$30,060.00
Billing and Posting Clerks	535	19.30%	$26,956.00
Computer Support Specialist	1,200	43.30%	$34,874.00
Medical and Clinical Laboratory Technicians	300	10.80%	$27,083.00
Miscellaneous Manufacturing	60	2.20%	$32,292.00
Travel Customer Service Representative	500	18.00%	$22,880.00
Total employees	2,772	100%	-
Weighted Average Pay	-	-	**$29,975.94**

Source: Wage data for Lane County 2004 from OLMIS website except Travel Customer Service Rep starting pay published in Portland Business Journal - November 18, 2004.
Source: Employment data from Lane Metro Partner ship and from infoUSA website.

COMPREHENSIVE PLAN RESIDENTIAL POLICIES
Residential Land Use and Housing Element
Residential Density #A.10
'Promote higher residential density inside the UGB that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserves rural resource lands outside the UGB.'

Residential Land Use and Housing Element
Residential Density #A.11
'Generally locate higher density residential development near employment or commercial services, in proximity to major transportation systems or within transportation-efficient nodes.'

Residential Land Use and Housing Element
Residential Density #A.12
'Coordinate higher density residential development with the provision of adequate infrastructure and services, open space, and other urban amenities'.

These residential policies make clear the importance of higher density residential development to the future of the Eugene-Springfield Metropolitan area. Yet here again, there is an apparent conflict between policies, namely Policy 3-A of the SCL and the residential policies of the Metro Plan just cited. As the following analysis will show, splitting the converted Industrial land between Residential and Commercial in the proportion proposed is entirely appropriate.

While the inventory of Springfield Commercial land will be entirely depleted by the end of the planning period and the priority of creating more is obvious, Metro Area surpluses are projected for both Industrial and Residential. The case for reapportioning these inventories must be made. To illustrate the need for an adjustment of the inventories, the following table looks at the relative rates of inventory depletion over the planning periods studied.

Table 9: Projected Depletions of Land Inventories During the Planning Period.

General Use	Acres Study Yr.	Δ	Plan Yr.	Δ%	Source
Med. Density Res.	828	-589	239	-71%	*Metro Plan*
All Res. (low est.)	5,830	-4,565	1,265	-78%	*SNRS*
All Res. (high est.)	5,830	-5,637	193	-97%	*SNRS*
Industrial (low est.)	3,604	-1,482	2,122	-41%	*SNRS*
Industrial (high est.)	3,604	-2,004	1,600	-56%	*SNRS*

The table above shows that, over the planning period, the inventory of Medium Density Residential land is being depleted at a far faster rate than Industrial land. (Note that the Metro Plan did not subtract reductions of Goal 5 inventories the SNRS subtracted from the broader inventories.) Sacrificing a small portion of Industrial land to replenish the more rapidly diminishing inventories is justifiable and prudent. To illustrate the point further, the following table compares the final plan year inventories of Industrial and Residential land. The two planning periods end five years apart, so the inventories are not simultaneous. However, the comparison is still instructive. Commercial land was left out of the table because the Springfield plan year inventory is negative. All combinations of high and low estimates are calculated.

Table 10: Combined Plan Year Inventory Estimates

Total acreage		Residential (low) 193	Residential (high) 1265
Industrial (low est.)	1600	1,793	2,865
Industrial (high est.)	2122	2,315	3,387

Table 11: Relative Proportions of Total Plan Year Land Inventory

	Res L/Ind H	Res L/Ind L	Res H/Ind H	Res H/Ind L
Residential	8.34%	10.80%	37.40%	44.20%
Industrial	91.70%	89.20%	62.70%	55.90%

BALANCING INVENTORIES

To evaluate the wisdom of shifting lands from one general use to another, we must establish a viable ratio between them. The projected inventories of Industrial and Residential land can be analyzed by finding a ratio of jobs to households, and then relating the number of dwellings supported by the Residential inventory with the jobs supported by the Industrial Inventory. According to the U. S. Census Bureau's 2000 Census, the median earnings of employed individuals in the Eugene-Springfield Metropolitan Area are approximately $30,000. From the same source, the average household income is approximately $45,000. This gives us a rule of thumb ratio of 1.5 jobs per household. The Metro Plan target density is 6 dwelling units per gross acre. Therefore, the corresponding numbers of jobs needed to support the high and low estimates of plan year Residential inventory are 11,385 and 1737.

The Department of Land Conservation and Development, in their publication "Industrial and Other Employment Lands Analysis Guidebook" recommends using ratios from 6.4 to 9.6 when estimating jobs per gross acre of Industrial land. Using the Industrial land inventory high and low estimates, the table below compares the resulting numbers of jobs with the Residential inventory.

Table 12: Jobs Supported by Projected Plan Year Land Inventories

	Acres	du/ac	job/du	job/acre	jobs
Residential (low est.)	193	6	1.5		1737
Industrial (low est.)	1600			6.4 to 9.6	10,240 to 15,360
Residential (high est.)	1265	6	1.5		11385
Industrial (high est.)	2122			6.4 to 9.6	13,380 to 20,371

In the slowest growth projection, the inventories are not in equilibrium. If consumption of land supplies is on the high side, and inventories are low, there is a gross disparity. We should also remember that when inventories get extremely low, such as less than 200 acres of buildable land in a metropolitan area of this size, the supply curve shifts up as people begin to hoard and price gouge in anticipation of greater shortages. Clearly, for the health of the Metro economy, these inventories should be adjusted. New employers will not locate in the area if there is no housing for themselves or their employees. Shifting land from Industrial designations to Residential designations is justified.

Conclusion:
Adopted and acknowledged inventories indicate that well before the year 2015, Springfield's inventory of Commercial land will be severely, if not completely, depleted. Metro Plan Policy #B.6 directs the City to correlate the effective supply of economic lands in terms of suitability and availability with the projections of demand. While the inventory of CI land may be small, OAR - Division 9 (Economy) does not prohibit converting industrial land to another category of employment land, or to another Goal inventory, as long as a local government maintains an adequate supply. OAR 660-009-0025(2) states, "The total acreage of land designated in each site category shall ***at least*** *equal the projected land needs for each category during the 20-year planning period." [Emphasis added.] In this situation, the need for Commercial Land will not be met by the end of the planning period, and the inventory of Residential land lags far behind Industrial, yet the acknowledged inventories indicate a Campus Industrial inventory surplus. An adjustment is warranted to maintain equilibrium and support other Metro Plan policies encouraging increased residential densities and supporting Nodal Development areas.*

There is a synergistic relationship between the three general categories of land use that requires balance between them in order to sustain economic diversity. The proposed redesignation of Campus Industrial land to Commercial, Commercial Mixed-Use, and Medium Density Residential development will support the diversification and improvement of the economy. It is consistent with the priorities established by adopted and acknowledged policies. Therefore, the amendment is consistent with statewide planning Goal 9."

3) Staff Response

Staff concurs with the applicant's submittal. However, the DLCD memo dated March 12, 2007 stated that both quantitative and qualitative data should be considered in the Goal 9 response.

Quantitative Data.

Note: The Lane County Industrial-Commercial Buildable Lands Study (CIBL). The applicant referenced CIBL in the February 28, 2007 version of the response to Goal 9. This revised response dated March 17, 2007 no longer references CIBL. However, the DLCD memo dated March 12, 2007 (see Attachment 6) raised a concern about using data that was not adopted by the local jurisdictions and/or fully reviewed by DLCD. Staff agreed and is adding the following CIBL background that was included in staff's presentation to the City Council in November 2006:

"State law requires each city's comprehensive plan to include an inventory of industrial and other employment land suitable, available and necessary for economic development opportunities for a 20 year period. The Metro Plan satisfied this inventory at acknowledgment in 1982 and the cited studies were adopted as specified above, but the lack of a contemporary database of conditions and status led the Metro area elected officials and Lane Metro Partnership to co-sponsor an evaluation of the metro area supply. The report included a newly developed database of current conditions and offered an array of data sets that are useful for government and the private sector in considering appropriate development sites for a particular use. That being said, it is important to note that ECONorthwest's report is not the complete inventory required by law, nor is it a policy document. The requirements for commercial and industrial buildable lands inventories include the supply, a demand analysis (not included in this report) and provisions to match projected demand with an adequate supply. While this report made no assertions or assumptions that the supply included in this database is adequate, the report did identify additional work necessary to get to

that point and includes a list of policy options for additional consideration, including an endorsement of the complete buildable lands inventory as specified in Oregon Administrative Rules."

In November 2006, staff stated that while there may be additional options or variations on these options, staff agreed with the suggestion by ECONorthwest that creating a complete inventory is the most logical next step to take. The current status of the CIBL report is that staff has prepared an "Issue Paper" for the City Council's consideration. As of the date of this report, the Issue Paper has been funded. Any acreage reference by the applicant to the CIBL study should be not considered as part of these applications.

The primary data sources used by the applicant are the Springfield Commercial Lands Study, February 2000 and the Metropolitan Industrial Lands Special Study: Metropolitan Industrial Lands Inventory Report, July 1993 and the Metropolitan Industrial Lands Policy Report, July 1993. These are the same reports used during the review process for Home Depot in 2001. The applicant has provided additional information pertaining to the Natural Resource Study, adopted by the City in 2005 and a discussion on the conversion of CI lands to residential. In addition to these discussions, staff raises the following issues:

a) The up-to-date land inventory in the Gateway CI District.

Since the amendment of Article 21, Campus Industrial District, staff has been keeping track of the available vacant Campus Industrial land in the Gateway CI District. The Gateway CI District has about 275 total acres and as of March 13, there are still 116 acres that are vacant.

b) Current Market Forces.

Explanation language under State-wide Planning Goal 9 states: ***"Comprehensive plans and policies shall contribute to a stable and healthy economy in all regions of the state. Such plans shall be based on inventories of areas suitable for increased economic growth and activity after taking into consideration the health of the current economic base; materials and energy availability and cost; labor market factors; educational and technical training programs; availability of key public facilities; necessary support facilities; current market forces; location relative to markets; availability of renewable and non-renewable resources; availability of land; and pollution control requirements."***

The "current market forces" do not include light industrial development in the CI District is a trend since the late '90's. This trend is placing pressure on the Gateway CI District and is the reason why staff amended SDC Article 21 to create the 60/40 split (see the discussed under "qualitative" below).

c) The Jasper-Natron Area.

The applicant cites the draft Jasper Natron Specific Development Plan which proposes to add about 20 acres of Commercial and 118 acres of CI land to Springfield's long-term supply by the year 2015. While this plan has not been adopted, the Lane County Commissioners recently voted to keep the Eugene-Springfield Highway extension project alive and the City will begin the adoption process for this plan within the year.

Qualitative Data.

a) Background Discussion on Special Light/Campus Industrial Designations/Zoning.

The original intent of the "Special Light Industrial" (SLI) land use designation and zoning was to allow "high tech" industrial users that paid "family wages" and had a minimum "employee-per-acre" base. The history of this land use designation goes back at least 35 years to the metro area's first "general plan", "The 1990 Plan", adopted in 1972. That Plan stated: ***"Local planning policies should be developed which will create an appropriate environment for industrial and research parks"*** (Ref. P. 32).

In 1982, when DLCD acknowledged the Metro Plan, both the Metro Plan designation and the zoning district were called SLI. The Metro Plan SLI designation stated: ***"This is a specialized concept developed to deal with relatively large (projected employment of at least 500 per firm) light industrial firms, such as manufacturers of semi-conductors, medical and dental supplies, photographic equipment, computers and other electronic equipment, and large-scale research and development complexes. The activities involved are generally characterized by highly skilled and technical labor and are located indoors. Often, precision is of such importance that air pollutants, noise and vibration associated with heavy industry are not compatible. These industries are often located in campus-type industrial parks and are generally involved in the manufacture or assembly of final products of small unit size or research-type development in an office-based atmosphere... There are generally no effluents or other emissions to create problems.... Heavy transport is not important.... Supporting office-based commercial development shall be considered an appropriate use when planned to complement the primary intent of special light industrial development."***

In 1994, the Metro Plan SLI designation was changed to today's Campus Industrial (CI). The current Metro Plan CI designation states: ***"The primary objective of this designation is to provide opportunities for diversification of the local economy through siting of light industrial firms in a campus-like setting. The activities of such firms are enclosed within attractive exteriors and have minimal environmental impacts, such as noise, pollution and vibration, on other users and surrounding areas. Large-scale light industrial uses, including regional distribution centers and research and development complexes, are the primary focus of this designation. Provision is also made for small- and medium-scale industrial uses within the context of industrial business parks which will maintain the campus-like setting with minimal environmental impacts. Complementary uses such as corporate office headquarters and supporting commercial establishments serving primary uses may also be sited on a limited basis. Conceptual development planning, industrial park standards and site review processes shall be applied to ensure adequate circulation, compatibility of uses and availability of large sites for light industrial firms...."*** (Ref. P. II-G-6). The primary difference between the SLI and CI land use designations is there no longer is a reference to a specific employment threshold or specific types of light industrial uses.

The Springfield Development Code was adopted in May 1986 and included Article 21, Special Light Industrial District. In 1994, this Article was amended and renamed the CI District, consistent with the Metro Plan designation change cited above. The CI District is primarily an industrial zone that allows the siting of light industrial manufacturing and to a lesser extent, office/commercial uses. In 2004, the City Council approved a number of amendments to Article 21, the Campus Industrial District. One of these amendments placed a 40 percent limitation on the siting of permitted office/commercial (business park) uses to keep the "industrial" integrity of the district against the demand for business park uses because this zoning district is primarily an industrial district. The limitation was established because in the Gateway CI District, there has been a great demand to site office/ commercial uses. Currently, the 30 percent threshold has been reached in the Gateway CI District and staff has recently discussed this issue with the Planning Commission. For the record, the applicant's Table 7 shows the current development trends in the Gateway CI: business parks with no light industrial development since Shorewood Packaging, Inc. in 1997. Shorewood Packaging is the only industrial use shown on the applicant's Table 7.

The current SDC Article 21 CI District purpose statement conforms with the current Metro Plan designation statement: ***"The CI District is intended to fully implement the Metro Plan Campus Industrial Designation and any applicable refinement plans. The CI District provides opportunities for diversification of the local economy by offering prime sites in a campus environment for large-scale light manufacturing firms emphasizing modern technology and employing skilled workers in family wage jobs. The term "campus" includes innovative building design, enhanced landscapes, large open spaces and substantial pedestrian amenities. Small- and medium scale light manufacturing may and supporting commercial/ office uses shall be located within a business park, provided that combined business parks do not exceed 40 percent of the gross acreage of a CI District. Business parks may include several buildings with multiple stories and a mix of uses.***

Supporting retail uses such as banks, restaurants and day care facilities shall primarily serve the employees in the CI District, not the general public. All uses in the CI District shall meet siting and operational performance standards to minimize impacts within the CI District and surrounding areas. Permitted uses, including the storage of materials and vehicles necessary for the operation of the use, shall occur entirely within enclosed buildings."

Today, there are two CI land use designations and zoning districts in Springfield: Gateway, in northwest Springfield; and the subject site west of 31st Street and north of Marcola Road. The Gateway CI site is regulated by the Gateway Refinement Plan, adopted by the City Council in 1992. A portion of the Gateway CI area has been developed with both light industrial manufacturing uses and business parks. The Gateway CI District has approximately 275 total acres, of which approximately 116 are vacant. The 56 acre "Pierce" CI site is not within an adopted refinement plan area and has not been developed to date.

b) Suitability of the Subject Site for CI Development.

Under "Suitability", the applicant cited staff's concerns about the subject site's appropriateness for CI development. Staff would like to expand on this point. In a memo dated October 14, 1981 the Metropolitan Planning Team discussed the proposed amendments to the adopted August 1980 Metropolitan Plan diagram. Item 28 stated: ***"Reconsider land use designations on the 'Pierce Property'. The Industrial Study Task Force Final Report, L-COG, April 1981, recommended about 50 acres of this property be designated 'special light industrial' (SLI). The Task Force concluded the North Gateway SLI site could not have sanitary sewers extended in the near future. The 'Pierce Property' has city services and would provide Springfield with an immediately available site. This SLI Site provides opportunities for combining industrial, commercial and medium density residential uses in a balanced scheme." The memo went on to state: "Problems associated with the site include air pollutants from surrounding heavy industrial uses and overhead electrical lines and nearby rail lines which cause problems for certain types of high technological industries. Several 'high tech' firms have considered the 'Pierce Property' for a potential location, and all have found it unsuitable because of these problems. Another problem with the site is opposition to industrial use from neighborhood residents."*** However, in the end, approximately 60 acres of land was designated and zoned SLI/CI). There have been a number of land use applications attempting to receive development approval on the subject site over the years, but not one has been for Special Light Industrial (the previous name of the CI designation/zone) or CI development.

c) Implementation of Potential Nodal Development Area 7C.

This issue, which will allow for a mix of residential and commercial development is discussed in more detail in the Goal 12 response under this criterion and in the response to criterion 7.030(3)(b).

4) Staff Conclusion:

Under Quantitative Data:

This staff report demonstrates that there is a shortage of suitable commercial sites within the Springfield UGB to meet the long-term demand for commercial land, as indicated by the SCLS.

This shortfall can result in greater competition, and can impede the potential for healthy economic development, as businesses and retail are forced to locate outside Springfield due to a lack of suitable sites. The deficit of commercial lands does not conform to State-wide Planning Goal 9 which requires jurisdictions to maintain an adequate supply of commercially zoned lands to meet projected demand for commercial land through the planning period. The SCLS also notes that size and location further limit the supply of buildable land. Goal 9 requires not only enough net buildable acres but also sites of varied "***sizes, types, locations and service levels.***" In order to foster economic growth and commercial development is it essential that the City maintain a diverse supply of buildable commercial land in various

sizes and locations. The CAC found in the SCLS that there is a need for a supply of both larger and smaller sites to provide choice, diversity and economy in the marketplace. Given the current shortage of larger sites, rezoning or annexation may be necessary for this to occur. The proposal would improve the supply of vacant commercial land through rezoning consistent with the CAC's recommendation.

This staff report demonstrates that there is still a surplus of industrial lands, including CI lands in the Gateway area.

Staff agrees with the applicant's contention that there is a demonstrated shortage of developable commercial land and a surplus of industrial land and that these applications are consistent with applicable Metro Plan policies and current commercial and industrial land inventories.

Given these facts and the requirement that the City maintain an adequate supply of commercial land as well as industrial land; the situational changes cited in a)-c), above; and if the two questions raised at the beginning of this staff report can be answered in the affirmative – will the City be better served by the proposed development and will the City be assured that the quality development as proposed will be constructed over time, then both the Planning Commission and the City Council should consider that the applicant has complied with Goal 9.

This staff report demonstrates there will be a shortage of Medium Density Residential lands near the end of the life of the Eugene-Springfield Residential Lands Study.

Under Quantitative Data:

There are changed conditions pertaining to the history and current land utilization in the CI District, especially in the Gateway area.

The original concerns by the Metro Plan team about the suitability of the "Pierce" property for SLI/CI development, which apparently has had some impact on why such development has not occurred over time on a "shovel ready" industrial site.

The fact that the subject site is still under single ownership and upon approval of these applications, a Master Plan will be required to guide development on the subject property over time. This mix of commercial and residential development will also implement Proposed Nodal Development Area 7C.

Finally, the CI District contains design standards that are intended to achieve a "campus-like" environment. The applicant proposes to remove the CI designation and zoning, replacing it with the following zoning districts: Community Commercial, Mixed Use Commercial and Medium Density Residential. The Mixed Use Commercial and the Medium Density Residential zoning districts have design standards. The Community Commercial District does not. The proposed home improvement center will be sited in the Staff is concerned about the aesthetic appearance of the proposed home improvement center. Staff has seen photos of an existing home improvement center in Scottsdale, Arizona. The front of the building is broken up so that one gets away from the image of one continuous, long, tilt-up wall. Staff wants the same or similar design for Springfield. A condition of approval is added to assure that this issue shall be addressed at the Master Plan review/approval process.

5) Staff Finding:

As conditioned, these applications comply with Goal 9 primarily because given the lack of an up-to-date commercial/industrial lands study, there is a demonstrated shortage of developable commercial land and a surplus of industrial land and that these applications are consistent with applicable Metro Plan policies and there is a demonstrated lack of demand for the types of industrial uses once envisioned for the Campus Industrial District.

Condition of Approval #7

Submittal of a Master Plan application that shows the proposed home improvement center building design similar to the existing building in Scottsdale, Arizona or a building design that complies with the current building design standards in SDC Article 21.

GOAL 10: HOUSING

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

Applicant's Submittal:

"Goal 10 requires buildable lands for residential use to be inventoried and requires plans to encourage the availability of adequate numbers of needed housing units at price ranges and rent levels commensurate with the financial capabilities of Oregon households. Oregon Administrative Rule 660 Division 8 defines standards for compliance with Goal 10. OAR 660-008-0010 requires that:

'Sufficient buildable land shall be designated on the comprehensive plan map to satisfy housing needs by type and density range as determined in the housing needs projection. The local buildable lands inventory must document the amount of buildable land in each residential plan designation.'

Approval of the applicant's proposed PAPA changing approximately 19 acres from Campus Industrial to Medium Density Residential on the Metro Plan diagram and zoning map, requires compliance with statewide planning Goal 10, Housing (OAR 660, Division 8). (The total acreage of Medium Density Residential land is proposed to increase from 35.7 to 54.7 acres). The Post Acknowledgement Plan Amendment (PAPA) is consistent with the parts of the Metro Plan which address the requirements of Goal 10.

The Eugene-Springfield Residential Lands Study (RLS) was completed in 1999 as a technical document informing policy changes to the Metro Plan as part of the area's periodic review requirements. The RLS was acknowledged by the state Land Conservation and Development Commission as being consistent with Goal 10. The purpose of the RLS was to compare residential land needs with available land supply. The analysis does not require buildout of particular densities or numbers of units on specific sites or within the metro area as a whole.

The RLS contains a detailed site inventory in the Technical Analysis, which is summarized below (Table 13) as it pertains to the subject site.

Table 13: Residential Land Study Site Inventory: Marcola Meadows Property

Site (Subarea 18)	Total Acres	Unbuildable Acres	Constrained	Buildable Acres
2	37.1	0.4	0.0	36.7

Source: Residential Lands and Housing Study Draft Inventory Document, 1999 page 64.

Of the subject site's total buildable residential gross acreage that was included in the inventory, all 37.1 acres is designated for Medium Density Residential development. The RLS assumes that 32% of residential lands will be developed with non-residential uses, including public and civic uses, roads, etc. Subtracting this 32% leaves 25.2 net acres that one can reasonably assume was considered available for development in the RLS.

Density Assumptions
The RLS does not specify an assumed average density in the MDR designation. Rather, it outlines the range of allowable densities (14.28 to 28.56 units per net acre) which coincide with the gross density range described in the Metro Plan (10 through 20 units per gross acre). It also describes the assumed

distribution of housing types within each residential designation (page 21) and the assumed density by housing type (page 22).

The RLS also contains data summarizing actual built densities in the metro area. However, only limited data was available, and built densities were assumed based upon data from years 1986, 1992, and 1994. Using these three years, the data show built densities between 21 and 23 units per net acre for multi-family development (RLS Technical Analysis, p.21). No longer-term trend analysis is available.

These figures reflect built density for multi-family projects only, not all development built in the MDR designation. Since single family houses and duplexes are allowed in MDR, the average density across the designation is likely significantly lower. While average density figures have not been calculated for MDR areas due to the difficulty of obtaining the data, single family development occurred at roughly 4 units per acre and duplex development at 10 units per acre during the same years (RLS Technical Analysis, Page 21).

Surplus of Residential Land
There is documented a net surplus of residential land to serve metro housing needs through 2015, for all residential land categories combined, and medium density residential land in particular. The comparison of residential land supply and demand is shown in Table 14 below:

Table 14: Comparison of Residential Land Supply and Demand, In Acres

	Medium Density Residential	All Residential
Supply	828	5,802
Demand	589	4,564
Surplus	239	1,238

Source: RLS Technical Analysis, 1999, page 52.

The supply figures also do not include mixed use and commercial designations that can accommodate residential development. In addition to calculating supply and demand in acres, the RLS considered the supply and demand for housing units. This comparison also shows a net surplus across all residentially designated land, and within the MDR designation in particular, as shown in Table 15 below:

Table 15: Comparison of Residential Land Supply and Demand, In Units

	Medium Density Residential	All Residential
Supply	13,078	48,519
Demand	9,432	40,406
Surplus	3,646	7,913

Source: RLS Technical Analysis, 1999, page 53.

If the assumed surplus of medium density units (3,646) is divided by the assumed number of surplus medium density acres (239), the derived density for MDR land is 15.25 units per net acre. This is not, however, an adopted density assumption.

The RLS does not specify how to determine expected density or number of units on a particular site. One source of expectation is the McKenzie Gateway MDR site Conceptual Development Plan, which accommodates a total of 1,195 units across 185 acres, at an average density of 11 units per acre, in its preferred alternative (Scenario E). Alternatively, one can estimate the amount of expected development on the site by extrapolating assumptions contained within the Residential Lands Study itself.
In fact, the applicant's proposal retains a surplus in the residential housing inventory, while increasing the intensity of residential development. This strategy supports nodal development and fulfills the requirements of Goal 10 by accommodating a quantity of units that can be reasonably defended given the adopted findings, analysis, and policies contained in the RLS.

Densities will in fact be increased over what would otherwise likely be built. The Residential Lands Study concluded that through the planning horizon (2015), the area would have a surplus of land in all types of

residential land use categories. The study was adopted and incorporated into the Metro Plan in 1999, and was acknowledged by LCDC as meeting the area's Goal 10 requirements. Specifically, the RLS concluded that there was a surplus of 239 acres and 3,646 units in the MDR category (Metro Plan, pages III-A-3 and II-A-4).

In addition, the applicant's proposal is supported by applicable Metro Plan housing policies, including those in the residential land supply and demand, residential density, and design and mixed use areas, as outlined in the ***Metro Plan Specific Elements*** *section.*

OAR - Division 8 does not prohibit creating additional residential land after a local government has established an adequate supply. Therefore, for the purposes of Division 8, it is not necessary to establish a maximum acreage or to justify the designation of residential land in excess of projected land needs. The Residential Lands and Housing Study estimates of the long term projected land needs, and the determination that there is an adequate inventory, served to demonstrate that the minimum needs had been met. They did not establish a maximum and did not freeze the residential land supply.

If the proposed PAPA sought an exception from a State-wide planning goal, there would be a greater burden of justification for the expansion of residential lands. The exacting standards for taking a Goal 2, Part II exception would apply; the evidence would have to establish that "Areas which do not require a new exception cannot reasonably accommodate the use." However, pursuant to OAR 660-004-0010(2), such an exception is not required in this case. Determining the extent of the Goal 10 land supply is merely a matter of policy for the local jurisdiction.

In summary, our analysis finds that the applicant's plan amendment proposal meets the requirements of State-wide planning Goal 10, supports applicable adopted policies, and furthers the objectives of nodal development."

Staff's Response:

Staff concurs with the applicant's submittal. The Metro Plan diagram amendment application proposes to change the subject site from Campus Industrial to Medium Density/Nodal Development Area and amend the Springfield Zoning Map from Campus Industrial to Medium Density Residential. Goal 10 requires that local jurisdiction adopt a housing study that contains an inventory of buildable lands; and that the ***"...housing elements of a comprehensive plan should, at a minimum, include: (1) a comparison of the distribution of the existing population by income with the distribution of available housing units by cost; (2) a determination of vacancy rates, both overall and at varying rent ranges and cost levels; (3) a determination of expected housing demand at varying rent ranges and cost levels; (4) allowance for a variety of densities and types of residences in each community; and (5) an inventory of sound housing in urban areas including units capable of being rehabilitated."*** The Eugene-Springfield Metropolitan Residential Lands and Housing Study, Policy Recommendations Report (1999) contains this information and the Metro Plan was amended accordingly. Staff concurs with the applicant's submittal, above.

Staff will address the following issues:

Adequate Supply of Buildable Land. ***"Provide an adequate supply of buildable residential land within the UGB for the 20-year planning period at the time of Periodic Review."*** Ref. "Key Policies", Page 3 of the Report. The twenty-year period ends in 2015. The applicant shows a surplus of MDR land in the inventory that covers the life of the study. This is further supported by Finding 4. ***"There is sufficient buildable residential land within the UGB to meet the future housing needs of the projected population. In fact, the 1992 residential buildable land supply exceeds the 1992-2015 residential demand in all residential categories. Assuming land is consumed evenly over the period, by 1999, there will be at least a 20-year supply of residential land remaining inside the UGB."*** Ref. "Residential Land Supply and Demand", Page 13 of the Report. The applicant also states that "***OAR - Division 8 does not prohibit creating additional residential land after a local government has established an adequate supply.***" The applicant proposes to change approximately 18 acres from

Campus Industrial to Medium Density Residential. The discussion justifying the reduction of CI land is contained in the response to Goal 9.

Note: The City has recently initiated a Residential Lands Study. However, until that study has been adopted by the City, the current study showing a surplus a MDR residential buildable land is still in effect.

Develop Land within the UGB First. **"...*Promote higher residential density inside the UGB that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserve rural resource lands outside the UGB....*"** Ref. "Key Policies", Page 3 of the Report. Currently, the existing 37 plus acres of MDR zoned and designated land is one of the largest multiple-family sites in the City. The property is centrally located and can be served by existing public facilities.

Utilizing Landscaping and Architectural Design Standards. **"...*Reduce impacts of higher density residential and mixed use development on surrounding uses by considering site, landscape and architectural design standards or guidelines in local zoning and development regulations....*"** Ref. "Key Policies", Page 4 of the Report. A major component of the proposed development is the "water feature" incorporating the existing drainage ditch which is intended to be relocated. This will form a "natural" boundary between the proposed MDR and commercial development, the majority of which will be mixed use. The proposed residential development will consist of single family cluster subdivision, town houses and apartments as well as elderly housing. The SDC contains specific design standards for these uses. The SDC also contains specific design standards for MUC. Finally due to the loss of CI land, land proposed to be zoned CC will be conditioned to meet CI and/or MUE design standards as part of this application.

Density.

The applicant states: "*...This strategy supports nodal development and fulfills the requirements of Goal 10 by accommodating a quantity of units that can be reasonably defended given the adopted findings, analysis, and policies contained in the RLS....*" The residential density issue is addressed in more detail under the response to Goal 12. However, the applicant is proposing to apply the Nodal Development Area Metro Plan diagram designation to properties zoned MDR and MUC in order to implement "Proposed" Nodal Development Area 7C. Transportation policies require a minimum residential density of 12 dwelling units per net acre (the number of dwelling units per acre of land in residential use, excluding dedicated streets, parks, sidewalks, and public facilities). SDC Section 16.010(2) states the required MDR density is 10-20 dwelling units per net acre. Implementing the node will guarantee that the minimum residential density for Marcola Meadows will be at least 12 dwelling units per acre. It should be stated that the MUC zoning district allows residential development to occur, however, to date, the applicant has not stated if residential development will occur in the MUC. If the applicant chooses this option in the future, the same 12 dwelling unit per acre standard must be met. For the record, housing is not allocated to mixed use designated land due to State Administrative Rules.

Finally, the City has residential building permit information that demonstrates that multi-family developments are currently occurring at 11.67 dwelling units per acre which is close to the 12 dwelling unit per acre requirement for implementation of Nodal Development Area designations.

Housing Density and Housing Mix

Springfield Housing Types and Density Based on Building Permit Data-- July 1999-October 2006												
Housing Type	**1999**	**2000**	**2001**	**2002**	**2003**	**2004**	**2005**	**2006**	**Total Dwelling Units**	**Housing Type by %**	**Total Acres**	**Dwelling Units Per Acre**
Conventional Single Family	30	209	121	252	230	155	144	116	**1257**	52.4%	227.6	
Manufactured Home	9	38	46	45	31	26	31	27	253	10.5%	56.2	
Total Single Family									**1510**	**62.9%**	**283.8**	**5.32**
Duplex*	22	30	16	14	18	38	38	17	**193**	**8.0%**	**30.9**	**6.25**
Tri-Plex	0	3	6	0	6	6	6	3	**30**	1.2%	1.2	25
Four-Plex	0	4	0	4	84	12	140	56	**300**	12.5%	31.9	9.41
Apartment 5+	0	40	6	200	0	122	0	0	**368**	15.3%	16.3	15.12
Total Multi-Family Units Excluding Duplexes									**698**	**29.1%**	**49.3**	**11.67**
Total Units	61	324	195	515	369	359	359	219	**2401**	**100.0%**	**364.1**	**6.60**

*Duplexes may be built in both various residential zoning districts. About 57% of all duplexes are found in LDR zoning districts. Some 36% are found in MDR zones and 5% in Public Land and Open Space districts (Lane County Housing Authority).

See also the applicant's response to Goal 9 under Comprehensive Plan Residential Policies.

Staff Finding:

These applications comply with Goal 10 because they address the "Eugene-Springfield Metropolitan Residential Lands and Housing Study, Policy Recommendations Report (1999)" which was adopted by DLCD and incorporated into the Housing Element of the Metro Plan by all three local jurisdictions in 1999. These applications will specifically add to the supply of buildable MDR inventory and by implementing the Nodal Development Area Metro Plan designation in TransPlan Potential Nodal Area 7C and requiring Master Plan approval prior to development will guarantee that residential development will occur at 12 dwelling units per net acre.

Condition of Approval #8

Submittal of a Master Plan application that demonstrates that residential development will occur at 12 dwelling units per net acre.

GOAL 11: PUBLIC FACILITIES AND SERVICES OAR 660-015-0000(11)

"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."

Applicant's Submittal:

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

OAR 660-011-0005(7)(a)-(g) Definition of Public Facilities:
(a) Water
(b) Sanitary Sewer
(c) Storm sewer
(d) Transportation

Pursuant of State-wide planning goal 11, the City of Springfield has adopted or endorsed the following documents:

- *Eugene-Springfield Metropolitan Area General Plan, revised 2004*
- *City of Springfield Zoning Map, May 2006*
- *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan, 2001*
- *City of Springfield Stormwater Management Plan, Review Draft January, 2004*
- *City of Springfield Stormwater Management Plan, Major Basins/Sub Basins Map, Review Draft, January, 2004*
- *City of Springfield Conceptual Road Network Map, Updated July, 2005*
- *City of Springfield Drinking Water Protection Plan, adopted May, 1999*

Response:
The Eugene-Springfield Metropolitan Area General Plan Diagram and the City of Springfield Zoning Map shows that the subject site is inside of the City of Springfield Urban Growth Boundary. State-wide Planning Goal 11 ensures that public facilities and services are provided in a timely, orderly, and efficient manner. This application proposes to amend the Eugene-Springfield Metropolitan Area General Plan Diagram and will not affect provision and arrangement of public facilities and services. The following findings demonstrate that the existing public facilities and services have the capacity to serve future development on the subject site and will be provided in a timely, orderly, and efficient manner. Subsequent planning actions limited to the subject site (i.e. Master Plan and Site Plan applications) in due time will address the arrangement of public facilities and services on the subject site. See Exhibits 8 and 9 for more information.

Potable Water Service
The subject site will be served by connecting to existing Springfield Utility Board (SUB) water lines adjacent to the site. There are six potential water lines adjacent to the subject site to have the capacity to serve future development. There are two 12" PVC water lines along 28th street have the capacity to serve development in the southwest portion of the subject site. There is an 18" water line in the Right-of-Way of 31st street that has the capacity to serve future development. Currently, there are two 10" water lines that can serve future development on the west portion of the subject site. One of these water lines in located approximately 100' north of the center line of Bonnie Lane and the other is approximately 120' south of the center line of Bonnie Lane. Additionally, there is a 16" water line on the south side of Marcola Road approximately 1075 ft. west of the intersection of Marcola Road and 28th street that has the ability to serve development in the southern portion of the subject site. The water lines in Marcola Road and 31st Street contain sufficient capacity to serve the site. Therefore, this key urban service will be provided in an orderly and efficient manner.

Sanitary Sewer
The City of Springfield provides sanitary sewer service for lands within the City of Springfield city limits. The subject site is within the City of Springfield city limits and can be served by connecting to existing sanitary sewer lines adjacent to the property. The subject site is located in the North Springfield waste water basin and currently has adequate capacity. A 42" concrete main line for the City of Springfield traverses the lower third of the subject site that flows east to west and collects all sanitary sewer water for the subject site with some fill required in the north. The northeast corner of the project will be served by an existing sewer in 31st Street. Currently, this main line has the capacity to facilitate the proposed development's sanitary sewer needs.

There are three sewer lines that connect to the main trunk line on the subject site; an 8" PVC line connects to the main trunk line from the south, approximately 250' west of the intersection of 28th street and Pierce Parkway; an 8" PVC line running north and south along 31st street connects to the main trunk line from the north in the public Right-of-Way for 31st street; an 10" concrete line running north and south connects to the main trunk line from the north, approximately 240' west of the northwest boundary of the subject site. Therefore, this key urban service will be provided in an orderly and efficient manner.

Transportation
The project area is currently served by Marcola Road, 28th, and 31st streets. Marcola Road, the southern border of the subject site, is fully improved and is designated as a Minor Arterial. 28th and 31st streets border the eastern boundary of the subject site. The City of Springfield's Conceptual Road Network Map identifies 28th and 31st streets as the "31st Street Connector". The 28th street portion of the 31st Street Connector is fully improved and classified as a Collector street. Thirty-First Street is not fully improved and also is classified as a Collector street. Currently, 31st street is a two-lane asphalt paved road that does not have gutters, curbs, or sidewalks, although there is a City of Springfield 10' utility and sidewalk easement on the west side of 31st street to facilitate road improvements in the future.

In this section of this statement addressing State-wide Planning Goal 12 – "Transportation" there are additional findings regarding public facilities and services, and those discussions are hereby referenced and incorporated.

Storm Water Control
The subject site is located in #18 Sub-Basin of the West Springfield/"Q" Street Major Basin. Storm water facilities will be designed as a component of subsequent land use approvals to meet City of Springfield storm water policies and regulations. Preliminary storm water plans will keep the development's storm water runoff rates equal to pre-development peak storm water runoff rates. This will be achieved through multiple on-site detention ponds, bio-swales, and open-channels. See Exhibits 8 and 9 for more information.

Conclusion:
The subject site is inside of the Eugene-Springfield Metropolitan Urban Growth Boundary and City of Springfield city limits. This enables public facilities and services to be extended to the site in a timely, orderly, and efficient manner. The subject site has existing public facilities and services adjacent to the site which also have the capacity to serve future development. Therefore, this amendment is in compliance with Goal 11."

Staff's Response:

Staff concurs with the applicant's submittal. Goal 11 calls for efficient planning of public services such as sewers, water, law enforcement, and fire protection.

The Eugene-Springfield Metropolitan Public Services and Facilities Plan (PFSP), ad revised in December 2001, is a refinement plan of the Metro Plan that guides the provision of public infrastructure, including water, sewer, storm water management, and electricity. The PFSP specifically evaluated the impact of nodal development and increased development densities on the potential node sites being considered in the Springfield area.

The PFSP is supportive of mixed-use and nodal development. Findings in the PFSP conclude that most potential nodal development sites can be provided with key urban service using existing infrastructure capacity (Finding #10, PFSP, page 11). Based on this conclusion, Policy #G7 in the PFSP states, ***"Service providers shall coordinate the provision of facilities and services to areas targeted by the cities for higher densities, infill, mixed uses, and nodal development"*** (PFSP, pg. 12). These applications do not preclude the coordination of services in nodal areas.

All urban services needed for existing uses and new development are available to the subject site and other vacant properties in this area, including fire and police protection, parks, sanitary and storm sewer, public transportation, schools, street systems and utilities. The property is served by Springfield Utility Board for water and electricity; by Willamalane Park and Recreation District; by School District 19; and by the City of Springfield for maintenance of sewers, streets, alleys, library and development and permit services.

Staff Finding:

These applications comply with Goal 11 because there are urban level public services available to the subject site.

GOAL 12: TRANSPORTATION
"To provide and encourage a safe, convenient and economic transportation system."

Applicant's Submittal:

"Goal 12 is implemented through Division 12, OAR 660-012-0000 et. seq. The goal and division are implemented at the local level by the Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan) acknowledged for compliance with Goal 12 in 2001.

Plan amendments and land use regulation amendments are regulated under OAR 660-012-0060, the 'Transportation Planning Rule.' If an amendment significantly affects a transportation facility, a local government must provide a form of mitigation. OAR 660-012-0060(1) states:

'A plan or land use regulation amendment significantly affects a transportation facility if it would:

(a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);

(b) Change standards implementing a functional classification system; or

(c) As measured at the end of the planning period identified in the adopted transportation system plan:

(A) Allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;

(B) Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP or comprehensive plan, or

(C) Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.'

OAR 660-012-0060(1):

With regard to OAR 660-012-0060(1)(a) and (b), the proposed Post Acknowledgement Plan Amendment (PAPA) would not change the functional classification of any transportation facility, nor would it change the standards for implementing a functional classification system.

With regard to OAR 660-012-0060(1)(c)(A), the PAPA would not allow types or levels of uses which would result in levels of travel or access which are inconsistent with the functional classification of a transportation facility. The policies of the City of Springfield Development Code and the TransPlan establish the requested plan designation as appropriate to the classification of the streets serving the site. Specific requirements for access to those streets will be determined through the Master Plan and Site Plan reviews and approved only upon demonstration of compliance with the provisions of the acknowledged comprehensive plan and implementing regulations.

With regard to OAR 660-012-0060(1)(c)(B) and (C), a Traffic Impact Analysis (TIA) evaluating the performance of existing and planned facilities as a result of the development proposed by this application has been performed. That TIA ... is submitted concurrently with this written statement and the findings of that analysis are hereby incorporated by reference.

TIA Scoping:
When determining the effect of a proposed PAPA, the TPR requires local governments to evaluate impacts to planned facilities as well as those already existing. According to OAR 660-012-0660(4)(b)(C), transportation facilities, improvements or services included in a metropolitan planning organization's federally-approved, financially constrained regional transportation system plan must be included in the analysis. The Metropolitan Planning Committee adopted the Central Lane Metropolitan Planning Organization Regional Transportation Plan on December 9, 2004. The MPO-RTP established a planning horizon of 2025. This is the planning horizon used by the TIA. The following projects (Tables 16, 17 and 18) are within the study area of the TIA and are listed in MPO-RTP 'Table 1a - Financially Constrained Capital Investment Actions: Roadway Projects:'

Table 16: Project Category: Arterial Capacity Improvements

Name	Geographic Limits	Description	Jurisdiction	Estimated Cost	Length	Number
42nd Street	@ Marcola Road	Traffic control improvements	Springfield	$248,000	0	712
42nd Street at Highway 126	42nd St/Hwy 126	Traffic control improvements	Springfield	$200,000	0	799
Eugene-Springfield Highway (SR-126)	@ Mohawk Boulevard Interchange	Add lanes on ramps	ODOT	$310,000	0.68	821

Table 17: Project Category: New Collectors

Name	Geographic Limits	Description	Jurisdiction	Estimated Cost	Length	Number
V Street	31st Street to Marcola	New 2 to 3-lane collector	Springfield	$2,173,000	0.65	777

Table 18: Project Category: Urban Standards

Name	Geographic Limits	Description	Jurisdiction	Estimated Cost	Length	Number
42nd Street	Marcola Road to Railroad Tracks	Reconstruct to 3 lane urban facility	Springfield	$2,551,000	1.03	713
31st Street	Hayden Bridge Road to U Street	Upgrade to 2 to 3-lane urban facility	Springfield	$1,300,000	0.85	765

Because the ultimate purpose of the proposed PAPA is to gain approval of a master planned development, transportation modeling of post-development trip generation is based on the street network depicted in the Preliminary Plan Illustration. In addition to calculating the maximum impact of future

development restricted only by the regulations of the proposed plan designation, the TIA employed an alternative worst-case scenario based on stipulated development restrictions. The level of development possible under the restrictions is far greater than what is proposed by the Preliminary Plan Illustration, but still results in fewer vehicle trips than the unrestricted worst-case. The TIA compared the impacts of future development under the existing plan designations, under the proposed plan designations without restrictions, and under the restricted proposed plan designations. The integrity of the post-development transportation modeling assumptions can be assured by the conditional approval of the proposed PAPA and maintained by subsequent site plan review and development constraints.

Traffic Impact:
OAR 660-012-0060(1)(c)(B): Though some facilities within the scope of the study are projected to operate below the performance standard in the plan year, none will do so as a result of the proposed PAPA. Those facilities projected to operate below the performance standard in the plan year will do so regardless of the proposal under review. Therefore, no facilities are significantly affected under this definition.

OAR 660-012-0060(1)(c)(C): Within the scope of the study, one facility that is otherwise projected to operate below the performance standard in the plan year is made worse by the proposed PAPA. Therefore, this facility is significantly affected under this definition.

- *Mohawk Blvd. @ Eugene-Springfield Hwy. eastbound ramps*

OAR 660-012-0060(3) permits local governments to approve a PAPA that significantly affects a facility without requiring that mitigations bring the facility up to the applicable performance standards. This is allowed only where the facility is currently operating below the performance standard and, despite any planned facilities as defined in Section (4) of the TPR, it is also projected to operate below the performance standard in the plan year. Taking into account the planned facilities previously discussed, the TIA demonstrates that these conditions are met for the facility listed above. OAR 660-012-0060(3) requires transportation improvements that mitigate the net impact and avoid further degradation in the development (opening) year. To address impacts at the eastbound ramps of the Mohawk Blvd. @ Eugene-Springfield Hwy. intersection the TIA proposes the following mitigation:

- *Traffic control changes allowing left-turns form the eastbound ramp center lane*

With regard to OAR 660-012-0060(1)(c)(B) and (C), the analysis has determined that measured at the end of the planning period the proposed amendment will neither reduce the performance of existing or planned transportation facilities below the minimum acceptable performance standards identified in TransPlan nor worsen the performance of transportation facilities that are otherwise projected to perform below the minimum acceptable performance standard identified in TransPlan.

Conclusion:
Pursuant to OAR 660-012-0060(1), the proposed PAPA significantly affects a transportation facility. The TIA proposes to mitigate the degradation of the facility under the conditions of OAR 660-012-0060(3). By requiring development to meet the conditions of OAR 660-012-0060(3), the City may approve the PAPA in compliance with OAR 660-012-0060. Therefore, the City of Springfield can find that the proposed PAPA is consistent with Statewide Planning Goal 12.

Staff Response:

Staff has evaluated the submitted *Marcola Meadows Zone Change Traffic Impact Analysis* (TIA) prepared by Access Engineering, dated February 20, 2007, with respect to State-wide Planning Goal 12 per OAR 660-012-0060 and the 1999 Oregon Highway Plan (OHP) as required by SDC 7.070(3)(a). Staff finds that the assumptions, methods and data used in the TIA are consistent with recognized professional traffic engineering standards and practices.

Goal 12 encourages development that avoids principal reliance on one mode of transportation. Mixed use development is intended to bring people closer to where they shop and work and create, and to support pedestrian-friendly neighborhoods where walking, bicycling and transit use are attractive transportation choices. The subject property is located in proposed TransPlan Node 7C.

The Transportation Planning Rule (TPR) (OAR 660-12-0000 – 660-12-0070), adopted in 1991, and last amended in March 2005 implements Goal 12. The intent of the Transportation Rule is to ***"...promote the development of safe, convenient and economic transportation systems that are designed to reduce reliance on the automobile..."*** The Metro Plan is Springfield's comprehensive plan acknowledged LCDC in 1982. TransPlan (the Eugene-Springfield Metro Area's adopted TSP (Transportation System Plan) is the transportation element of the Metro Plan. DLCD acknowledged the current TransPlan in 2001. The Metro Plan was also amended at that time to include the Nodal Development Area land use designation. Both documents implement Goal 12 and the Transportation Rule in the Eugene-Springfield metropolitan area.

TIA Review Discussion
As discussed in the applicant's submittal above, OAR 660-012-0060 requires a determination as to whether the proposed amendment would "significantly affect" a transportation facility.

The approach taken in the TIA compares traffic generation estimates for development of the subject site under "Current" versus "Amended" designation/zoning, assuming "reasonable worst case" development scenarios. The TIA concludes that the worst-case development scenario under the "Amended" designation/zoning would generate 50% more daily vehicle trips and 27% more PM Peak-hour trips than under the "Current" designation/zoning. The report then analyzes a development scenario that would be less intensive than the "Amended" designation/zoning worst case but substantially more intensive than the "Current" designation/zoning.

Based on analysis of the "Amended Zoning Capped" scenario, the applicant concludes that by limiting development to the level assumed in that scenario, and requiring minor mitigation in conformance with OAR 660-012-0060(3), the city can find the proposed PAPA in compliance with OAR 660-012-0060.

The three development scenarios analyzed have assumed land use and trip generation estimates as shown in the following tables.

Table 3: Gross Trips - Current Zoning

Current Zoning	Land Use (ITE Code)	Size	Unit	ADT		PM Peak Hour	
				Rate	Trips	Rate	Trips
MDR	Apartment (220)	714.0	Dwelling Units	6.22	4441	0.57	410
CC	Shopping Center (820)	130.0	1000 SF GFA	61.95	8054	5.73	744
CI	Research & Development (760)	33.6	Acres	79.61	2675	15.44	519
CI	Business Park (770)	22.4	Acres	147.91	3313	16.82	377
Total						**18,483**	**2,050**

Table 4: Gross Trips - Amended Zoning Worst Case

Amended Zoning	Land Use (ITE Code)	Size	Unit	ADT		PM Peak Hour	
				Rate	Trips	Rate	Trips
MDR	Apartment (220)	1094.0	Dwelling Units	6.15	6725	0.57	619
CC	Improvement Store (862)	171.0	1000 SF GFA	29.80	5096	2.45	419
MUC	Shopping Center (820) General Office (710)	350.0 50.0	1000 SF GFA 1000 SF GFA	43.80 15.65	15331 782	4.09 2.70	1431 135
Total						**27,935**	**2,604**

Table 4C: Gross Trips - Amended Zoning Capped

Amended Zoning	Land Use (ITE Code)	Size	Unit	ADT		PM Peak Hour	
				Rate	Trips	Rate	Trips
MDR	Single-Family Residential (210) Townhouses (230) Apartment (220)	230 100 400	Dwelling Units	9.73 6.42 6.39	2237 642 2554	0.99 0.60 0.59	227 60 238
CC	Improvement Store (862)	171.0	1000 SF GFA	29.80	5096	2.45	419
MUC	Shopping Center (820) General Office (710)	350.0 50.0	1000 SF GFA 1000 SF GFA	49.28 15.65	12320 782	4.31 2.70	1146 135
Total						**23,631**	**2,225**

The above development scenarios can be compared with the assumed land uses presented in the submitted "Preliminary Plan Illustration."

Preliminary Plan Illustration

Amended Zoning	Land Use (ITE Code)	Size	Unit
MDR	Single-Family Residential (210) Townhouses (230) Apartment (220)	**192** **123** **174**	Dwelling Units
CC	Improvement Store (862)	171.0	1000 SF GFA
MUC	Shopping Center (820) General Office (710)	**200.0** **38.7**	1000 SF GFA 1000 SF GFA

This comparison shows that the development scenario represented by the Preliminary Plan Illustration is significantly less intense in both MDR and MUC zones than the Amended Zoning Capped scenario, and would likewise achieve Goal 12 compliance.

Issues

Limiting Development

In approving a PAPA, the City must ensure that actual transportation impacts of future development on the property will not exceed the estimated impacts on which a finding of Goal 12 compliance is based. The applicant proposes to set a limit (trip cap) on the actual number of trips that may be generated by future development on the site. This approach requires a procedure to measure and monitor site trip generation as development takes place over time. A Trip Monitoring Plan (TMP) is often used for this purpose. Under this approach conditions of approval for a PAPA would be that a trip cap be imposed on the property, and that a TMP be adopted as part of Master Plan approval to establish how adherence to the trip cap limit would be maintained over time.

A disadvantage of a TMP approach is that it focuses entirely on trip generation, and places no direct limit on the type, level or schedule of site development. If and when the site trip cap is reached no more development would be permitted without amending the limit.

In the present case, it is more desirable to acknowledge that the Amended Zoning scenario would significantly affect transportation facilities, and accomplish Goal 12 compliance through a combination of the proposed mitigation and "Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes." per OAR 660-012-0060(2)(c). Limiting designations and densities to those assumed in the Amended Zoning Capped scenario, or a less intense scenario, would be sufficient to demonstrate Goal 12 compliance.

Future Traffic Analysis Requirements

A key feature of the trip generation estimating procedure for various scenarios in the TIA is accounting for "internal trips." These are trips made between different land uses within a development site, as opposed to trips that have off-site origins or destinations. Obviously, all the on-site uses involved in this exchange of internal trips must exist for this concept to have meaning. Because the Goal 12 test is applied at point 15 or more years into the future, assuming full build out of the site presents no issue. However, in a phased development there is a question about how to address "internal trips" during intermediate years.

Except for the 19 acres proposed to be designated and zoned Community Commercial, the remaining 80 plus acres will be established as a node. The Preliminary Plan Illustration, which will be incorporated into a Master Plan for the entire site, shows a number of pedestrian/bike connections from the proposed residential portion in the north to the commercial portion in the south. One way to address the "internal trip" issue is to condition the Master Plan phasing to require a certain percentage of the residential portion of the site to be developed with a similar percentage of the commercial.

Finally, there are additional transportation related issues that will be specifically addressed in the required Master Plan, but will be conditioned as part of these applications because approval of the Master Plan requires consistency between the Metro Plan designation and the zoning. The applicant has stated that construction of the home improvement center will be Phase 1 of the proposed Marcola Meadows development. Therefore, in addition to the resolution of the internal trip issue and the trip cap discussed above, staff will require the following conditions of approval as part of the Master Plan Phase 1 development: Construction of the entire collector street from Marcola Road to V Street; and Construction of the internal streets in the MUC and CC portions of the site.

Staff Finding:

As conditioned, these applications comply with Goal 12 because the applicant's traffic impacts analysis demonstrates that the proposed PAPA would significantly affect a transportation facility, and as conditioned, degradation of the affected facility would be mitigated per OAR 660-012-0060(3).

Condition of Approval #9

Submittal of preliminary design plans with the Master Plan application addressing the proposed mitigation of impacts discussed in the TIA. The plans shall show the proposed traffic control changes allowing left-turns from the eastbound ramp center lane at the eastbound ramps of the Mohawk Boulevard/Eugene-Springfield Highway intersection. The intent of this condition is to have the applicant demonstrate to ODOT that the proposed mitigation is feasible from an engineering perspective and will be constructed on a schedule that is acceptable to ODOT. Provided that construction of the proposed mitigation is determined to be feasible, then during Master Plan review and approval a condition shall be applied requiring the mitigation to be accomplished prior to the temporary occupancy of any uses in Phase 1 of the development.

Condition of Approval #10

Submittal of a Master Plan application that incorporates a "Development Phasing Plan". The intent of this plan is to address the "internal trip" issue by requiring a certain percentage of the residential portion of the site to be developed with a similar percentage of the commercial. The specific percentages will be made part of the approved Master Plan. The intent of this condition is to also ensure that the proposed land uses in Table 4C do not exceed the individual caps for these uses.

Condition of Approval #11

Submittal of a Master Plan application that shows the entire length of the collector street from Marcola Road to V Street being constructed as part of Phase 1.

Condition of Approval #12

Submittal of a Master Plan application that shows the construction of all streets serving the CC and MUC portions of the subject site being constructed as part of Phase 1.

Condition of Approval #13

Submittal of a Master Plan application that shows proposed connectivity between the residential and commercial development areas.

Staff Finding:

As conditioned, these applications comply with Goal 12 because the applicant's traffic impacts analysis demonstrates that the proposed PAPA would significantly affect a transportation facility, and as conditioned, degradation of the affected facility would be mitigated per OAR 660-012-0060(3).

GOAL 13: ENERGY CONSERVATION

"To conserve energy." land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles."

Applicant's Submittal:

"Response:
The purpose of this Metro Plan Diagram Amendment (PAPA) application is to re-designate land on the subject site to: 1) expand the amount of land designated for Medium Density Residential; 2) re-designate the land currently designated for Campus Industrial to Light Medium Industrial and Mixed-Use Commercial; 3) and re-designated the Community Commercial land on the subject site to Mixed-Use Commercial.

The Metro Plan is an acknowledged plan by the Oregon Department of Land Conservation and Development. Therefore, the Metro Plan is currently consistent with the provisions of State-wide Planning Goal 13. The City of Springfield adopted the Metro Plan (Ordinance No. 6087) on May 17, 2004. This application does not amend any component of the Metro Plan that is related to Goal 13 as adopted by Springfield City council on May 17, 2004. Therefore, this PAPA application is consistent with the Metro Plan and State-wide Planning Goal 13."

Staff's Response:

Staff concurs with the applicant's submittal. The Energy Goal is a general planning goal and provides little guidance for site specific comprehensive plan diagram changes. The area in which the subject site is located is identified in the TransPlan as having potential for nodal development (see the Goal 12 discussion). Development of the subject site with commercial uses has the potential to reduce automobile trips both in duration and frequency by providing commercial services in close proximity to the proposed residential areas in the north of the subject site, other existing nearby residential development and existing and future industrial development to the east. By reducing the frequency, number and duration of automobile trips the proposal will conserve energy. Nodal development of the type proposed here will also conserve energy by promoting infill development and intensification of land use within the UGB. Locating commercial uses in nodal areas rather than in a typical linear fashion will also help conserve energy. Finally, the development of the subject site will be subject to building codes intended to maximize energy efficiency.

Staff Finding:

These applications comply with Goal 13 because implementation of Nodal Development Area 7C will help conserve energy.

Goal 14: URBANIZATION

"To provide for an orderly and efficient transition from rural to urban land use."

Applicant's Submittal:

"Response:
All of the parcels affected by this application are currently within the Urban Growth Boundary and were annexed into the City of Springfield. The annexation was made in compliance with an acknowledged comprehensive plan and implementing ordinances, and established the availability of urban facilities and services. Therefore the amendment is consistent with State-wide Planning Goal 14.

Staff's Response:

Staff concurs with the applicant's submittal. Goal 14 requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs. There are three studies that address this issue:

1. The Eugene-Springfield Metropolitan Residential Lands and Housing Study, Policy Recommendations Report (1999);

2. The Springfield Commercial Lands Study (February 2000) indicated that there is a general shortage of commercial land for future development; and

3. The Metropolitan Industrial Lands Inventory Report (1992).

Goal 14 also encourages compact forms of development within Urban Growth Boundaries.

These applications apply to land within the city limits and within the City's Urban Growth Boundary. Future development approval will increase and intensify land use within the city limits. This alleviates pressure to urbanize rural lands. The subject site is also fully served by urban services and will capitalize on public expenditures made for this purpose. The proposed amendments address the studies listed above in responses to Goals 9 and 10 and the availability of public facilities and services in Goal 11.

Staff Finding:

These applications comply with Goal 14 because the City has adopted residential, commercial and industrial land inventories and the subject site is located within Springfield's Urban Growth Boundary.

GOAL 15: WILLAMETTE RIVER GREENWAY OAR 660-015-0005

"To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway."

Applicant's Submittal:

Response:
"The subject site is not within the Willamette River Greenway. Therefore, this goal is not relevant and the amendment will not affect compliance with Goal 15.."

Staff's Response:

Staff concurs with the applicant's response.

Staff's Finding:

Goal 15 is not applicable to these applications because the subject site is not located on or near the Willamette River.

Goals 16 through 19 – Estuarine Resources, Coastal Shorelands, Beaches and Dunes, and Ocean Resources.

Applicant's Submittal:

"Response:
There are no coastal, ocean, estuarine, or beach and dune resources related to the property or involved in the amendment. Therefore, these goals are not relevant and the amendment will not affect compliance with Goals 16 through 19."

Staff's Response:

Staff concurs with the applicant's response.

Staff's Finding:

Goals 16 – 19 do not apply in Springfield because they pertain to coastal areas.

Staff's Response and Finding:

As conditioned, these applications comply with the applicable State-wide Planning Goals as discussed above.

SDC Section 7.070(3) *"(b) Adoption of the amendment must not make the Metro Plan internally inconsistent."*

Applicant's Submittal:

"Growth Management
Metro Plan, Policy 1. ' The UGB and sequential development shall continue to be implemented as an essential means to achieve compact urban growth. The provision of all urban services shall be concentrated inside the UGB.'

Response:
The two parcels affected by this application are currently within the Springfield portion of the Metropolitan Urban Growth Boundary and have been incorporated into the City of Springfield. The annexation was made in compliance with an acknowledged comprehensive plan and implementing ordinances, and established the availability of urban facilities and services.

As such, the subject site is providing for compact urban growth and has the essential services available for development. As defined in the glossary of the Metro Plan, compact urban growth is defined as:

'The filling in of vacant and underutilized lands in the UGB, as well as redevelopment inside the UGB'.

The PAPA will allow compact urban growth to occur on lands that are currently within the UGB and underutilized for an urban area. The development of the site will provide needed commercial employment opportunities and also provide medium density residential development.

Metro Plan, Policy 24. 'To accomplish the Fundamental Principle of compact urban growth addressed in the text and on the Metro Plan Diagram, overall metropolitan-wide density of new residential construction, but necessarily each project, shall average approximately six dwelling units per gross acre over the planning period.'

Response:
The proposed development seeks to achieve a density for all residentially designated and zoned land of approximately twelve dwelling units per net acre. The future development of the site, therefore, will help the region achieve its goal of compact urban development.

Metro Plan, Objective 8. ' Encourage development of suitable vacant, underdeveloped, and redevelopable land where services are available, thus capitalizing on public expenditures already made for these services.'

Response:
The subject site is currently underdeveloped with access to readily available public facilities and services. Approval of this proposal will capitalize on the public services and expenditures already made and planned for in the immediate area. In short, the underdeveloped subject site is suitable for residential and commercial uses (specifically the proposed mixed residential and commercial area) and has access to public facilities and services.

Metro Plan Specific Elements
A. Residential Land Use and Housing Element

Response:

With the adoption of the Eugene-Springfield Metropolitan Area General Plan 2004 Update (effective February 2006) the subject site's residentially designated land was removed from the inventory of land designated for low-density residential uses and was designated for medium-density residential uses. (An application concurrent with this application proposes to "fix" the boundary of the residentially designated

land.) Therefore, the current MDR, Medium Density Residential zone is in compliance with the current Metro Plan designation.

Metro Plan, Policy A.8. 'Require development to pay the cost, as determined by the local jurisdiction, of extending public services and infrastructure. The cities shall examine ways to provide subsidies or incentives for providing infrastructure that support affordable housing and/or higher density housing.'

The applicant shall conform with City of Springfield requirements for paying the fair cost of extending public services and infrastructure. A variety of housing types are proposed as part of the Preliminary Plan Illustration including small lot single-family detached, townhomes, apartments, senior cottages and a congregate care facility.

Metro Plan, Policy A.10. ' Promote higher residential density inside the UGB that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserves rural resource lands outside the UGB.'

Metro Plan, Policy A.11. ' Generally locate higher density residential development near employment or commercial service, in proximity to major transportation systems or within transportation-efficient nodes.'

Metro Plan, Policy A.12. ''Coordinate higher density residential development with the provision of adequate infrastructure and services, open space, and other urban amenities.

Metro Plan, Policy A.13. 'Increase overall residential density in the metropolitan area by creating more opportunities for effectively designed in-fill, redevelopment, and mixed use while considering impacts of increased residential density on historic, existing and future neighborhoods.'

*The proposed Preliminary Plan Illustration development will promote higher density development by increasing the total supply of medium density designated and zoned land within the metropolitan area. The applicant is proposing to develop the residential portion of the site under the Springfield standards for nodal development, with a minimum net density of 12 units per acre. In addition, the portion that is proposed as single-family development is proposed under the standards for cluster development with notably smaller lot sizes and common open space provided. The mix of single-family small lot development and multi-family development is located near '**Potential Nodal Development Area 7C**' (TransPlan) and the applicant is proposing to develop a mix of commercial uses that shall include employment and commercial opportunities for future residents of the proposed development and existing residents of the metropolitan area. The proposed development is located at the intersection of North 28th Street and Marcola Road approximately one-quarter mile east of the Marcola Road/North 19th Street intersection with Highway 126; as such this proposed development is in close proximity to major transportation routes and is designed to be a walkable community that promotes a combination of higher densities and employment and commercial opportunities.*

The proposed Preliminary Plan Illustration development effectively integrates the higher density development with the existing neighborhoods in several ways. Most importantly the lowest density development, single-family detached lots, is located adjacent to the residential neighborhoods to the west and north. The higher density housing (apartments, cottages and congregate care) is located along the east side of the subject site, and internally north of the proposed commercial and industrial properties. The proposed development will minimize the disturbance to existing development while achieving the city's and regions need for higher density, mixed-use development.

Metro Plan, Policy A.17. 'Provide opportunities for a full range of choice in housing type, density, size, cost, and location.'

The applicant's proposed Preliminary Plan Illustration includes a variety of housing types including small-lot single-family development, townhomes, apartments, senior cottages and congregate care. The density of development is proposed within the desired ranges for medium density residential and includes more than 20% of common open space for use by the residents of the development. The location of the housing is central to the proposed nodal development area 7C (TransPlan) and shall provide a variety of employment and commercial opportunities for the existing residents of the area and future residents of the development.

Metro Plan, Policy A.20. 'Encourage home ownership of all housing types, particularly for low-income households.'

The applicant's proposed development will include a variety of home ownership options on small single-family lots and townhome lots. The size of the lots and the options for home ownership will increase the supply of affordable ownership housing in the region.

Metro Plan, Policy A.22. 'Expand opportunities for a mix of uses in newly developing areas and existing neighborhoods through local zoning and development regulations.'

The proposed Preliminary Plan Illustration increases the mix of uses by providing residential, commercial (main street, neighborhood retail, professional office) and industrial opportunities, while also infilling in an area of more typical suburban development. The increased commercial and employment opportunities will benefit the existing residents and future residents of the development site.

B. Economic Element
Response:
A detailed analysis of Economic Element policies is contained in the applicant's response State-wide Planning Goal 9 – "Economic Development." Those responses are hereby incorporated by reference.

F. Transportation Element
Response:
The project area is currently served by Marcola Road, 28th, and 31st streets. Marcola Road, the southern border of the subject site, is fully improved and is designated as a Minor Arterial. 28th and 31st streets border the eastern boundary of the subject site. The City of Springfield's Conceptual Road Network Map identifies 28th and 31st streets as the "31st Street Connector." The 28th street portion of the 31st Street Connector is fully improved and classified as a Collector street. Thirty-First Street is not fully improved and is classified as a Collector street. Currently, 31st street is a two-lane asphalt paved road that does not have gutters, curbs, or sidewalks. There is a City of Springfield 10' utility and sidewalk easement on the west side of 31st street to facilitate road improvements in the future.

Additional information in this statement's response to State-wide Planning Goal 12 – "Transportation" is hereby referenced and incorporated.

Metro Plan, Policy F.1: 'Apply the nodal development strategy in areas selected by each jurisdiction that have identified potential for this type of transportation-efficient land use pattern.'

Response:
The subject site is identified in TransPlan as "Potential Nodal Development Area" 7C. The applicant seeks to develop the majority of the site under the nodal standards as detailed in the Springfield Development Code. The applicant's proposed development will include residential, industrial and commercial development creating a mix of uses that complements the nodal standards.

Metro Plan, Policy F.13. 'Support transportation strategies that enhance neighborhood livability.'

Metro Plan, Policy F.14: Address the mobility and safety needs of motorists, transit users, bicyclists, pedestrians, and the needs of emergency vehicles when planning and constructing roadway system improvements.

Metro Plan, Policy F.26: Provide for a pedestrian environment that is well integrated with adjacent land uses and is designed to enhance the safety, comfort, and convenience of walking.

Response:
The proposed development shall be served by the existing streets (Marcola Road, North 28th Street, North 31st Street) and future streets including a collector and local streets. It will be easy to get around, and to do so on foot. All streets will have wide sidewalks, any of them setback from vehicle traffic. The entire community will be connected with all-weather multi-use off street pathways. It will be convenient, and safe, to wall from one Village to the next.

Metro Plan, Policy F.36. 'Require that new development pay for its capacity impact on the transportation system.

Response:
Based on the Traffic Impact Analysis, the PAPA will not have a capacity impact upon the transportation system. Please see Attachment 1, TIA for more information.

A detailed analysis of the PAPA's consistency with the State Transportation Planning Rule, OAR Division 12, 660-012-0000 et. seq., (TPR) is contained in the applicant's response State-wide Planning Goal 12 – "Transportation." Those responses are hereby incorporated by reference. With regard to the Transportation Element of the Metro Plan, the City can find that the proposed PAPA will not make the Metro Plan internally inconsistent.

G. Public Facilities and Services Element
Metro Plan, Policy G.1. ' Extend the minimum level and full range of key urban facilities and services in an orderly and efficient manner consistent with the growth management policies in Chapter II-B, relevant policies in this chapter, and other Metro Plan policies.'

Response:
The two parcels affected by this application are currently within the Urban Growth Boundary and were annexed into the City of Springfield. The annexation was made in compliance with an acknowledged comprehensive plan and implementing ordinances, and established the availability of urban facilities and services. A detailed analysis of the availability of those services is contained in the applicant's response State-wide Planning Goal 11 – "Public Facilities and Services." Those responses are hereby incorporated by reference.

Metro Plan, Policy G.5. 'Consider wellhead protection areas and surface water supplies when planning stormwater facilities.'

Response:
A stormwater management plan shall be created during the master plan process. Special emphasis will be placed upon the wellhead protection area and surface water supplies when planning stormwater facilities. See Exhibits 8 and 9 for more information.

H. Parks and Recreation Element
Response:
The changes proposed by this application will have no impact on any recreation area, facility or opportunity that has been inventoried and designated by the Metro Plan or any relevant facility plan regarding the City's recreational needs. The recreational needs of the community are adequately met by the existing and planned facilities enumerated in the Willamalane 20-year Park and Recreation Comprehensive Plan, 2004 and other associated documents. A detailed analysis of the subject site in relation to the various parks and recreation system studies, inventories, refinement plans, and facilities plans is contained in the applicant's response State-wide Planning Goal 8 – 'Recreation.' Those responses are hereby incorporated by reference. With regard to the Parks and Recreation Element of the Metro Plan, the City can find that the proposed PAPA will not make the Metro Plan internally inconsistent.

I. Historic Preservation Element

Response:
The changes proposed by this application will have no impact on any historic resource that has been inventoried and designated by the Metro Plan or any relevant facility plan or inventory regarding the City's historic resources. With regard to the Historic Preservation Element of the Metro Plan, the City can find that the proposed PAPA will not make the Metro Plan internally inconsistent.

J. Energy Element
Metro Plan, Goal 1: Maximize the conservation and efficient utilization of all types of energy.

Response:
The proposed PAPA and subsequent development of the site will encourage conservation and efficient utilization of energy by a concentration of employment, services and residences on the site, and enabling transit services to the site.

Metro Plan, Policy J.3. ' Land allocation and development patterns shall permit the highest possible current and future utilization of solar energy for space heating and cooling, in balance with the requirements of other planning policies; and'

Response:
The applicant shall design future development according the standards of the Springfield Development Code includes all standards relevant to solar orientation.

Metro Plan, Policy J.8. 'Commercial, residential, and recreational land uses shall be integrated to the greatest extent possible, balanced with all planning policies to reduce travel distances, optimize reuse of waste heat, and optimize potential on-site energy generation.'

Response:
The requested approval of the PAPA proposed herein, if approved, will enable the subsequent zone changes and development of a master planned mixed use development that shall provide employment, services and residential opportunities (see Preliminary Plan Illustration...). The proposed development envisions a series of eight (8) villages that include main street retail, neighborhood retail, general retail and residential uses (single-family detached, townhomes, apartments, senior cottages and congregate care.) Workers and residents will have the option to obtain dining, shopping, and other commercial amenities less than a mile from the subject site consistent with Policy J.8's mandate to balance all planning policies to reduce travel distance. Existing residential neighborhoods are adjacent to the subject site. The presence of schools and the Willamalane Park to the north provides proximity to recreational land uses.

Because the amendments facilitate development of an integrated master planned mixed-use development with a mix of commercial, residential and adjacent industrial zoning near recreational land uses (all within reasonable walking distance, which allows mixing of uses and reduces travel distances) it is consistent with this policy (see Preliminary Plan Illustration... for more information).

K. Citizen Involvement Element
Metro Plan, Goal. ' Continue to develop, maintain, and refine programs and procedures that maximize the opportunity for meaningful, ongoing citizen involvement in the community's planning and planning implementation processes consistent with mandatory statewide planning standards.'

Response: As noted in applicant's findings regarding State-wide Planning Goal 1, Citizen Involvement, the City's acknowledged program for citizen involvement provides citizens the opportunity to review and make recommendations in written and oral testimony on the proposed PAPA, consistent with Goal 1. The action proposed is consistent with and does not amend the citizen involvement element of the Metro Plan.

Aspects of the Metro Plan that have not been discussed within this application will be dealt with during future development proposals including site review and conditional use permit."

Staff's Response:

Staff concurs with the applicant's submittal concerning applicable Metro Plan policies. There are two discussion topics in this response: 1) The citing of additional Metro Plan text; and 2) Whether the PAPA makes the Metro Plan internally inconsistent. The "internally inconsistent" discussion was raised in the applicant's response to Goal 9, above, but is more appropriately discussed under this criterion.

1. Additional Metro Plan Text:

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

These applications address "Marcola Meadows", west of 28th/31st Streets. The TransPlan Potential Nodal Development Areas Map shows proposed Node 7C includes areas east of 28th/31st Streets. The southern portion of this area is zoned and designated Light-Medium Industrial. This area is almost fully developed. The northern portion of this area is zoned and designated Low Density Residential. This area is fully developed. The point is that the "greater area" of Proposed Nodal Development Area 7C will comply with Policy B.23 by providing "for limited mixing of commercial and industrial uses while preserving the area for industrial uses".

The definition of nodal development area is provided in the Metro Plan:

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

Fundamental characteristics of nodal development require:

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

Approval of applications will allow the area to realize the nodal development potential identified in TransPlan (7C) consistent with the definition of Nodal development cited above. Transportation issues are more fully addressed under the Goal 12 discussion. The applicant has also submitted a Preliminary Plan Illustration, an example of what the required Master Plan application, which is a condition of approval of these applications, may look like.

The Transportation Element of the Metro Plan supports the applicant's proposal. The compact development configuration proposed by the applicant will reduce dependence on the automobile, shorten trip lengths, reduce trip frequency, shorten trip duration, and lower systems costs. The proposal will limit air pollution and urban sprawl. The proposed applications are consistent with the Growth Management Principles of the Plan that encourage compact growth and carries out the intent of the Transportation Element.

2. Whether the PAPA makes the Metro Plan Internally Inconsistent.

The purpose of the Metro Plan's economic element is to implement State-wide Planning Goal 9: ***"...to diversify and improve the economy of the state. In order to grow the region's economy it is essential that the supply of land in each zoning designation include not only sites sufficient in size to accommodate the needs of the commercial or industrial operations (including expansion), but also includes sites which are attractive from the standpoint of esthetics, transportation costs, labor costs, . . . proximity to markets, and anticipated growth of local markets...."***

The applicant has addressed the following Economic Element Policies in the response to Goal 9, above:

"B.6 Increase the amount of undeveloped land zoned for light industrial and commercial uses correlating the effective supply in terms of suitability and availability with the projections of demand."

"B.12 Discourage future Metropolitan Area General Plan Amendments that would change development-ready industrial lands (sites defined as short-term in the Metropolitan Industrial Lands Special Study, 1991) to non-industrial designations."

In the response to Goal 9, the applicant has demonstrated that the SCLS shows a shortage of commercial land and the MILIR shows a surplus of industrial land in Springfield.

Under Policy B.6, the supply of commercial land does not correlate with demand. A real life example is the actual "commercial" demand in the Gateway CI District as shown on the applicant's Table 7 (see Goal 9). This Table lists all of the existing businesses in that district. In a district that requires 60 percent of the acreage to be dedicated to light industrial uses, there is currently only one such use, Shorewood Packaging, which was constructed in 1997. Since that time no light industrial use has gone into the Gateway CI District. There has been no CI development applications ever submitted for the subject site. Redesignation and rezoning were identified as methods to increase the supply of commercial land in the SCLS. Any rezoning essentially reduces other land use inventories, especially the CI District. Approval of these applications will exchange an industrial development ready site for a predominantly commercial development ready site. In light of any more up-to-date commercial/industrial land studies, one must use the existing studies which were adopted with 20 year horizons in order to comply with the Metro Plan and ultimately Goal 9 (see the CIBL discussion under Goal 9). These applications will add a total of 34 acres of Community Commercial and Mixed Use Commercial to the commercial land inventory and facilitate the provision of commercial services to residents of the area and employees of current and future industrial development east of $28^{th}/31^{st}$ Streets that comprise Proposed Nodal Development Area 7C.

Under Policy B.12, staff contends the "discourage" language does not contain an outright prohibition on changing development ready industrial sites to non-industrial (commercial and residential) designations. It is important to keep in mind that when making decisions based on the Metro Plan, not all of the goals and policies can be met to the same degree in every instance; some of the goals, objectives and policies conflict. Therefore, use of the Policy B.6 suggests correlating the supply of land zoned for Industrial and commercial uses with demand. Given the surplus of industrially zoned land and the deficit of commercial land there is not a correlation between existing supply and demand for the two categories. The "correlation policy" conflicts with Policy B.12 which discourages rezoning development ready industrial parcels to other designations. Given the deficit of commercial lands in the City, staff contends the policy of correlating existing supply with demand is more important than the policy of not converting development ready light medium industrial sites to other uses.

The requirement of this criterion that adoption of these proposed applications not make the Metro plan internally inconsistent does not mean that every goal, objective, finding and policy of the Metro Plan must support these applications. Because of recognized conflicts in the Metro Plan, the proper inquiry is whether on balance the most relevant of the Plan policies support the Metro Plan Diagram Amendment. The applicant submitted findings the various Metro Plan policies cited above and in response to Goal 9

which are beneficial to the Planning Commission and City Council in weighing the relevant portions of the Metro Plan as they perform the required balancing.

The Planning Commission and the City Council should determine if the applicant and staff demonstrate that in order to comply with Statewide Planning Goal 9, Metro Plan policies and adopted land inventories that Campus Industrial land should be converted to commercial and residential and that conditions that applied during the Home Depot review process in 2001 have changed. Staff contends these issues have been addressed in this staff report and recommends approval of these applications, with conditions. In making their decisions, the Planning Commission and the City Council should consider the impact of piece-meal conversions on the future availability of developable industrial land, regardless of current trends. Given this situation and the requirement that the City maintain an adequate supply of commercial land as well as industrial land, the Planning Commission and City Council must make a choice. The basis of this choice is - will approval of these applications be in the best interests of Springfield's citizens

Staff's Finding:

The text of the Metro Plan, specifically the policies, supports this criterion in much the same way that these applications were found to be consistent with the applicable State-wide Planning Goals (especially Goals 9 and 12). The Metro Plan policies cannot exist without acknowledgement and acknowledgment cannot exist without findings of Goal consistency.

X. SPRINGFIELD ZONING MAP AMENDMENT CRITERA AND FINDINGS

SDC Article 12 describes the criteria to be used in approving a Springfield Zoning Map amendment. SDC Section 12.030(3) lists: ***"Zoning Map amendment criteria of approval: (a) Consistency with applicable Metro Plan policies and the Metro Plan diagram; (b) Consistency with applicable Refinement Plans, Plan District maps, Conceptual Development Plans and functional plans; and (c) The property is presently provided with adequate public facilities, services and transportation networks to support the use, or these facilities, services and transportation networks are planned to be provided concurrently with the development of the property. (d) Legislative Zoning Map amendments that involve a Metro Plan Diagram amendment shall: 1. Meet the approval criteria specified in Article 7 of this Code; and 2. Comply with Oregon Administrative Rule (OAR) 660-012-0060, where applicable"***

SDC Section 12.030(3)(a)" Consistency with applicable Metro Plan policies and the Metro Plan diagram;"

Applicant's Submittal:

"Response:
The adopted Metro Plan 'Land Use Diagram' (2004 update) shows three land use designations on the subject site: Campus Industrial, Commercial and Medium Density Residential [see Attachment 2]. *A Metro Plan diagram amendment changing the land use designations is under concurrent review with this zoning map amendment application. If the concurrent amendment to the Metro Plan diagram changing the allocation of land use designations for the property is approved, the proposed Zoning Map Amendment will be consistent with and implement the Metro Plan 'Land Use Diagram."*

Note: The applicant cited the same Metro Plan policies in the response to this criterion that were used in addressing SDC 7.070(3)(b). Therefore, those citations are not listed again in the applicant's response to this criterion.

Staff's Response and Finding:

The applicant has cited "consistency with Metro Plan policies and the Metro Plan diagram" in the response to SDC Section 7.070(3)(b), above. Staff found that the applicant complied with that criterion and therefore, complies with criterion 12.030(3)(a).

SDC Section 12.030(3)(b) ***"Consistency with applicable Refinement Plans, Plan District maps, Conceptual Development Plans and functional plans; and"***

Applicant's Submittal:

"Response:
A Conceptual Development Plan (CDP), previously created for the 56 acres of existing Campus Industrial (CI) zoning on the subject site per SDC 21.020, was approved by the City of Springfield in 1999 (file number 98-02-47). SDC 21.020 states that: ***'A Master Plan shall comply with any applicable approved Conceptual Development Plan or upon approval of a Master Plan or Site Plan for the entire CI District, the Master Plan or Site Plan may supplant and take precedence over an approved Conceptual Development Plan.'*** *This proposed zone change, if approved, shall remove the CI zoning from the subject site and a forthcoming Master Plan application* [see Attachment - Preliminary Plan Illustration] *for the entire subject site (including all land within the previously adopted CDP) consistent with these amendments shall be submitted to the City; as such, the previously approved CDP will be supplanted by the forthcoming Master Plan per SDC 37.010 et seq.. As such a finding of consistency with the conditions of the previously adopted CDP (98-02-47) is not applicable to this proposal."*

Staff's Response:

The subject site is not within an adopted refinement plan or plan district. The applicant cites the 1999 Conceptual Development Plan for the CI portion of the property. Staff concurs with the applicant's submittal concerning that plan. There are no other plans specific to this property.

Staff's Finding:

These applications comply with SDC Section 12.030(3)(b) because there are no applicable refinement plans or plan districts that currently apply, and upon approval of these applications, the current Conceptual Development Plan will no longer apply. However, there will be a Master Plan that applies to the entire subject site that is a condition of these applications.

Section 12.030(3)(c) ***"The property is presently provided with adequate public facilities, services and transportation networks to support the use, or these facilities, services and transportation networks are planned to be provided concurrently with the development of the property."***

Applicant's Submittal:

"Response:
The discussion of compliance with Statewide Planning Goal 11 – 'Public Facilities and Services,' and Goal 12 – 'Transportation' in the findings regarding the Statewide Planning Goals [see the applicant's response to SDC 7.070(3)(a) that] *are incorporated herein by reference. With the findings established and referenced herein, the proposal complies with this criterion.*

Staff's Response:

Staff concurs with the applicant's statement. Criterion (c) is also addressed in staff's response to Goals 11 and 12, under criterion 7.070(3)(a).

Staff's Finding:

The applicant has shown that the subject site can be served by urban services in the response to SDC Section 7.070(3)(a), above. Staff found that the applicant complied with that criterion and therefore, complies with criterion 12.030(3)(c).

Section 12.030(3)(d) ***"Legislative Zoning Map amendments that involve a Metro Plan Diagram amendment shall: 1. Meet the approval criteria specified in Article 7 of this Code; and 2. Comply with Oregon Administrative Rule (OAR) 660-012-0060, where applicable."***

Staff's Response and Finding:

These applications comply with SDC Section 12.030(3)(d) because this criterion is addressed in staff's response to SDC Section 7.070(3) used in approving a Type II Metro Plan amendment; and the response to State-wide Planning Goal 12 in SDC Section 7.030(3)(a) in particular.

XI. CONCLUSION, RECOMMENDATION OF STAFF AND RECAP OF CONDITIONS

The Metro Plan's economic element begins with a background discussion of the **"...a) a decline in the lumber and wood products industry as a source of employment; (b) limited increase in employment in other manufacturing activities; (c) diversification of the non-manufacturing segments of the local economy, primarily in trade, services, finance, insurance, and real estate; and (d) the development of this metropolitan area as a regional trade and service center serving southern and eastern Oregon."**

The Special Light Industrial/Campus Industrial designation was adopted to assist in the diversification of the metro area's economy in the transition after the wood products industry decline. Staff's discussion in Goal 9 details the history of this designation and zoning district. However, change has rapidly occurred in the "high-tech" industry, so that the SONY site where music CDs were produced for about 5 years has closed due to "new technologies" and has been replaced with a medical research facility. The "Pierce" property has been "shovel ready" for over 30 years and has not been developed. Has the demand for the light industrial manufacturing uses originally intended for the CI district disappeared? The applicant's Table 7 shows that there is only one manufacturing facility in the Gateway CI, Springfield's other CI District. If these applications are approved, there will still be over 100 acres of CI zoned and designated vacant land in the Gateway CI District.

Approval of these applications will implement TransPlan Nodal Development area 7C, resulting in a master planned commercial/residential mixed use development for the entire site.

In the Executive Summary, staff stated there were two primary Goals 9 and 10 that needed to be addressed. Staff contends that, as conditioned, these applications addressed both Goals and all other applicable criteria of approval.

However, in making their decisions, the Planning Commission and the City Council should consider: 1) Lacking an updated commercial and industrial land study, will the City be better served by converting Campus Industrial land to Commercial and Multi-family Residential; and 2) Will Springfield's citizens, especially the neighbors, be assured that a "quality" development will be constructed over time.

Re-cap of Conditions of Approval:

Condition of Approval #1

The submittal and approval of a Master Plan application prior to any development on the subject site.

Note: The applicant has stated the intent to submit a Master Plan application. Rather than require a separate Memorandum of Understanding or similar document at this time, staff is highlighting potential issues as part of these applications that must be addressed during the Master Plan approval process. The Metro Plan diagram and Zoning Map amendment applications are concurrent. SDC Section 12.040 gives the City authority to add conditions ***"...as may be reasonably necessary in order to allow the Zoning Map amendment to be granted."*** The Master Plan application process will require a public hearing and approval by the Planning Commission. This note applies to all of the additional conditions of approval that relate to the required Master Plan application.

Condition of Approval #2

Submittal of documentation from the Department of State Lands and/or the Army Corps of Engineers with the Master Plan application demonstrating the existing drainage ditch is not a regulated watercourse/ wetland, and if necessary, submittal of a wetland delineation for other wetlands that may be on the subject site.

Condition of Approval #3:

Submittal of a Master Plan application that incorporates the relocation of the existing drainage ditch and conversion to a major water feature that will be an integral part of the proposed development area. The construction of the entire water feature must be completed as part of the Phase 1 development.*

* The applicant has stated that Phase 1 will include the home improvement center. This means that this and all other conditions referencing "Phase 1" must be incorporated into proposed Master Plan Phase 1 development.

Condition of Approval #4

Submittal of a Master Plan application that addresses compliance with the Drinking Water Overlay District standards in SDC Article 17 and how these regulations will be applied for each proposed phase.

Condition of Approval #5:

Submittal of a Master Plan application that addresses the relationship of the proposed development to Willamalane's future park on the north side of the EWEB Bike Path and an explanation of any coordination efforts with Willamalane concerning the timing and development of the future park

Condition of Approval #6

Submittal of a Master Plan application that addresses coordination with EWEB to determine if any easements are required in order to cross the EWEB Bike Path to access the future park.

Condition of Approval #7

Submittal of a Master Plan application that shows the proposed home improvement center building design similar to the existing building in Scottsdale, Arizona or a building design that complies with the current building design standards in SDC Article 21.

Condition of Approval #8

Submittal of a Master Plan application that demonstrates that residential development will occur at 12 dwelling units per net acre.

Condition of Approval #9

Submittal of preliminary design plans with the Master Plan application addressing the proposed mitigation of impacts discussed in the TIA. The plans shall show the proposed traffic control changes allowing left-turns from the eastbound ramp center lane at the eastbound ramps of the Mohawk Boulevard/Eugene-Springfield Highway intersection. The intent of this condition is to have the applicant demonstrate to ODOT that the proposed mitigation is feasible from an engineering perspective and will be constructed on a schedule that is acceptable to ODOT. Provided that construction of the proposed mitigation is determined to be feasible, then during Master Plan review and approval a condition shall be applied requiring the mitigation to be accomplished prior to the temporary occupancy of any uses in Phase 1 of the development.

Condition of Approval #10

Submittal of a Master Plan application that incorporates a "Development Phasing Plan". The intent of this plan is to address the "internal trip" issue by requiring a certain percentage of the residential portion of the site to be developed with a similar percentage of the commercial. The specific percentages will be made part of the approved Master Plan. The intent of this condition is to also ensure that the proposed land uses in Table 4C do not exceed the individual caps for these uses.

Condition of Approval #11

Submittal of a Master Plan application that shows the entire length of the collector street from Marcola Road to V Street being constructed as part of Phase 1.

Condition of Approval #12

Submittal of a Master Plan application that shows the construction of all streets serving the CC and MUC portions of the subject site being constructed as part of Phase 1.

Condition of Approval #13

Submittal of a Master Plan application that shows proposed connectivity between the residential and commercial development areas.

Conclusion and Recommendation:

As conditioned, staff has demonstrated that the proposed applications comply with the applicable criteria of approval listed in SDC Sections 7.030 and 12.030.

Staff recommends the Planning Commission: Approve the attached Order and forward the proposed applications, as may be amended, to the City Council with a recommendation for adoption.

BEFORE THE PLANNING COMMISSION
OF THE CITY OF SPRINGFIELD, OREGON

ORDER AND RECOMMENDATION FOR]
A METRO PLAN DIAGRAM AMENDMENT] CASE NUMBER LRP 2006-00027
AND A SPRINGFIELD ZONING MAP AMENDMENT] CASE NUMBER ZON 2006-00054

NATURE OF THE APPLICATIONS

This is a consolidated application for the above referenced case numbers. The applicant is proposing to amend the Metro Plan diagram from Campus Industrial (CI) to Commercial/Nodal Development Area (NDA), Community Commercial (CC) and Medium Density Residential (MDR)/NDA; and to amend the Springfield Zoning Map from CI to CC, Mixed Use Commercial (MUC) and MDR. The applicant intends to obtain the proper Metro Plan designations and zoning to allow the submittal and approval of the appropriate applications (including, but not limited to: Master Plan, Subdivision and Site Plan Review) in order to construct a phased mixed-use residential and commercial development with nodal attributes. The proposed development will include design elements that support pedestrian environments and encourage transit use, walking and bicycling; a transit stop which is within walking distance (generally ¼ mile) of anywhere in the node; mixed uses so that services are available within walking distance; public spaces, such as parks, public and private open space, and public facilities, that can be reached without driving; and a mix of housing types and residential densities that achieve an overall net density of at lease 12 units per net acre.

1. The above referenced applications have been accepted as complete.

2. The applications were initiated and submitted in accordance with Section 3.050 of the Springfield Development Code. Timely and sufficient notice of the public hearing, pursuant to Section 14.030 of the Springfield Development Code, has been provided.

3. On March 27, 2007 the Planning Commission held a public hearing on the proposed amendments. The Development Services Department staff notes and recommendation together with the oral testimony and written submittals of the persons testifying at that hearing have been considered and are part of the record of this proceeding.

CONCLUSION

On the basis of this record, the proposed amendments are consistent with the criteria of SDC Sections 7.030 and 12.030. This general finding is supported by the specific findings of fact and conclusion in the Staff Report and Findings.

ORDER/RECOMMENDATION

It is ORDERED by the Springfield Planning Commission that approval of CASE NUMBER LRP 2006-00027, and CASE NUMBER ZON 2006-00054, be GRANTED and a RECOMMENDATION for approval forwarded to the Springfield City Council.

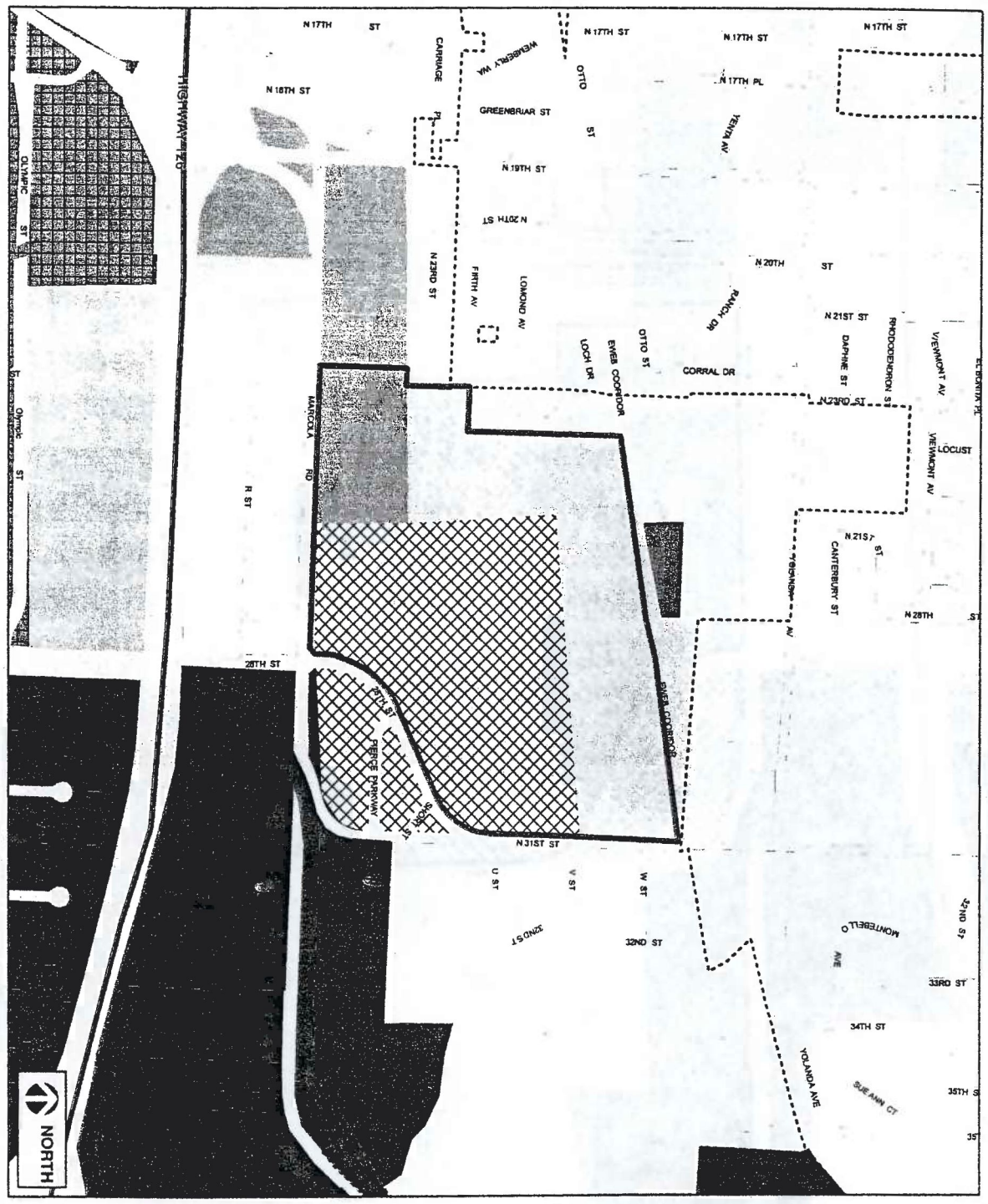
_____
Planning Commission Chairperson

ATTEST

AYES:
NOES:
ABSENT:
ABSTAIN:

ATTACHMENT 2

Maps Submitted by the Applicant



Legend

Plan District Boundaries

- Mixed Use Areas
- Low Density Residential
- Medium Density Residential
- Commercial
- Major Retail Centers
- Heavy Industrial
- Light Medium Industrial
- Campus Industrial
- Parks and Open Space

Miscellaneous Boundaries

- Springfield City Limits
- Existing Parcels
- Subject Site

Job #	0609
Date:	12/20/06
Drawn:	MH
Checked:	RS
Revised:	-

The Villages at Marcola Meadows

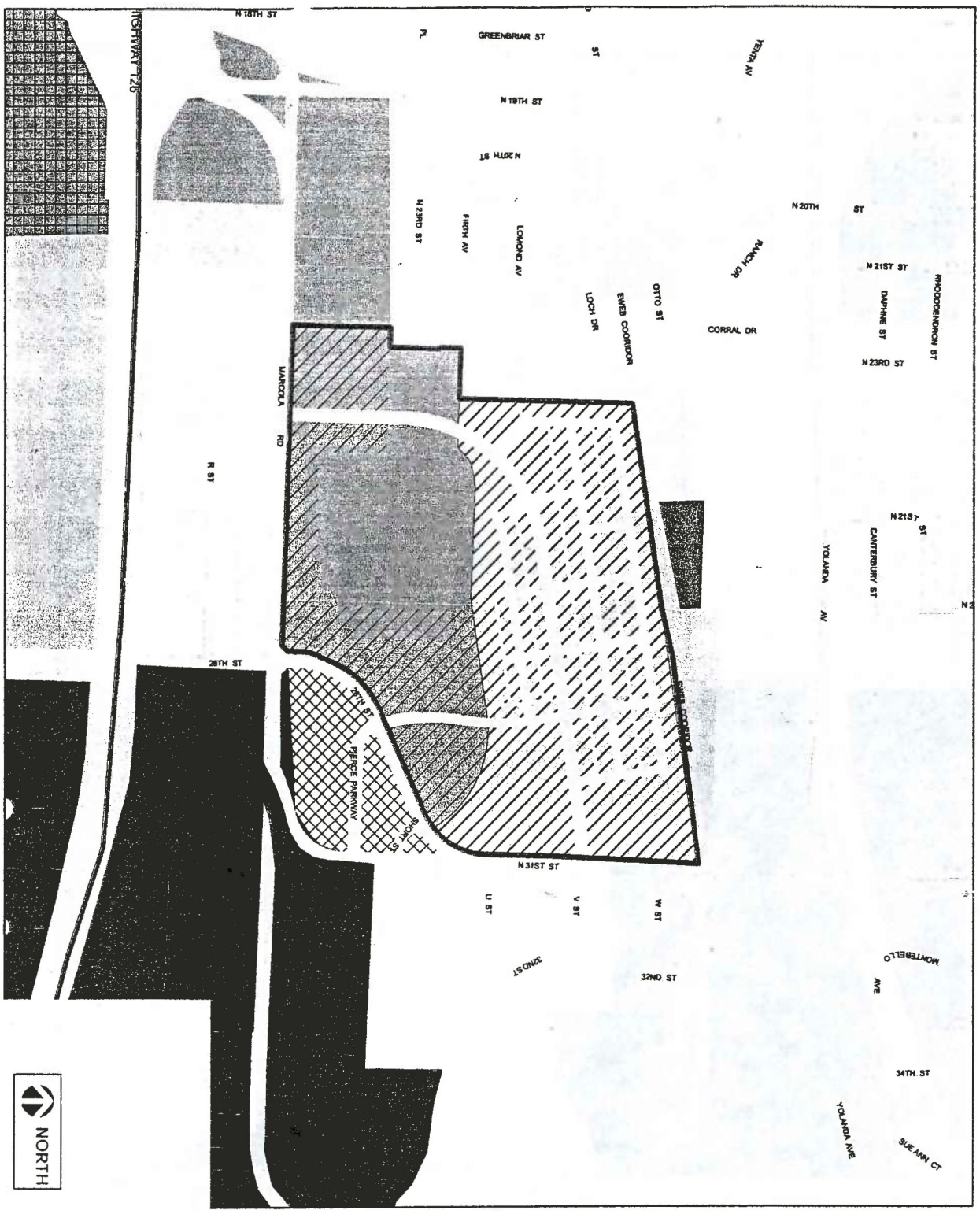
Existing Metro Plan Diagram

0 300 600 1,200

Scale: 1" = 600' Feet

SATRE

EXHIBIT 3



Legend

Plan District Boundaries

- Nodal Development Area
- Low Density Residential
- Medium Density Residential
- Commercial
- Major Retail Centers
- Heavy Industrial
- Light Medium Industrial
- Campus Industrial
- Parks and Open Space

Miscellaneous Boundaries

- Springfield City Limits
- Existing Parcels
- Subject Site

Job #	0609
Date:	02/28/07
Drawn:	AN
Checked:	RS
Revised:	-

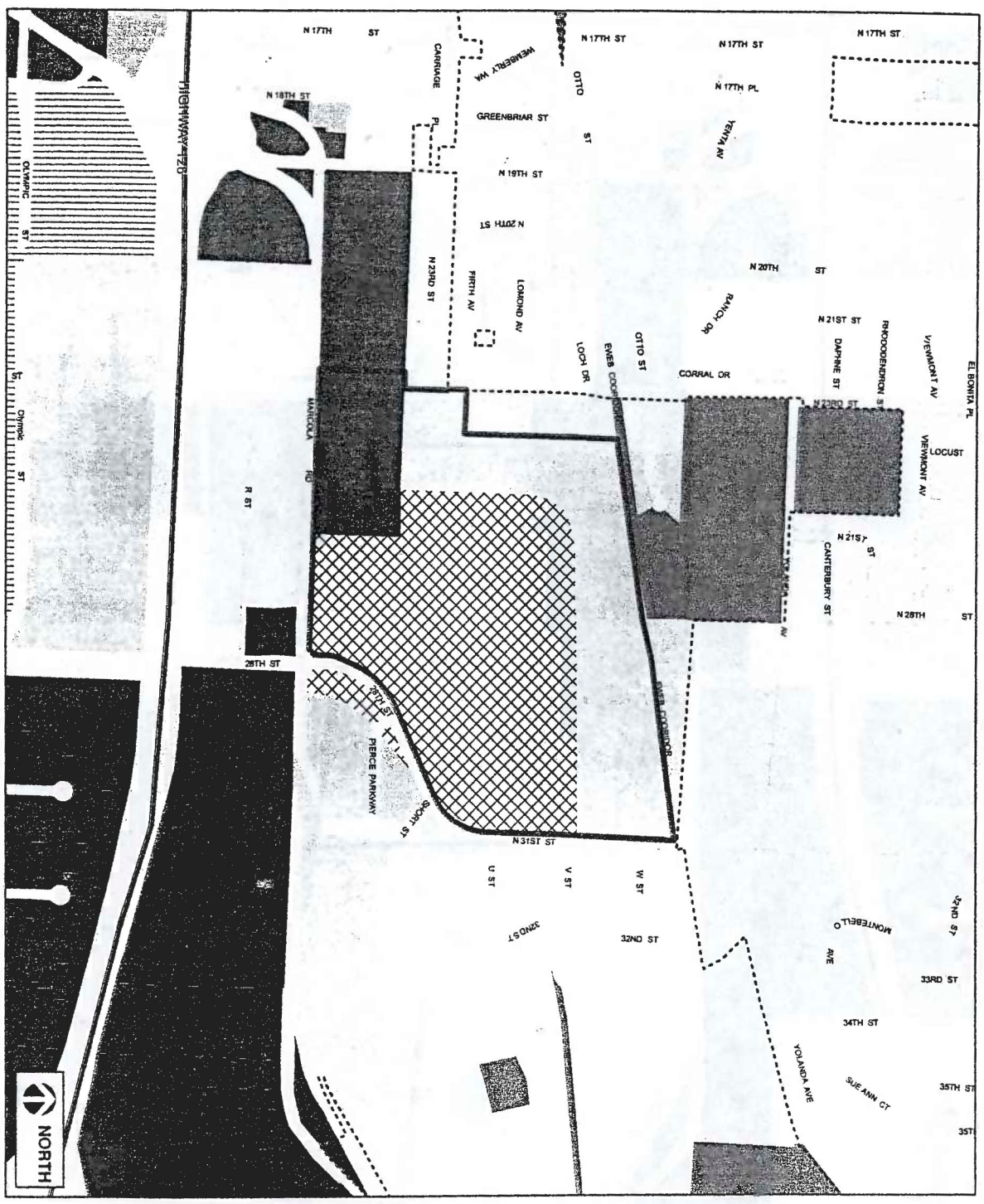
The Villages at Marcola Meadows
Proposed Metro Plan Diagram

0 250 500 1,000 Feet

1 inch equals 500 feet

SATRE

EXHIBIT 4



Legend

Zoning District Boundaries

- High Density Residential
- Medium Density Residential
- Low Density Residential
- Mixed Use Residential
- Community Commercial
- Major Retail Commercial
- Mixed Use Commercial
- Nieghborhood Commercial
- Light Medium Industrial
- Campus Industrial
- Heavy Industrial
- Public Land & Open Space

Miscellaneous Boundaries

- Springfield City Limits
- Existing Parcels
- Subject Site

Job #	0809
Date:	12/20/06
Drawn:	MH
Checked:	RS
Revised:	-

The Villages at Marcola Meadows

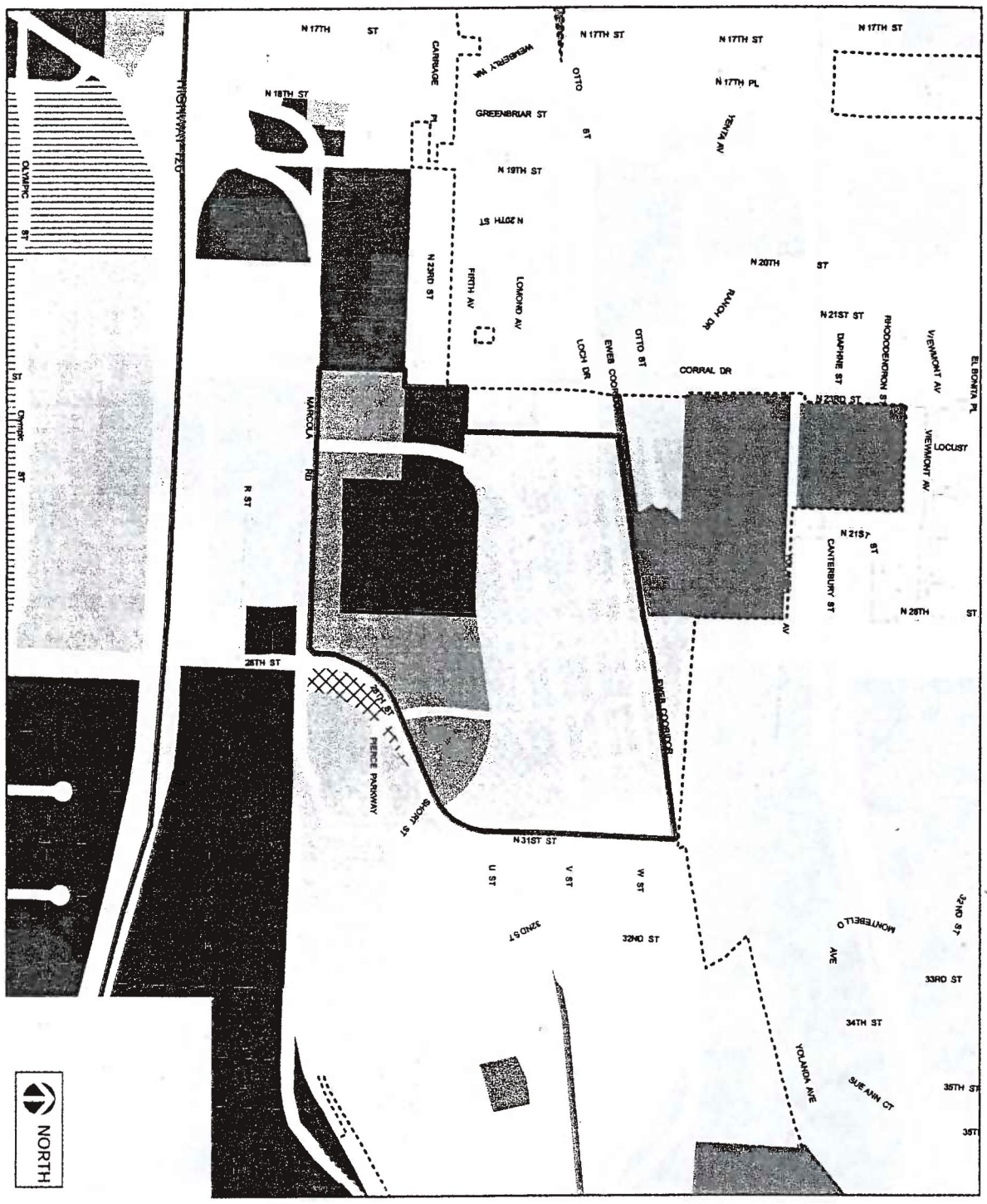
Existing Zoning

0 300 600 1,200

Scale: 1" = 600' Feet

SATRE

EXHIBIT 5



Legend

Zoning District Boundaries

- High Density Residential
- Medium Density Residential
- Low Density Residential
- Mixed Use Residential
- Community Commercial
- Major Retail Commercial
- Mixed Use Commercial
- Nieghborhood Commercial
- Light Medium Industrial
- Campus Industrial
- Heavy Industrial
- Public Land & Open Space

Miscellaneous Boundaries

- Springfield City Limits
- Existing Parcels
- Subject Site

Job #	0609
Date:	02/28/07
Drawn:	AN
Checked:	RS
Revised:	-

The Villages at Marcola Meadows

Proposed Zoning

0 300 600 1,200

Scale: 1" = 600' Feet

SATRE

EXHIBIT 6

ATTACHMENT 3

Legal Description for the Zoning map Amendment

EXHIBIT 1

K & D ENGINEERING, Inc.

Engineers • Planners • Surveyors

Legal description
For
"Marcola Meadows" Comp Plan and Zone Change

Two (2) Parcels of land located in Springfield, Oregon that are more particularly described as follows:

Parcel 1

Beginning at a point on the North margin of Marcola Road, said point being North 89° 57' 30" East 2611.60 feet and North 00° 02' 00" West 45.00 feet from the Southwest corner of the Felix Scott Jr. D.L.C. No. 51 in Township 17 South, Range 3 West of the Willamette Meridian; thence along the North margin of Marcola Road South 89° 57' 30" West 1419.22 feet to the Southeast corner of Parcel 1 of Land Partition Plat No. 94-P0491; thence leaving the North margin of Marcola Road and running along the East boundary of said parcel 1 and the Northerly extension thereof North 00° 02' 00" West 516.00 feet to a point on the South boundary of NICOLE PARK as platted and recorded in File 74, Slides 30-33 of the Lane County Oregon Plat Records; thence along the South boundary of said NICOLE PARK North 89° 57' 30" East 99.62 feet to the Southeast corner of said NICOLE PARK; thence along the East boundary of said NICOLE PARK North 00° 02' 00" West 259.82 feet to the Northeast corner of said NICOLE PARK, thence along the North boundary of said NICOLE PARK South 89° 58' 00" West 6.20 feet to the Southeast corner of LOCH LOMOND TERRACE FIRST ADDITION, as platted and recorded in Book 46, Page 20 of the Lane County Oregon Plat Records; thence along the East boundary of said LOCH LOMOND TERRACE FIRST ADDITION North 00° 02' 00" West 112.88 feet to the Southwest corner of AUSTIN PARK SOUTH as platted and recorded in File 74, Slides 132-134 of the Lane County Plat Records; thence along the South boundary of said AUSTIN PARK South North 89° 58' 00" East 260.00 feet to the Southeast corner of said AUSTIN PARK South thence along the East boundary of said AUSTIN PARK South North 00° 02' 00" West 909.69 feet to the Northeast corner of said Austin Park South, said point being on the South boundary of that certain tract of land described in a deed recorded July 31, 1941, in Book 359, Page 285 of the Lane County Oregon Deed Records; thence along the South boundary of said last described tract North 79° 41' 54" East 1083.15 feet to the intersection of the South line of the last described tract and the East line of that certain tract of land conveyed to R. H. Pierce and Elizabeth C. Pierce and recorded in Book 238, Page 464 of the Lane County Oregon Deed Records; thence along the East line of said last described tract South 00° 02' 00" East 1991.28 feet to the point of beginning, all in Lane County, Oregon.

276 N.W. Hickory Street • P.O. Box 725 • Albany, OR 97321 • (541) 928-2583 • Fax: (541) 967-3458

Parcel 2

Beginning at a point in the center of County Road No. 753, 3470.24 feet South and 1319.9 feet East of the Northwest corner of the Felix Scott Donation land Claim No. 82, in Township 17 South, Range 2 West of the Willamette Meridian, and being 866 feet South of the Southeast corner of tract of land conveyed by The Travelers Insurance Company to R. D. Kercher by deed recorded in Book 189, Page 268, Lane County Oregon Deed Records; thence West 1310 feet to a point 15 links East of the West line of the Felix Scott Donation Land Claim No. 82, Notification No. 3255, in Township 17 South, Range 2 West of the Willamette Meridian, and running thence South parallel with and 15 links distant from said West line of said Donation Land Claim a distance of 2304.76 feet to a point 15 links East of the Southwest corner of said Donation Land Claim, thence East following along the center line of County Road No. 278 a distance of 1310 feet to a point in the center of said County Road No. 278 due South of the place of beginning; thence North following the center line of said County Road No. 753 to the point of beginning, all in Lane County, Oregon;

EXCEPT the right of way of the Eugene-Wendling Branch of the Southern Pacific Railroad;

ALSO EXCEPT that portion described in deed to The City of Eugene, recorded in Book 359, Page 285, Lane County Oregon Deed Records;

ALSO EXCEPT beginning at a point which is 1589.47 feet South and 1327.33 feet East of the Southwest corner of Section 19, Township 17 South, Range 2 West, Willamette Meridian, Lane County, Oregon, said point also being opposite and 20 feet Easterly from Station 39+59.43 P.O.S.T., said Station being in the center line of the old route of County Road No. 142-5 (formerly #753); thence South 0° 11' West 183.75 feet to the intersection with the Northerly Railroad Right of Way line; thence South 84° 45' West 117.33 feet; thence South 79° 30' West 48.37 feet to the intersection of said Railroad Right of Way line with the Southerly Right of Way line of the relocated said County Road No. 742-5; thence along the arc of a 316.48 foot radius curve left (the chord of which bears North 39° 03' 35" East 261.83 feet) a distance of 269.94 feet to the place of beginning, in Lane County, Oregon;

ALSO EXCEPT that portion described in deed to Lane County recorded October 19, 1955, Reception No. 68852, Lane County Oregon Deed Records;

ALSO EXCEPT that portion described in deed to Lane County recorded January 20, 1986, Reception No. 8602217, Lane County Official Records;

ALSO EXCEPT that portion described in that Deed to Willamalane Park and Recreation District recorded December 4, 1992, Reception No. 9268749, and Correction Deed recorded February 9, 1993, Reception No. 9308469, Lane County Official Records;

ALSO EXCEPT that portion described in Exhibit A of that Deed to the City of Springfield, recorded September 22, 1993, Reception No. 9360016, Lane County Official Records.

ALSO EXCEPT Marcola Road Industrial Park, as platted and recorded in File 75, Slides 897, 898 and 899, Lane County Plat Records, Lane County, Oregon.

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ATTACHMENT 4

The Preliminary Plan Illustration (a rendering of the proposed Master Plan)

THE VILLAGES AT MARCOLA MEADOWS



SITE OVERVIEW

Waterbury Shugar ARCHITECTURE

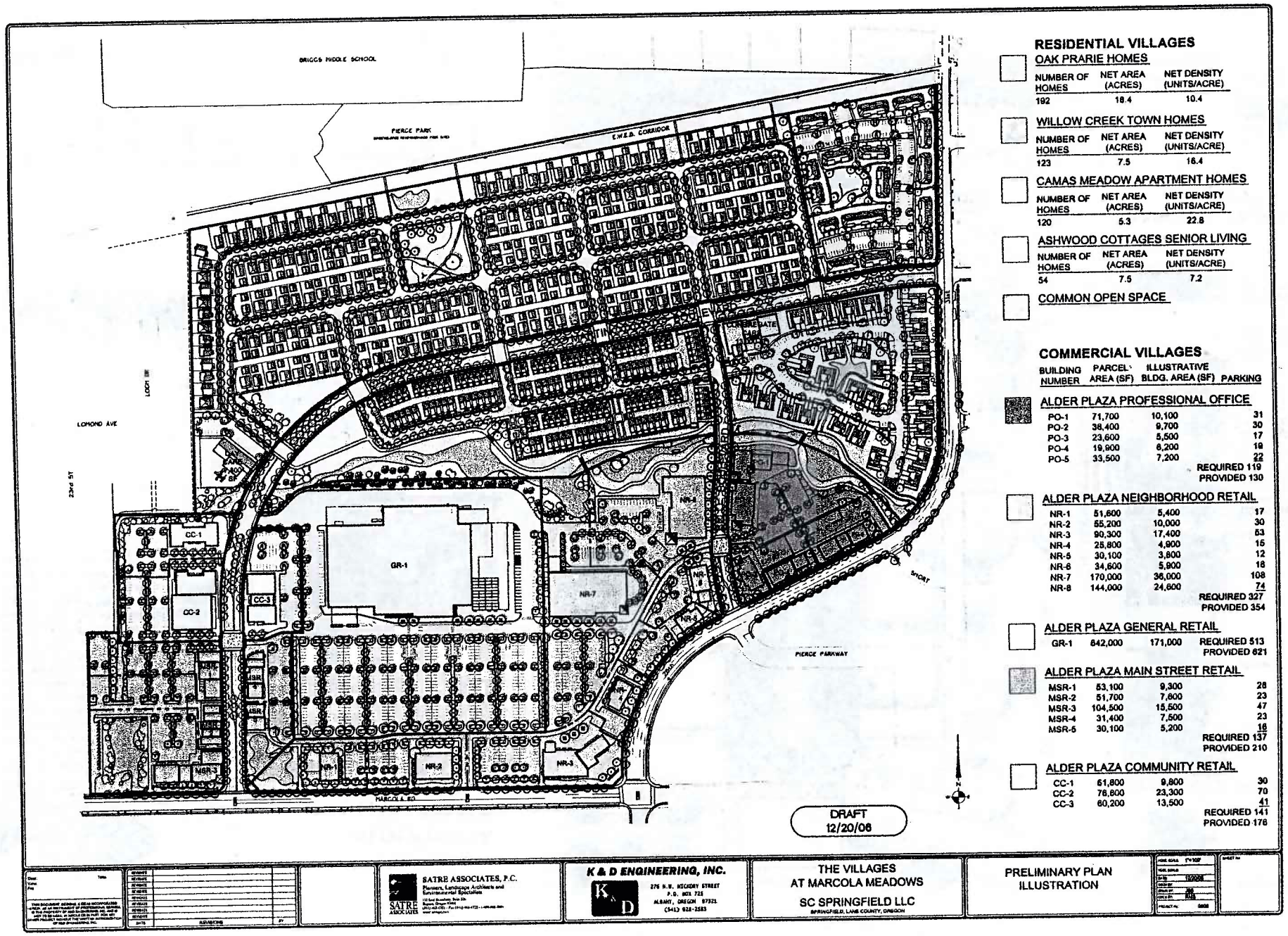
SATRE ASSOCIATES



SITE OVERVIEW 2

Waterbury Stringer ARCHITECTURE

SATRE



RESIDENTIAL VILLAGES

OAK PRARIE HOMES

NUMBER OF HOMES	NET AREA (ACRES)	NET DENSITY (UNITS/ACRE)
192	18.4	10.4

WILLOW CREEK TOWN HOMES

NUMBER OF HOMES	NET AREA (ACRES)	NET DENSITY (UNITS/ACRE)
123	7.5	16.4

CAMAS MEADOW APARTMENT HOMES

NUMBER OF HOMES	NET AREA (ACRES)	NET DENSITY (UNITS/ACRE)
120	5.3	22.6

ASHWOOD COTTAGES SENIOR LIVING

NUMBER OF HOMES	NET AREA (ACRES)	NET DENSITY (UNITS/ACRE)
54	7.5	7.2

COMMON OPEN SPACE

COMMERCIAL VILLAGES

ALDER PLAZA PROFESSIONAL OFFICE

BUILDING NUMBER	PARCEL AREA (SF)	ILLUSTRATIVE BLDG. AREA (SF)	PARKING
PO-1	71,700	10,100	31
PO-2	38,400	9,700	30
PO-3	23,600	5,500	17
PO-4	19,900	6,200	19
PO-5	33,500	7,200	22
			REQUIRED 119
			PROVIDED 130

ALDER PLAZA NEIGHBORHOOD RETAIL

NR-1	51,600	5,400	17
NR-2	55,200	10,000	30
NR-3	90,300	17,400	53
NR-4	25,800	4,900	15
NR-5	30,100	3,800	12
NR-6	34,600	5,900	18
NR-7	170,000	36,000	108
NR-8	144,000	24,600	74
			REQUIRED 327
			PROVIDED 354

ALDER PLAZA GENERAL RETAIL

GR-1	842,000	171,000	REQUIRED 513
			PROVIDED 621

ALDER PLAZA MAIN STREET RETAIL

MSR-1	53,100	9,300	28
MSR-2	51,700	7,800	23
MSR-3	104,500	15,500	47
MSR-4	31,400	7,500	23
MSR-5	30,100	5,200	16
			REQUIRED 137
			PROVIDED 210

ALDER PLAZA COMMUNITY RETAIL

CC-1	61,800	9,800	30
CC-2	76,800	23,300	70
CC-3	60,200	13,500	41
			REQUIRED 141
			PROVIDED 176

SATRE ASSOCIATES, P.C.
Planners, Landscape Architects and Environmental Specialists

K & D ENGINEERING, INC.
276 N.W. HICKORY STREET
P.O. BOX 725
ALBANY, OREGON 97321
(541) 928-2583

THE VILLAGES AT MARCOLA MEADOWS
SC SPRINGFIELD LLC
SPRINGFIELD, LANE COUNTY, OREGON

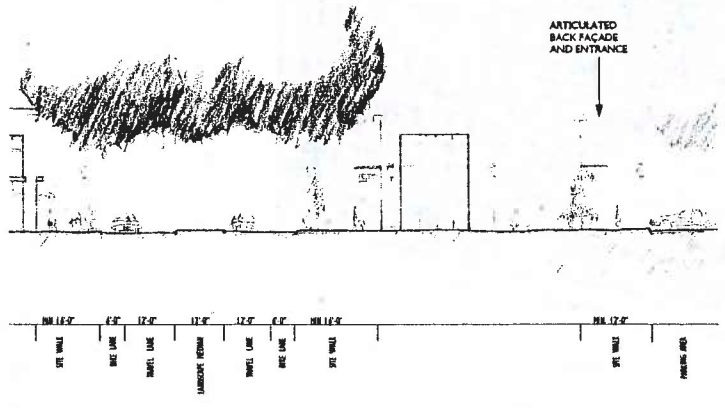
PRELIMINARY PLAN ILLUSTRATION



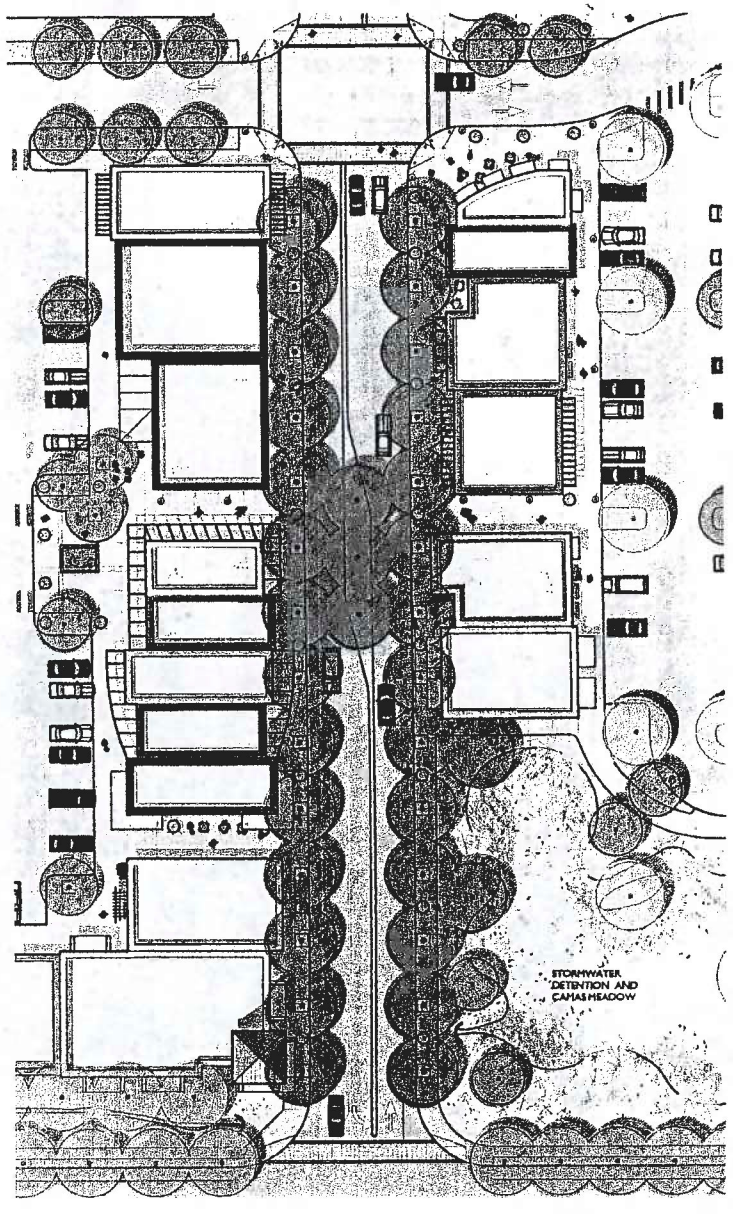
Main Street at Marcola Meadows is a vibrant bustling pedestrian friendly shopping environment. Front facades are architecturally articulated with windows, canopies, wall mounted lights and hanging signs. Tall crowning street trees provide an intimate scale. Wide sidewalks are furnished with attractive planters, benches and water features. Window shopping is encouraged. Small terraces and plazas are located on building corners. The backsides of the retail buildings also have windows and façade articulation, and provide a secondary entrance from the parking area into the shops. Walkways from residential areas connect directly into the Main Street area.

ALDER PLAZA
MAIN STREET





TYPICAL MAINSTREET SECTION





RED OAK TREES



CAMAS MEADOW



ARTICULATED RETAIL FACADES



WOOD SLATTED BENCH ES



PLANTERS



TABLES AND CHAIRS



METALLIC/ GRAY STREET LIGHTS



SCORED CONCRETE SIDE WALKS

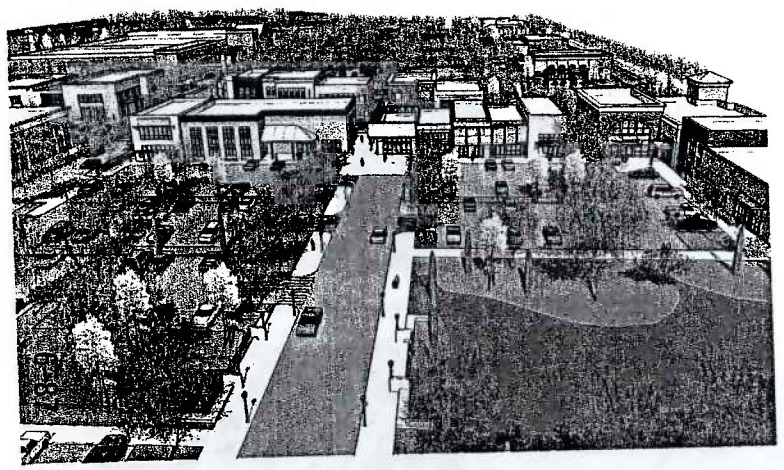
UNIT PAVERS AT CROSSWALKS

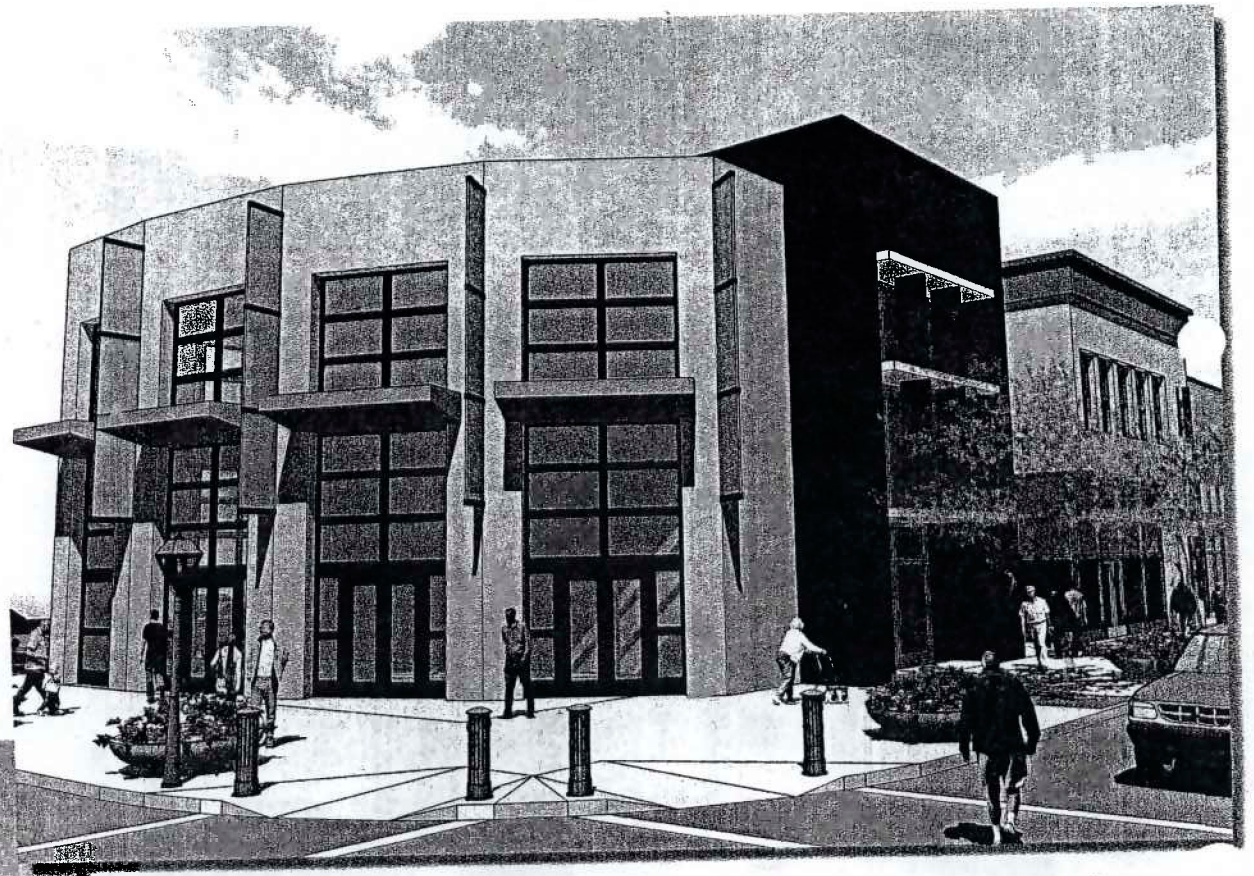
MARCOLA MEADOWS
ALER PLAZA MAIN STREET

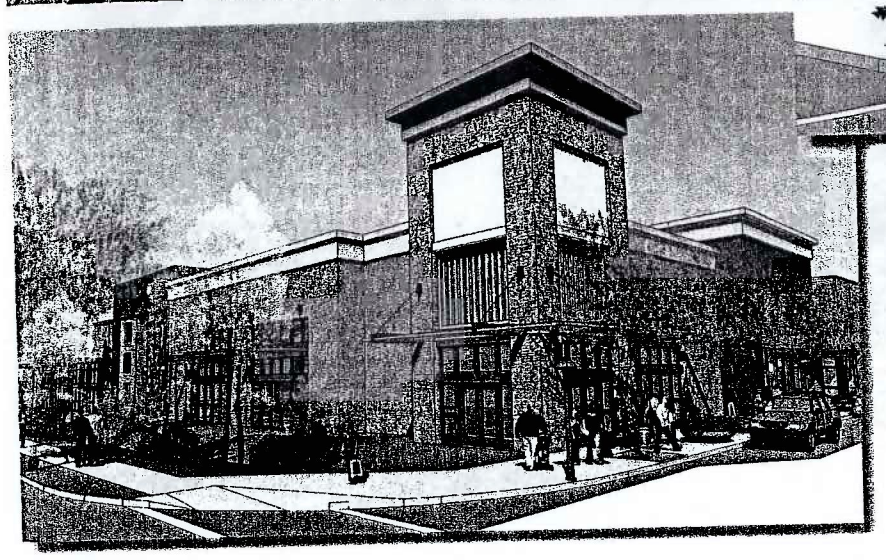
LANDCURRENT

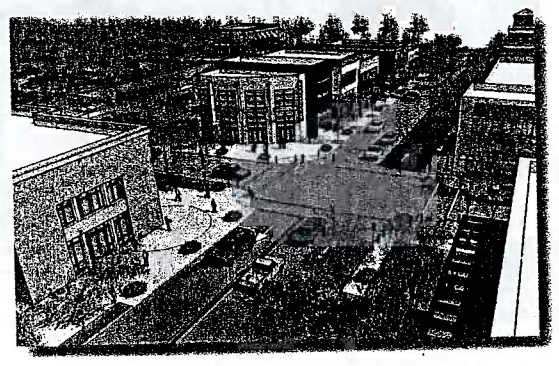
SATRE

ALDER PLAZA
MAIN STREET





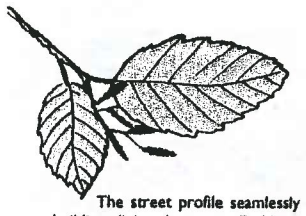




MARCOLA MEADOWS
ALDER PLAZA
MAIN STREET

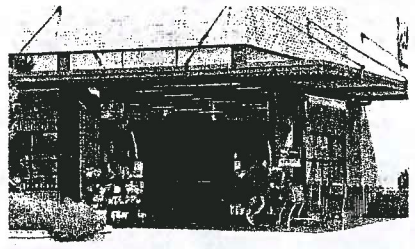
Waterbury Stevens ARCHITECTURE

SATRE

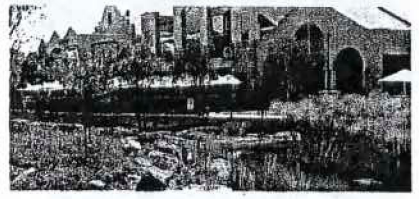


ALDER PLAZA
COMMUNITY RETAIL

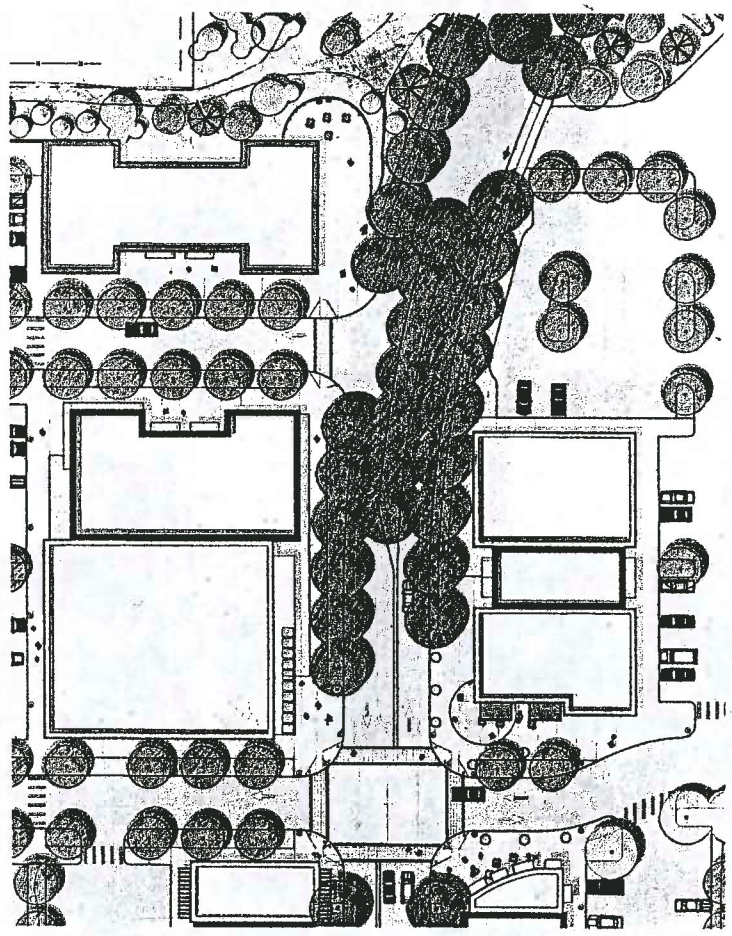
The street profile seamlessly continues from Main Street to the community retail area with buildings lining the street. Parking is not allowed between buildings and Martin Boulevard but is located either at the back or the sides of the retail buildings. Building façades are articulated on all visible sides including along Willow Creek. Buildings that border on Willow Creek have outdoor seating areas that overlook this central green area.



COMMUNITY RETAIL BUILDING WITH FAÇADE ARTICULATION



OUTDOOR SEATING ALONG WILLOW CREEK





RED OAK TREES



TABLES AND CHAIRS



METALLIC/ GRAY STREET LIGHTS

SCORED CONCRETE SIDE WALKS



UNIT PAVERS AT CROSSWALKS

MARCOLA MEADOWS
ALDER PLAZA
COMMUNITY RETAIL

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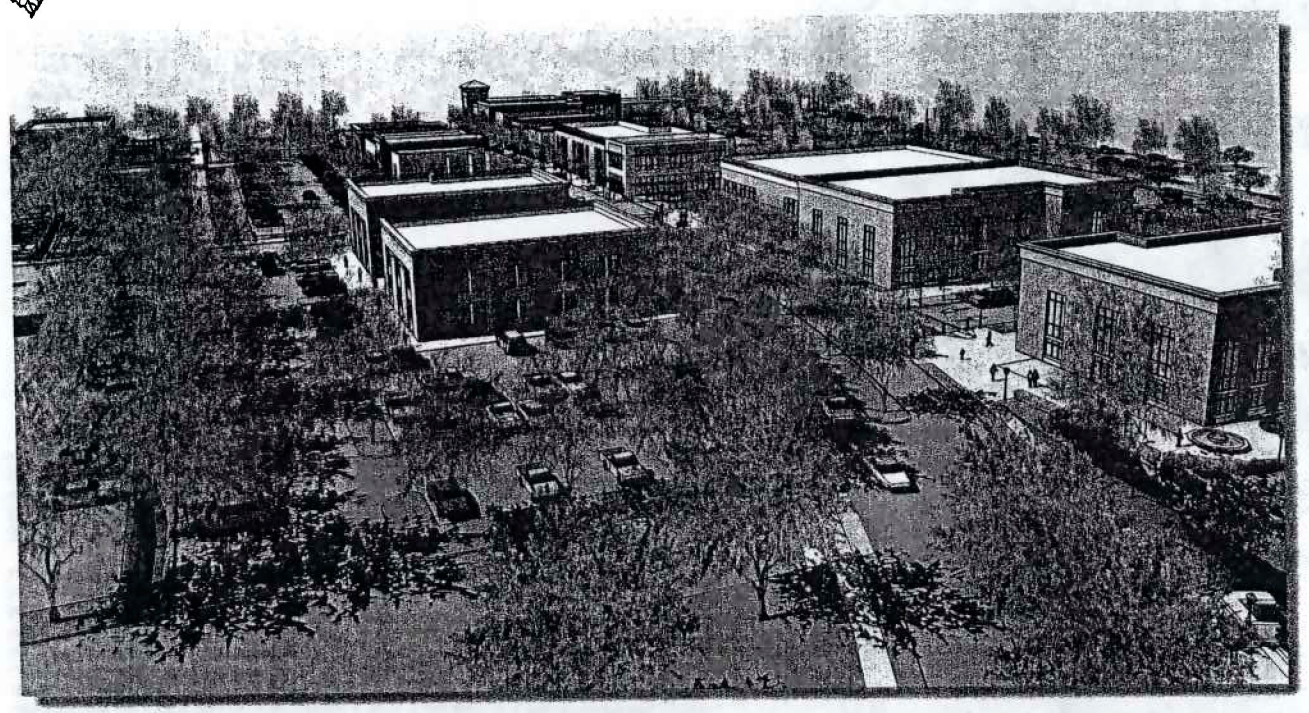
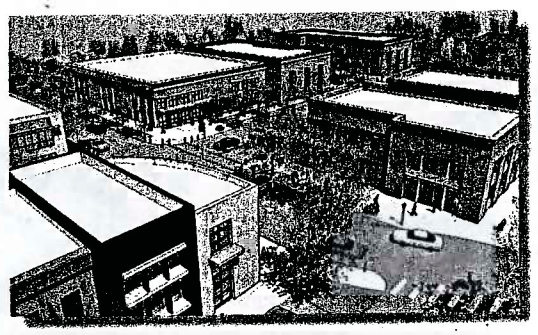
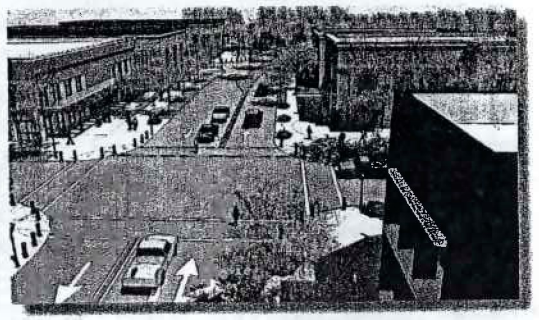
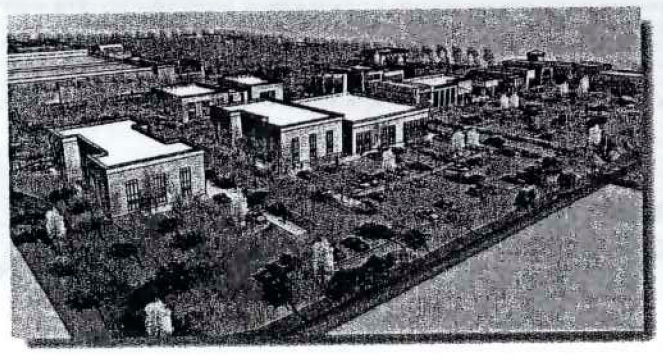
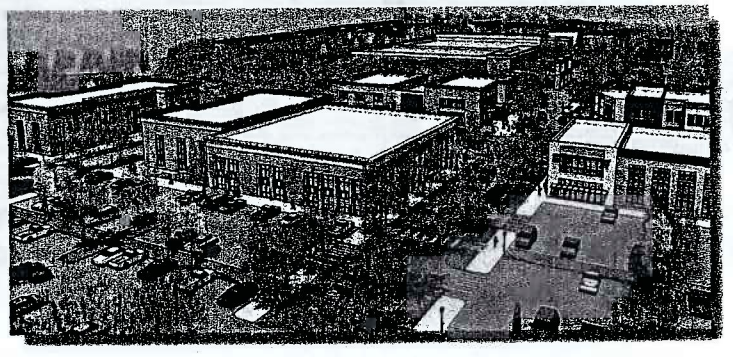










MARCOLA MEADOWS
ALDER PLAZA
COMMUNITY RETAIL

Waterbury Stumph ARCHITECTURE

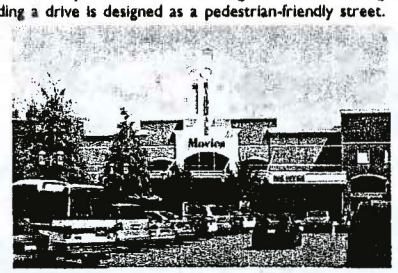
SATRE ASSOCIATES



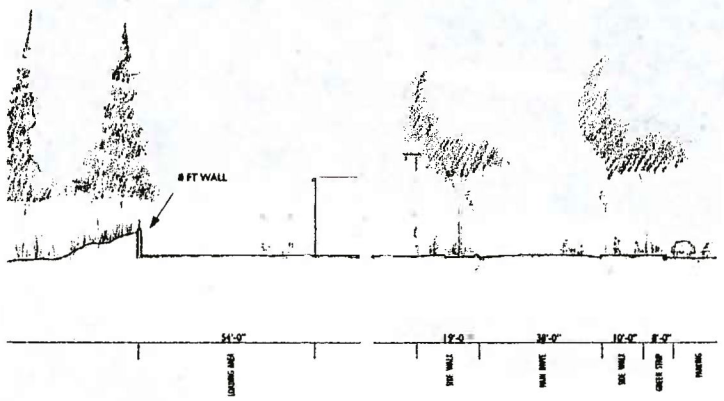
ALDER PLAZA
GENERAL RETAIL

The general retail building of Alder shopping plaza has an architecturally articulated façade and a large percentage of groundfloor windows. Thus the building provides interest at the pedestrian scale. Together with the "back sides" of Main Street shops and the neighborhood retail buildings the general retail façade creates a clearly defined, pedestrian scaled edge around a carefully designed parking area. This parking plaza has filtered shade provided by the airy crowns of Ash and Alder trees. In addition the parking area is spatially divided in sections by bioswales with native grasses and flowering wetland plants. Along the general retail building a drive is designed as a pedestrian-friendly street. The drive has side walks on either side and canopy trees with airy crowns. At the back of the general retail building the loading area is entirely screened from the neighborhoods to the north by an eight foot high wall and contoured banks of Willow Creek.

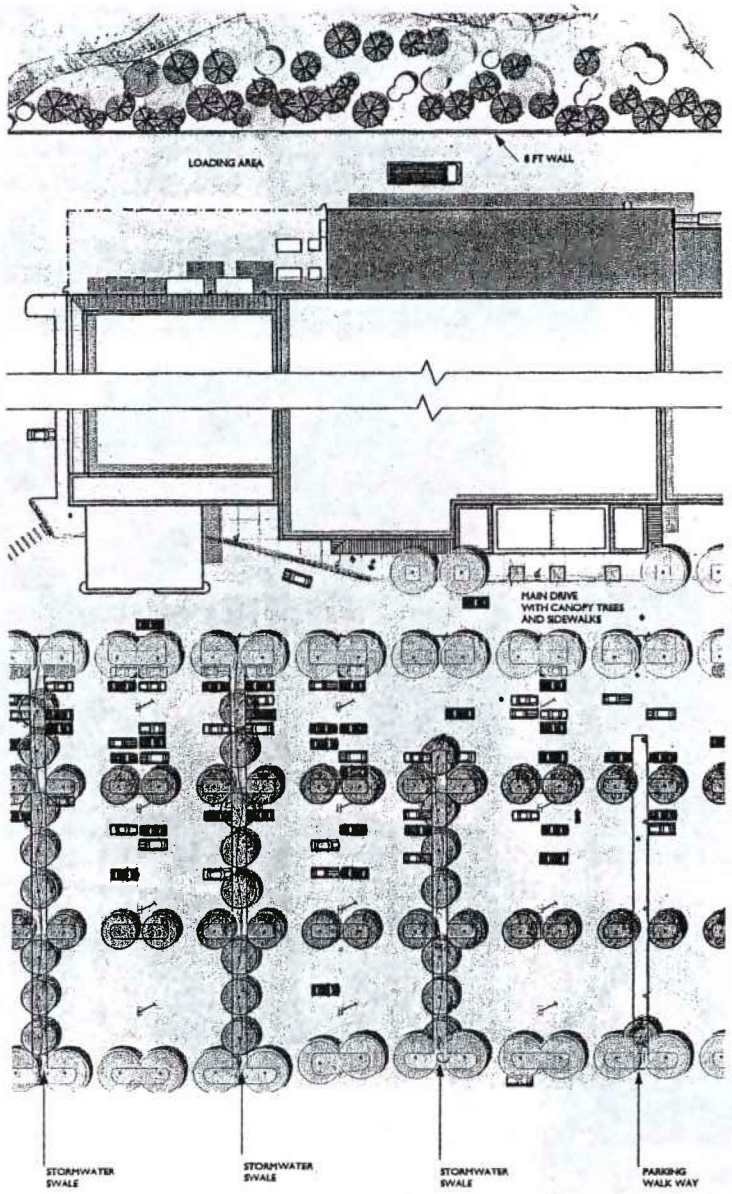
The combination of these unique solutions makes it possible for a large general retail building to fit in a pedestrian oriented neigborhood in a seamless and unobtrusive manner.



EXAMPLE OF A LARGE FAÇADE WITH ARTICULATION



TYPICAL SECTION THROUGH GENERAL RETAIL BUILDING AND SHOPPING STREET





ASH TREES

RED ALDER TREES

BIO SWALES

METALLIC/ GRAY STREET LIGHTS

METALLIC/ GRAY TALL PARKING AREA LIGHTS

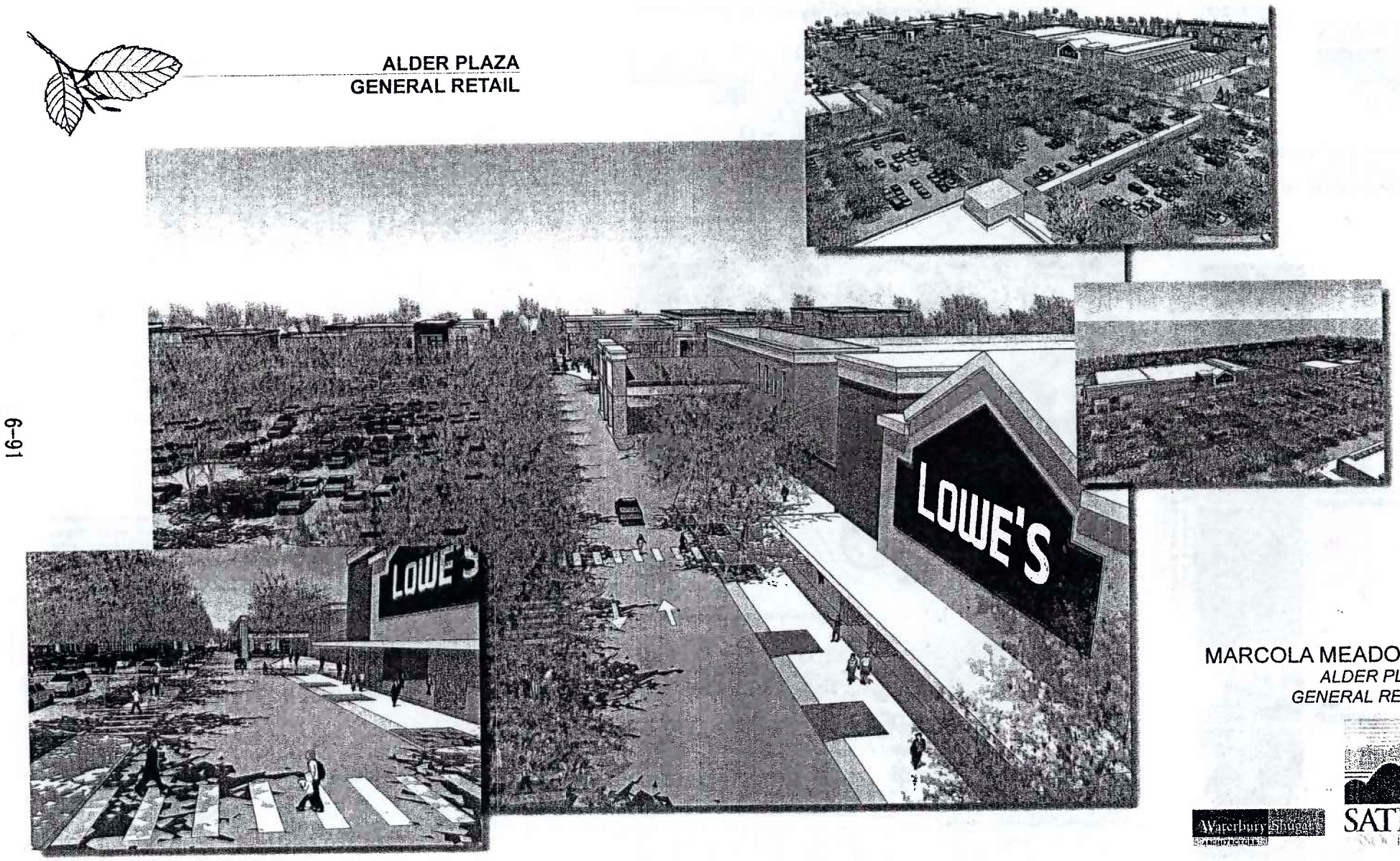
MARCOLA MEADOWS
ALDER PLAZA GENERAL RETAIL

LANDCURRENT

SATRE

06-90

ALDER PLAZA
GENERAL RETAIL



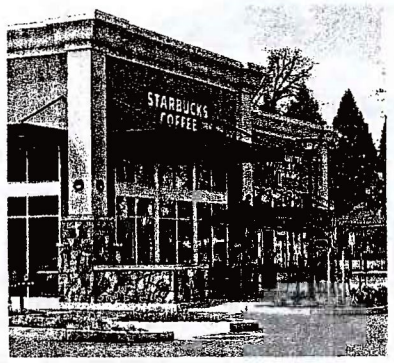
MARCOLA MEADOWS
ALDER PLAZA
GENERAL RETAIL

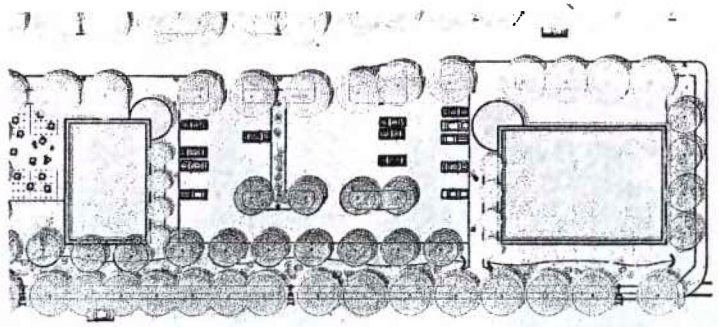
Waterbury Shugart Architecture
SATRE



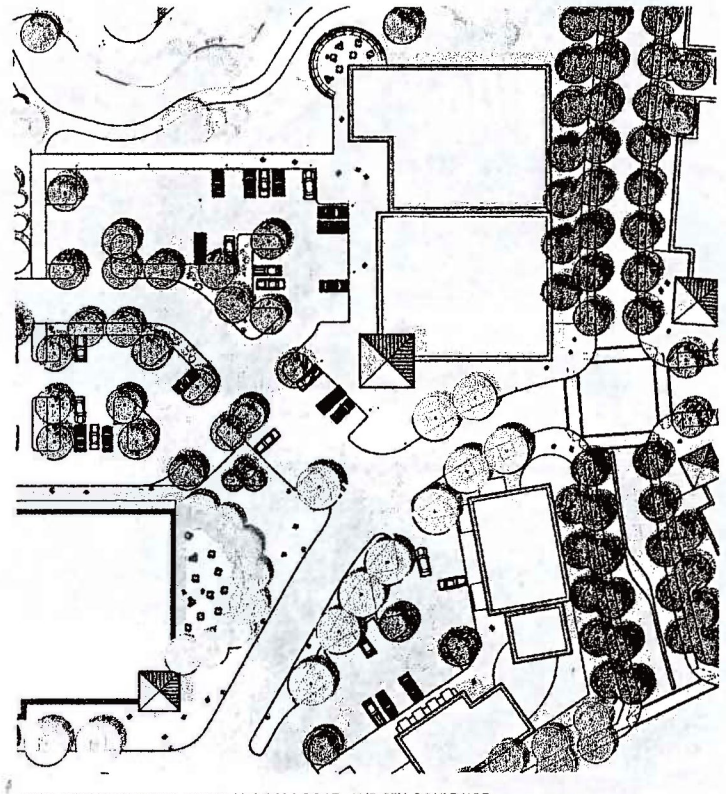
ALDER PLAZA
NEIGHBORHOOD RETAIL

The neighborhood retail buildings surround Alder plaza along Marcola Road and Martin Boulevard.
Parking is never located between these streets and the neighborhood retail buildings, instead buildings are located along the streets and define the shopping enviroment. Corners at driveways and roads are also vertically defined by a building. In addition evergreen shrubs and ornamental grasses screen parking areas along Marcola Road. Outdoor seating areas overlooking Willow Creek are incorporated where buildings border on the creek area.





NEIGHBORHOOD RETAIL ALONG MARCOLA ROAD



NEIGHBORHOOD RETAIL ALONG MARCOLA ROAD AND BELL BOULEVARD



ASH TREES

ORNAMENTAL GRASSES

LOW EVERGREEN PARKING SCREEN

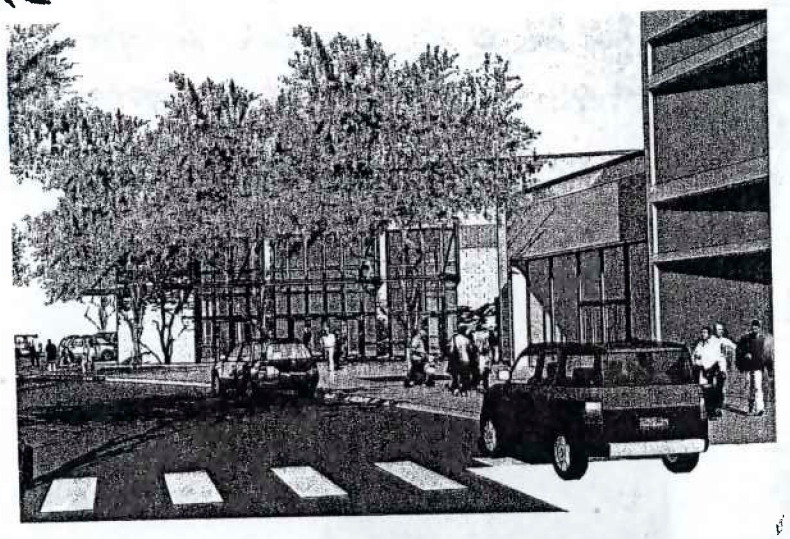
METALLIC/ GRAY STREET LIGHTS

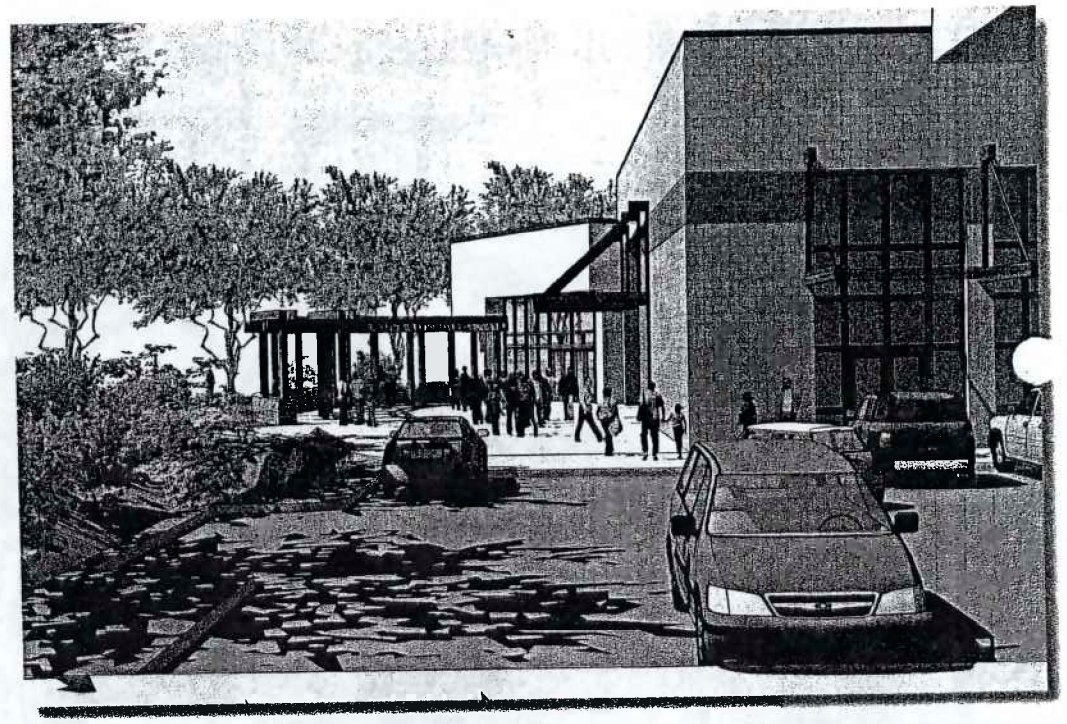
MARCOLA MEADOWS
ALDER PLAZA
NEIGHBORHOOD RETAIL

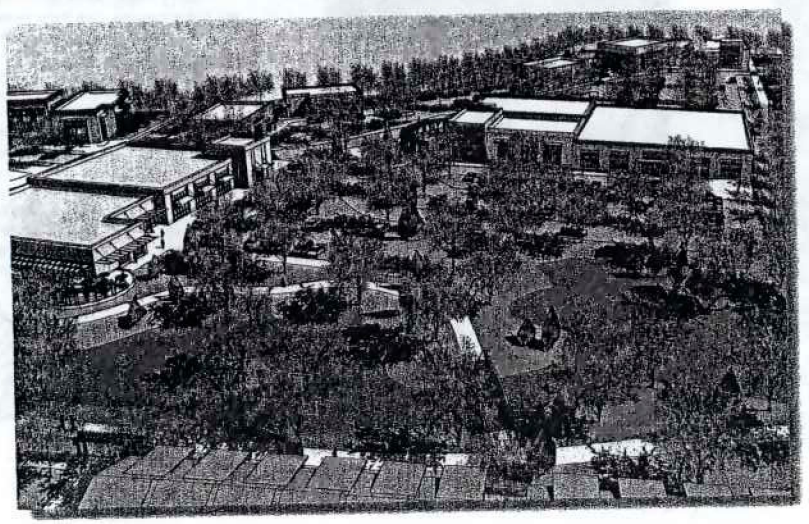
LANDCURRENT

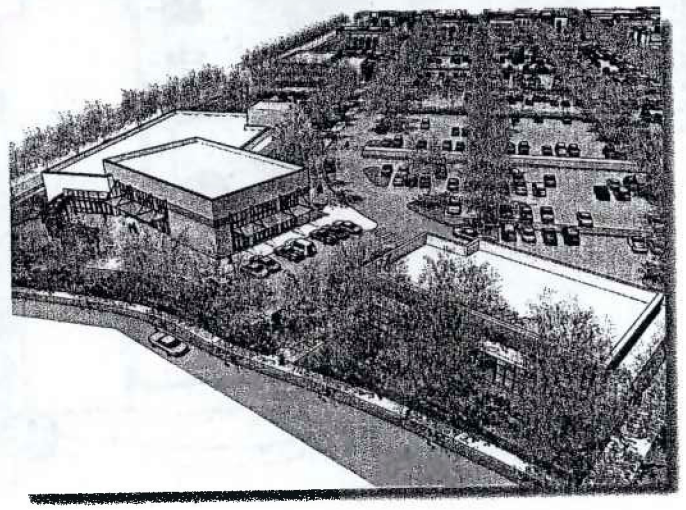
SATRE

ALDER PLAZA
NEIGHBORHOOD RETAIL







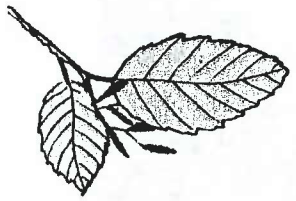


MARCOLA MEADOWS
ALDER PLAZA
NEIGHBORHOOD RETAIL

Waterbury Sluiter

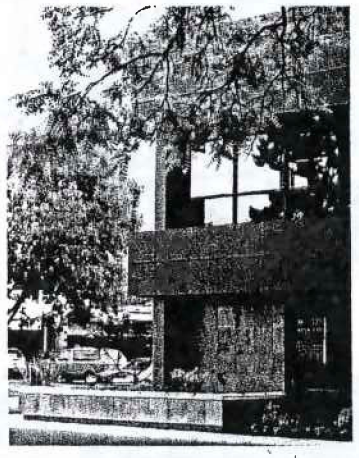
SATRE ASSOCIATES

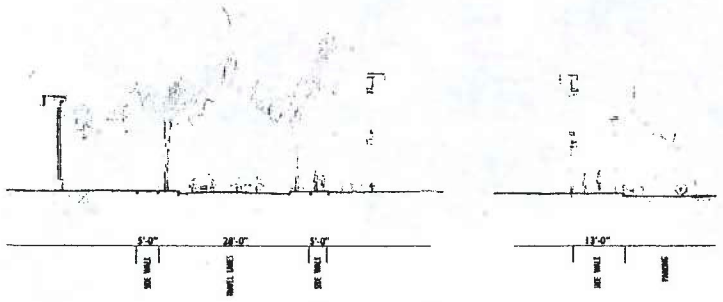
6-93



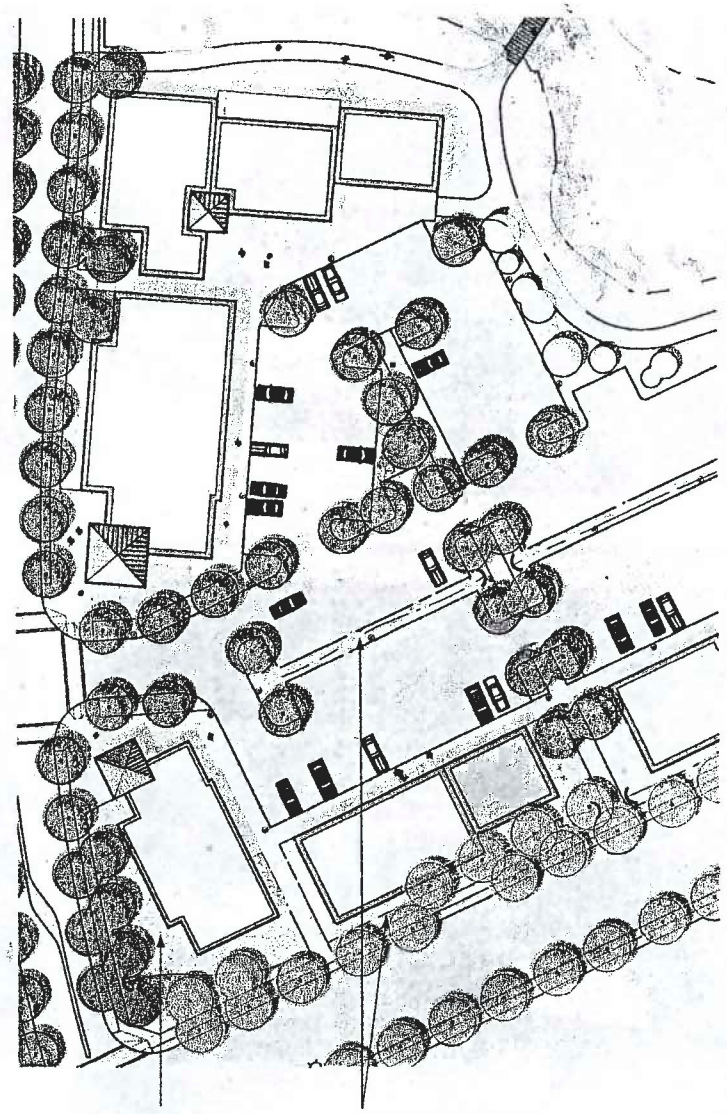
ALDER PLAZA
PROFESSIONAL OFFICE

Professional Offices define Marola Road and Belle Boulevard. The offices have articulated facades with a large percentage of windows on all visible building sides. Parking is arranged at the "back" of the buildings and thus screened from the surrounding streets. Along Willow Creek offices have windows and optional outdoor seating areas that look out over this green environment. Pedestrian walkways surround and connect the buildings. The walkways conveniently connect to the sidewalks along Belle Boulevard and the multi-use path along Willow Creek.



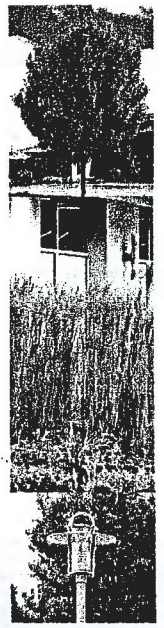


TYPICAL SECTION THROUGH BELLE BOULEVARD
BUILDINGS HAVE WINDOWS AND ARCHITECTURAL ARTICULATIONS ON ALL FACADES



PLANTING BEDS WITH ORNAMENTAL GRASSES

STORMWATER SWALE WITH NATIVE SEDGES, RUSHES, GRASSES AND WILDFLOWERS



ASH TREES

ORNAMENTAL-GRASSES

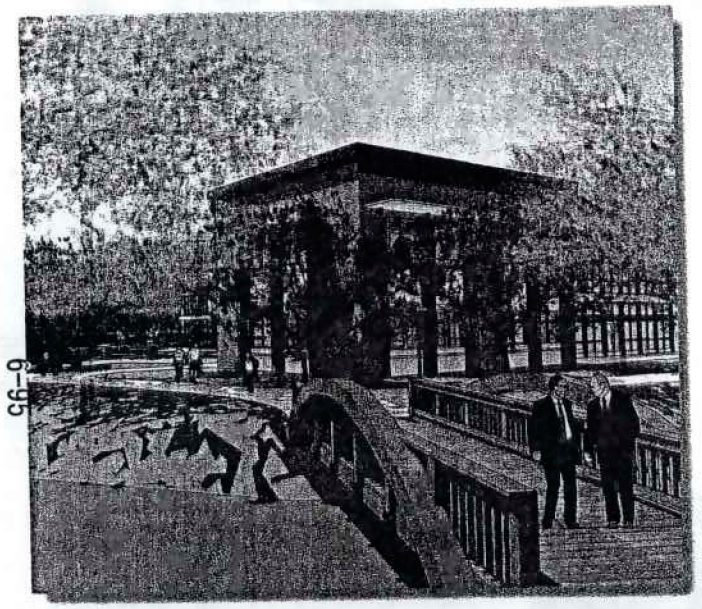
METALLIC/ GRAY STREET LIGHTS

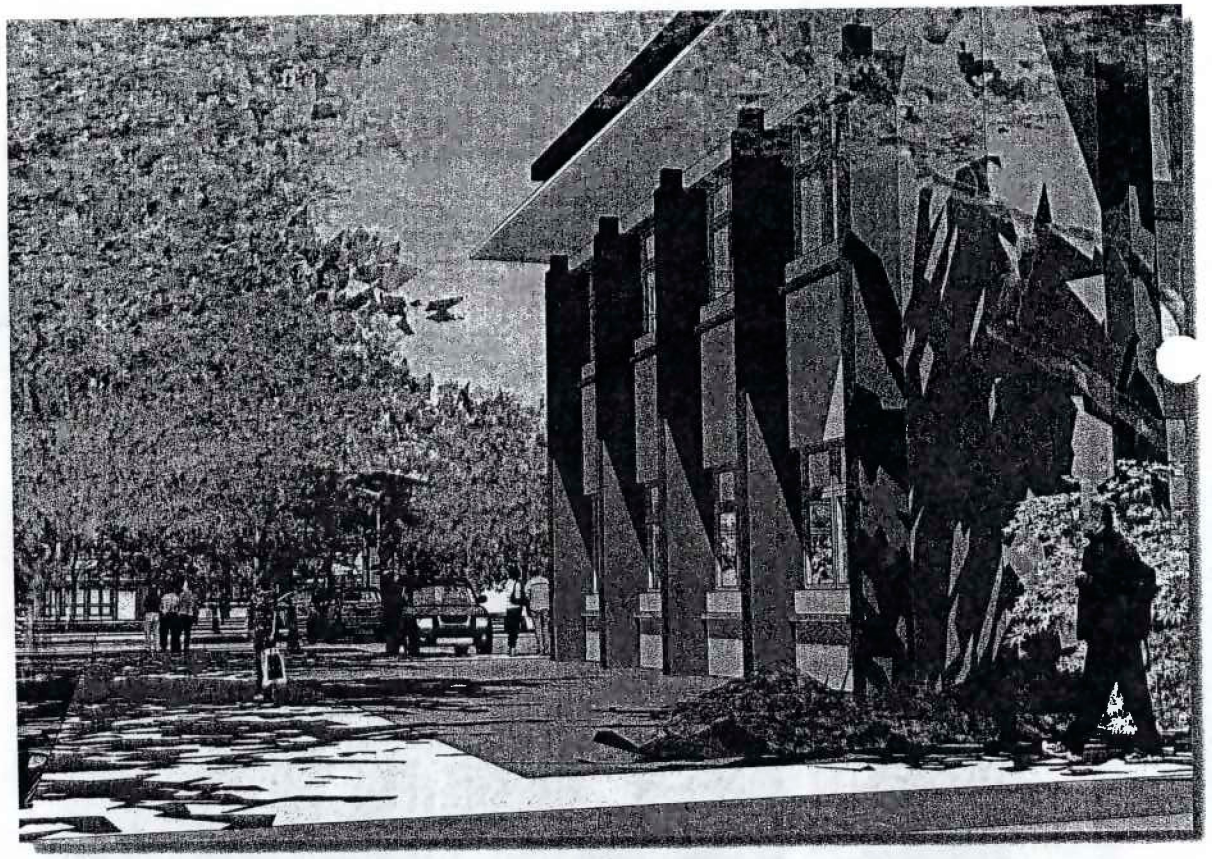
MARCOLA MEADOWS
ALDER PLAZA
PROFESSIONAL OFFICE

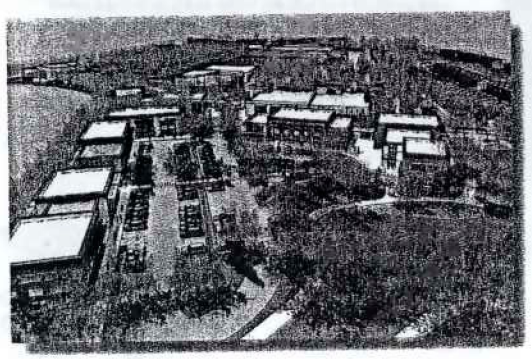
LANDCURRENT

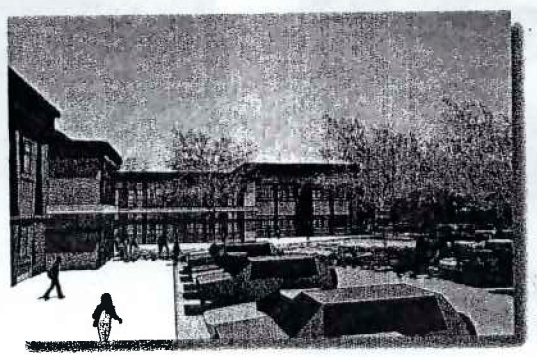
SATRE

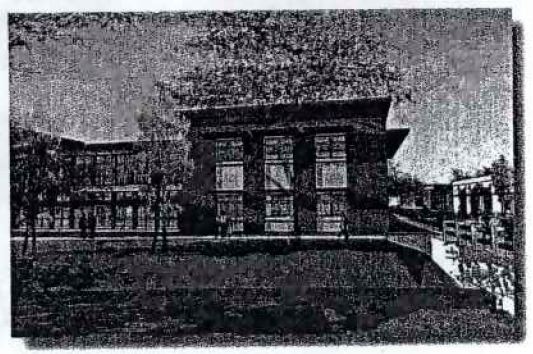
ALDER PLAZA
PROFESSIONAL OFFICE











MARCOLA MEADOWS
ALDER PLAZA
PROFESSIONAL OFFICE

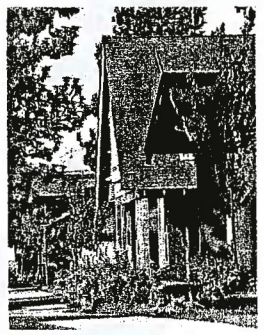
Waterbury Slingerland Architecture

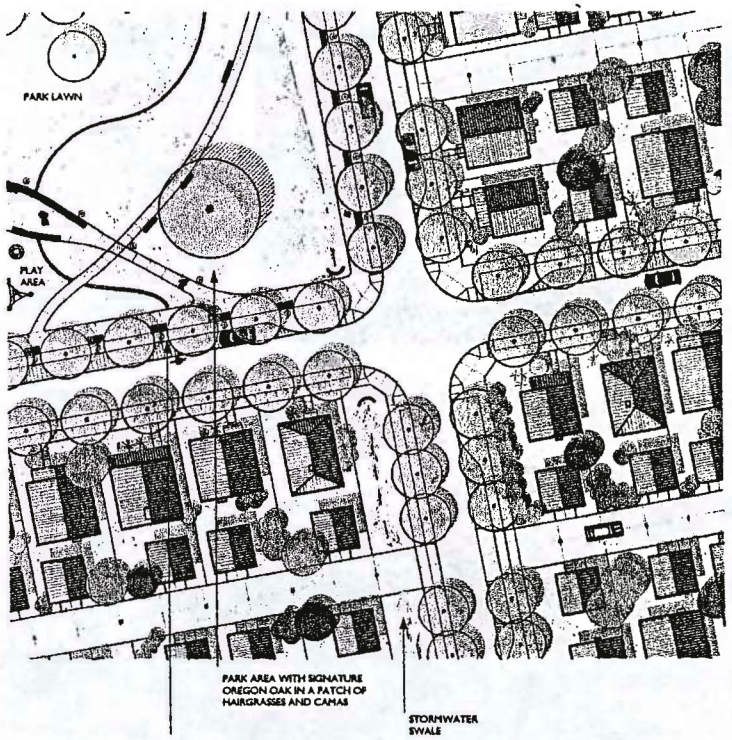
SATRE Associates

6-93

OAK PRIARIE HOMES

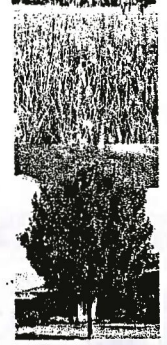
At Oak Priairie Homes, single family homes are located on relatively small lots with limited setbacks. The streets are narrow and have on-street parking. Parking bays are paved differently from the street itself which make the streets seem even more intimate. Street trees are located in green strips, separating pedestrians and cars. Together these characteristics provide an intimate, safe, pedestrian friendly environment. Houses are vertically offset from the street by two or three steps. Garages are accessed from alley ways which further enhances the pedestrian friendly character of the village. A green square lies at the center of the village. It provides unprogrammed open space and a small play yard. The green square is connected to park-land to the north of Marcola Meadows. A tree-lined street with sidewalks and a stormwater swale connects the village and its green square to Willow Creek Town-homes village to the south.







OREGON OAK SIGNATURE TREE



HARIGRASS/ CAMAS FIELD

ASH TREES

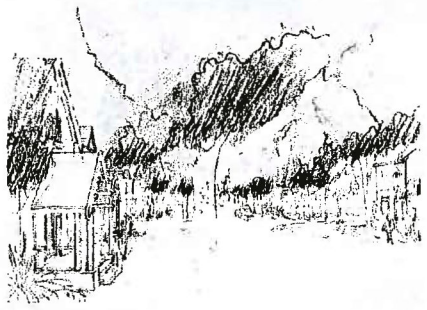


WOOD SLATTED BENCH ES

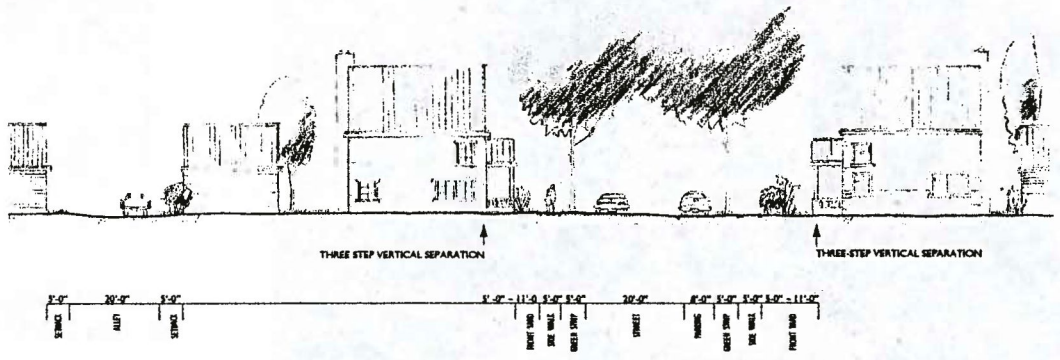


METALLIC/ GRAY STREET LIGHTS

ECO STONE



TYPICAL STREET IN THE SINGE FAMILY VILLAGE



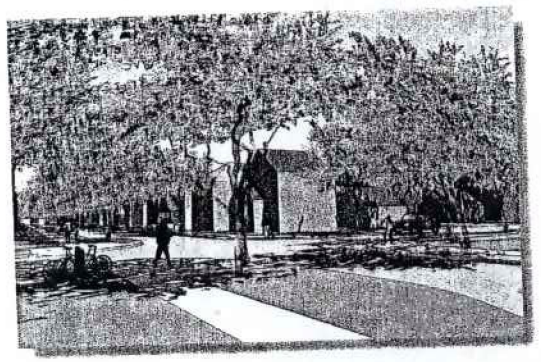
TYPICAL SECTION THROUGH SINGLE FAMILY HOMES VILLAGE

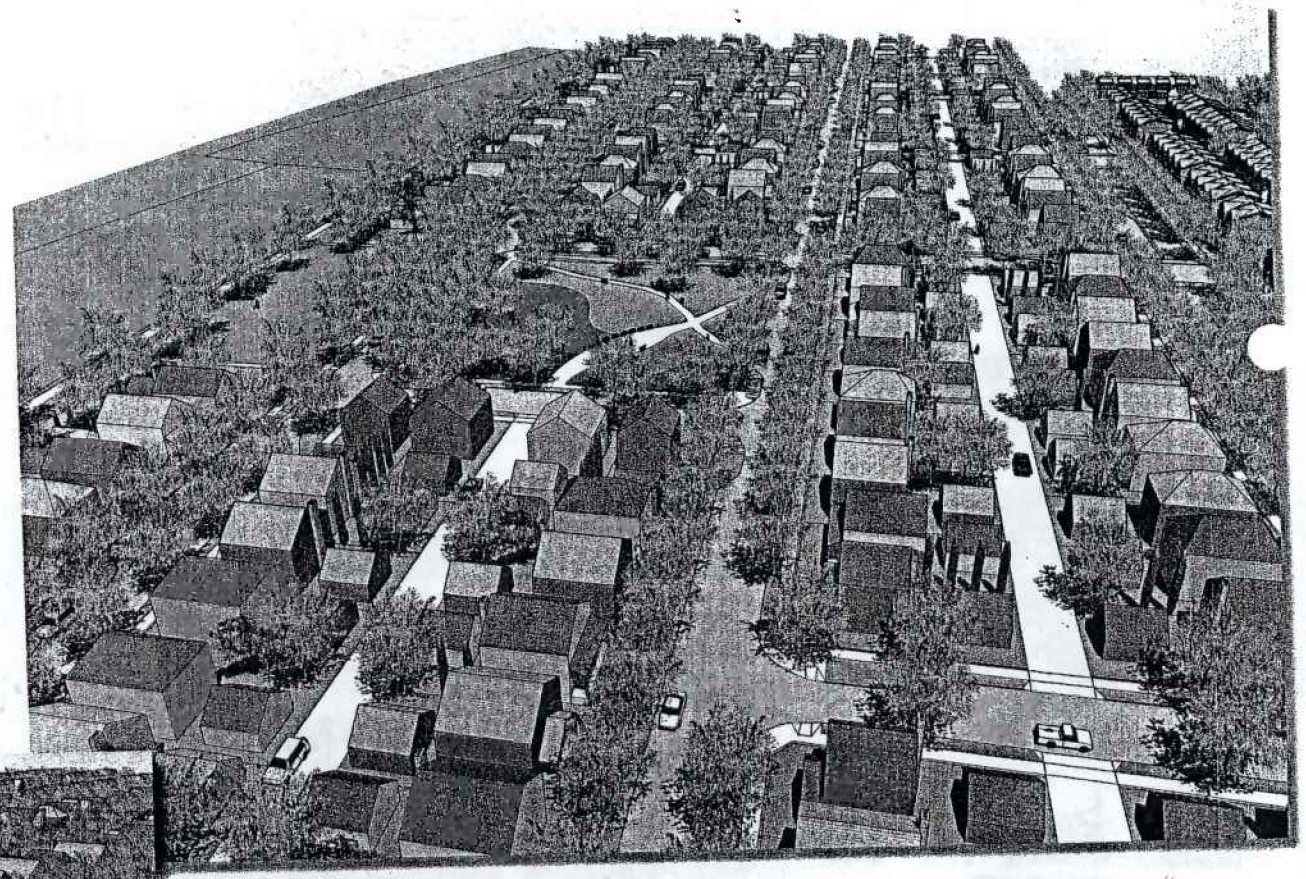
MARCOLA MEADOWS
OAK PRIARIE HOMES

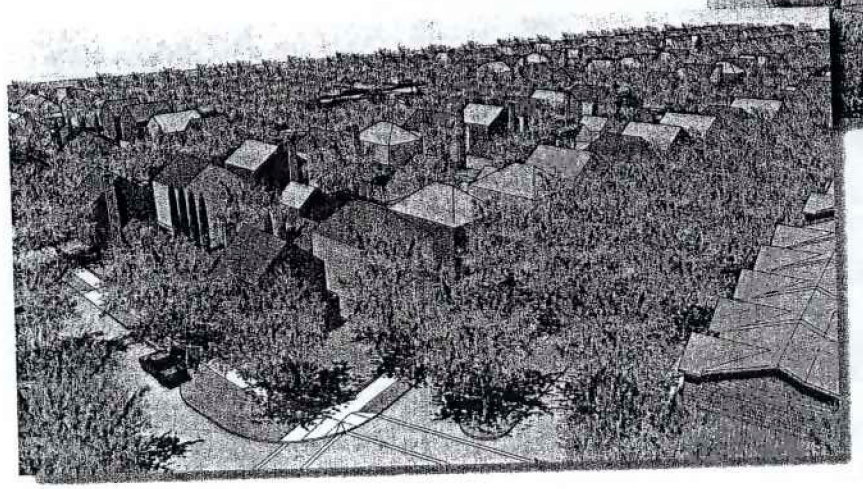
LANDCURRENT

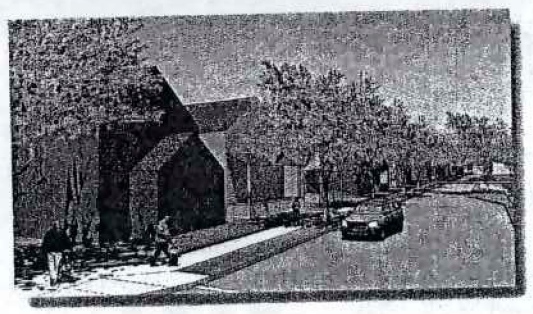
SATRE ASSOCIATES

OAK PRARIE HOMES









MARCOLA MEADOWS
OAK PRARIE HOMES

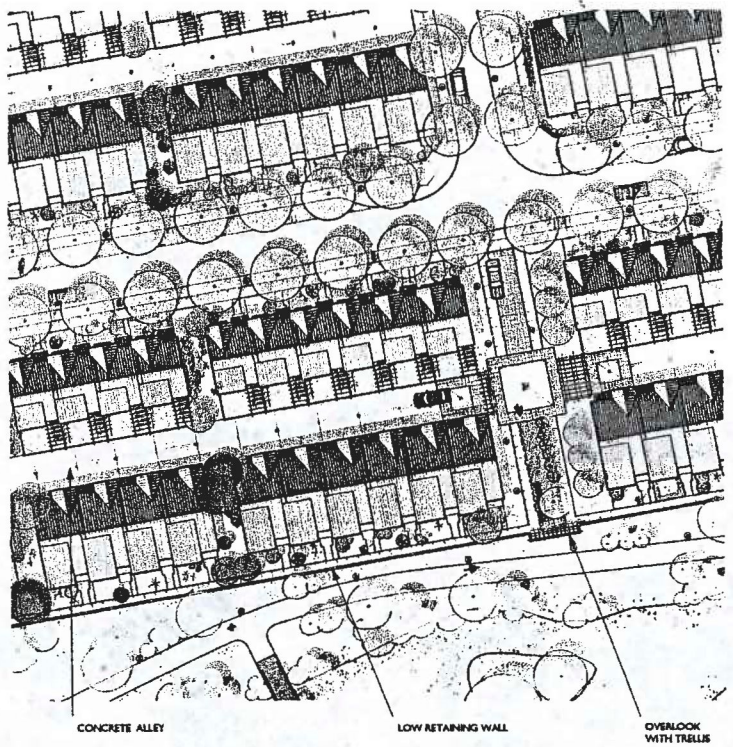
Waterbury Shipman ARCHITECTURE

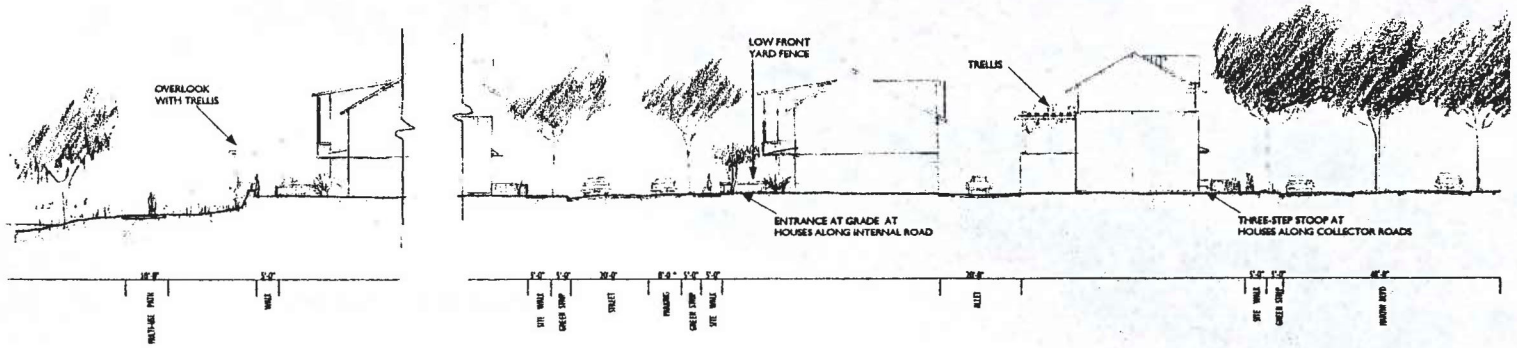
SATRE

WILLOW CREEK TOWNHOMES

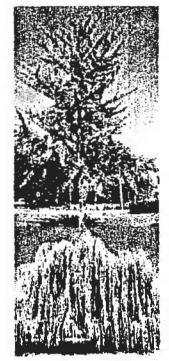
Willow creek townhomes are located between Willow Creek and the main collector road. Streets have strong building edges. The townhouses have garages accessible from alley ways. Along Willow Creek the houses are set on a higher plinth with trellised promontories. Along the collector roads the first floors of the townhouses are vertically offset from the street level with three steps, while townhouses are accessed on grade from internal streets.







SECTION FROM WILLOW CREEK TO MARTIN BOULEVARD (MAIN COLLECTOR)



GINGKO TREES

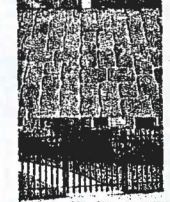
WEEPING WILOWS



WOOD SLATTED BENCH ES



METALLIC/ GRAY STREET LIGHTS



UNIT PAVERS

LOW WROUGHT IRON F FRONT YARD FENCES



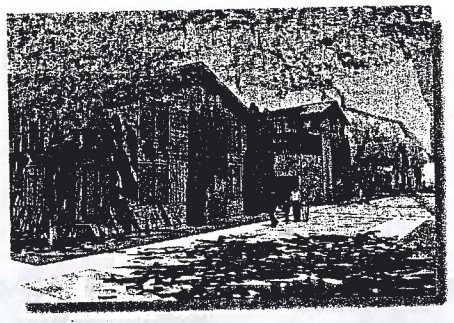
TRELLISES

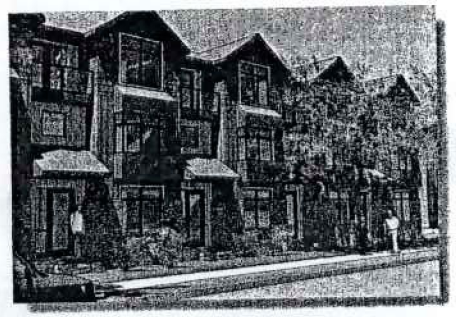
MARCOLA MEADOWS
WILLOW CREEK TOWNHOMES

SATRE

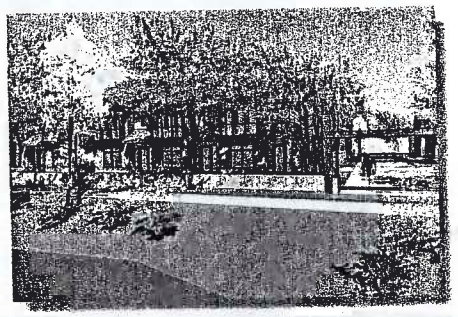
LANDCURRENT

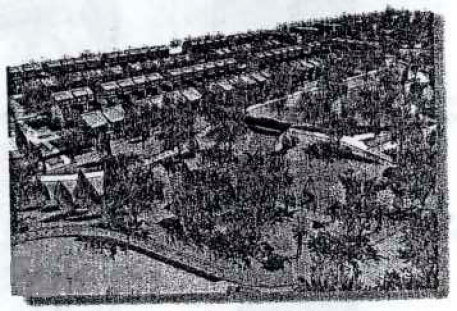
WILLOW CREEK TOWNHOMES











MARCOLA MEADOWS
WILLOW CREEK TOWNHOMES

Waterbury Smith ARCHITECTURE

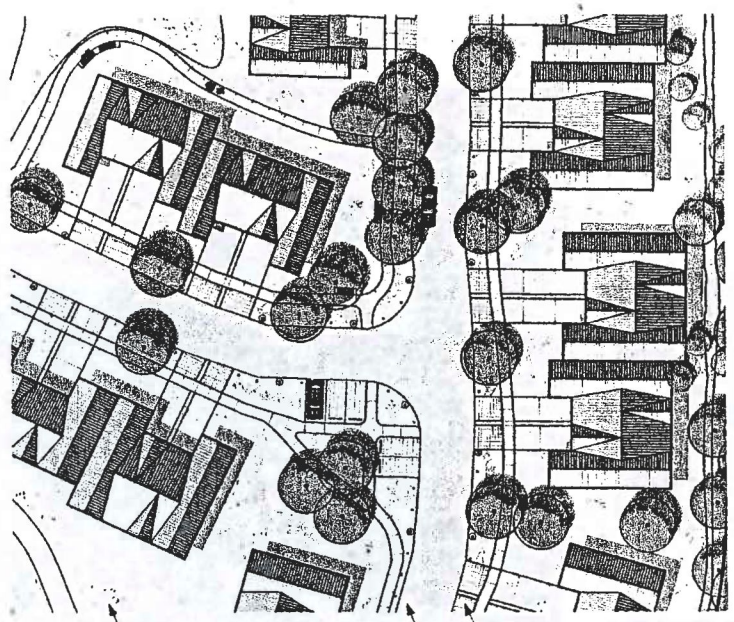
SATRE

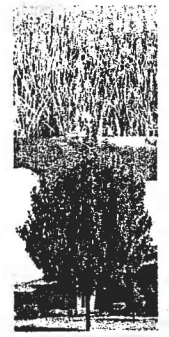
66–9

ASHWOOD COTTAGES - SENIOR LIVING

One story, accessible senior cottages are privately located around a circular drive and small seasonally wet meadow. The cottages are offset from the street on a slightly higher grade thus de-emphasizing the street. Along Willow Creek private terraces look out on this central green spine. The road is curbless and lined with shallow swales. This slightly undulating landscape is covered with native hairgrasses and camas flowers. Ash trees dot the landscape. Parking areas and driveway approaches are created from unit pavers. Wooden bollards separate pedestrians and cars. Charcoal colored concrete walks lined with wood slat benches provide for strolling opportunities and connect to surrounding living, shopping areas and open spaces.





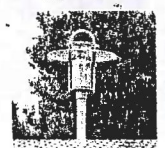


HAIRGRASS/ CAMAS MEADOWS

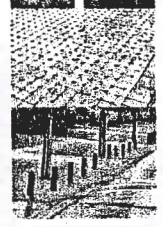
ASH TREES



WOOD SLATTED BENCH ES WITH ARMRESTS



METALLIC/ GRAY STREET LIGHTS

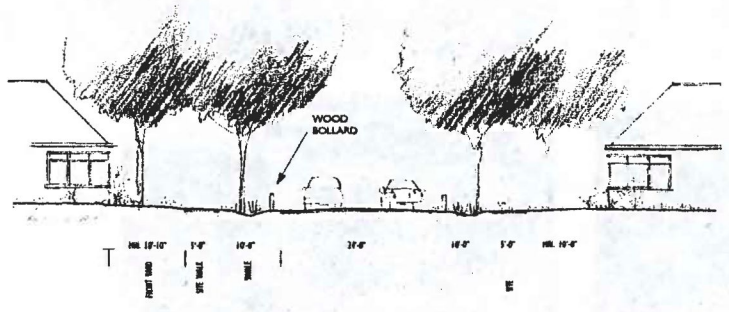


UNIT PAVERS OR ECOSTONE

WOOD BOLLARDS



TYPICAL STREET VIEW IN ASHWOOD COTTAGES VILLAGE



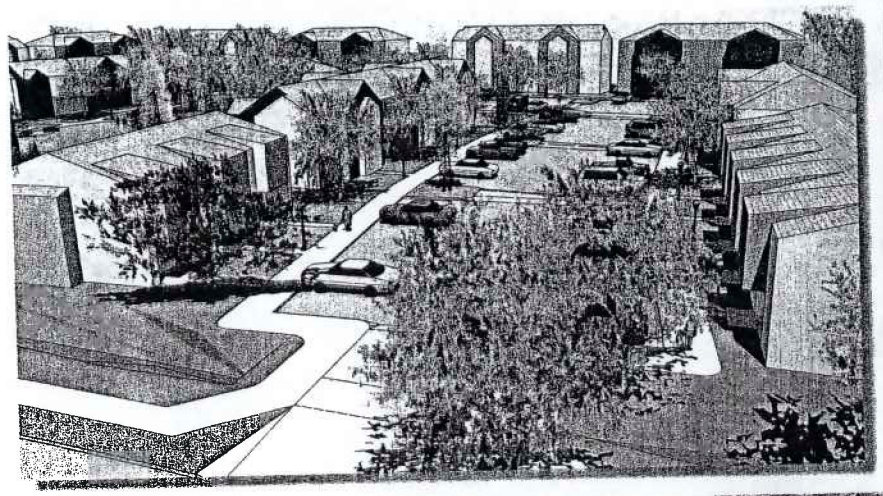
TYPICAL STREET SECTION IN ASHWOOD COTTAGES VILLAGE

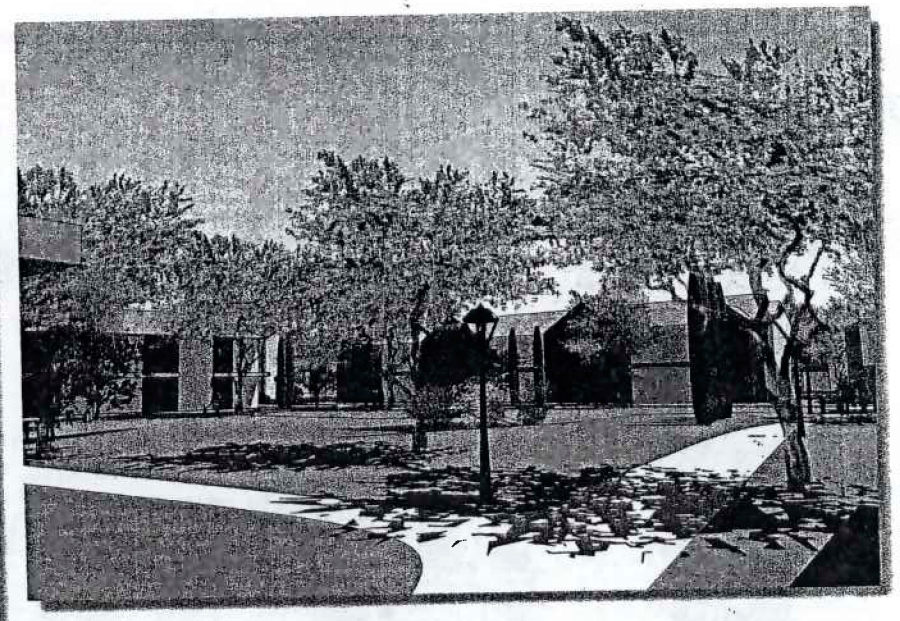
MARCOLA MEADOWS
ASHWOOD COTTAGES
SENIOR LIVING

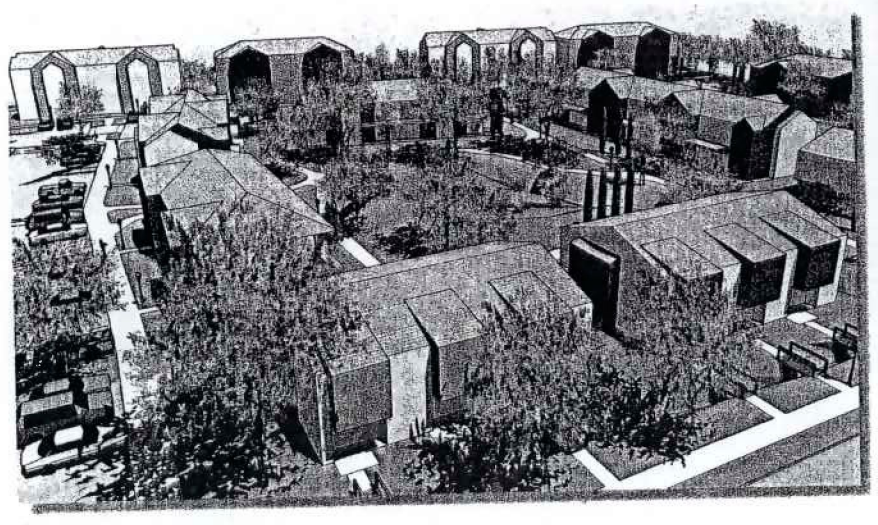
SATRE

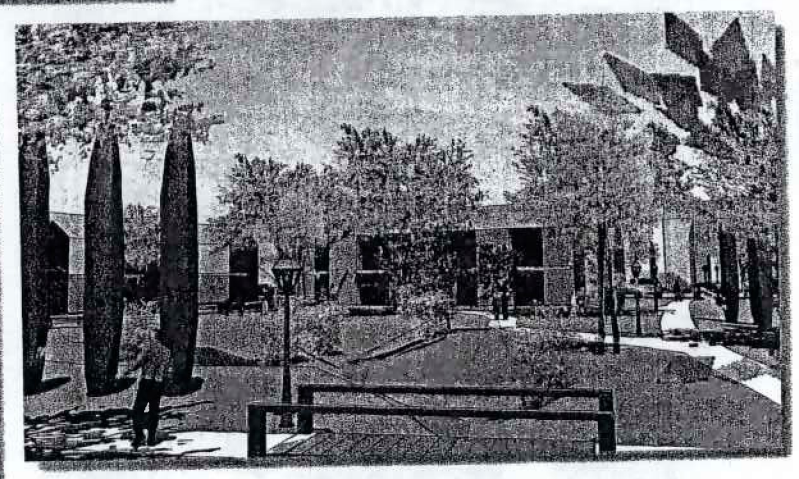
LANDCURRENT

CAMAS MEADOW
APARTMENT HOMES









MARCOLA MEADOWS
CAMAS MEADOW
APARTMENT HOMES

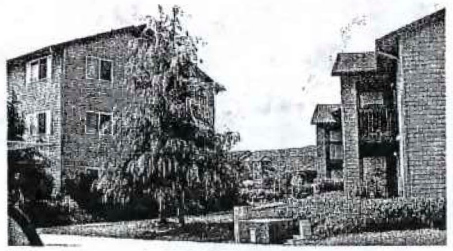
Waterbury Architecture

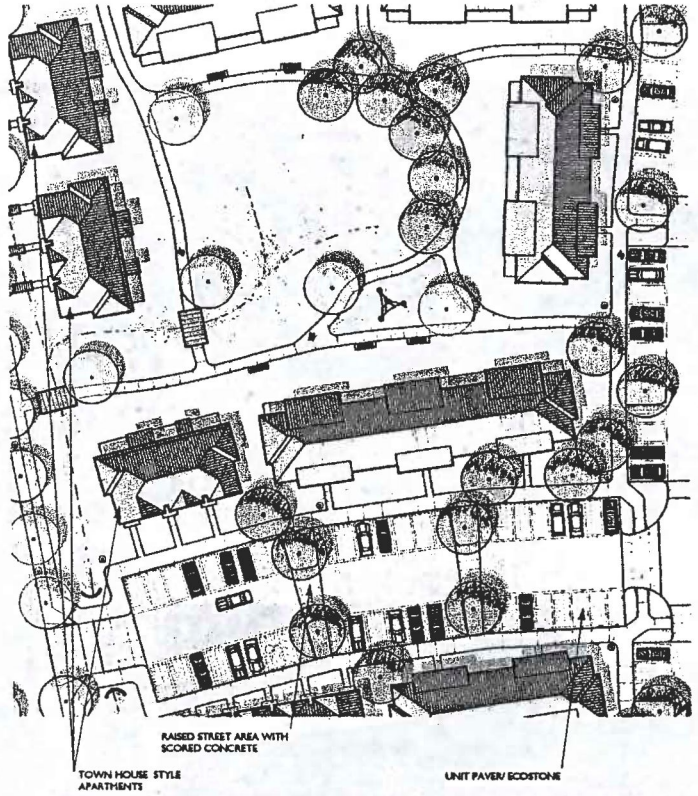
SATRE

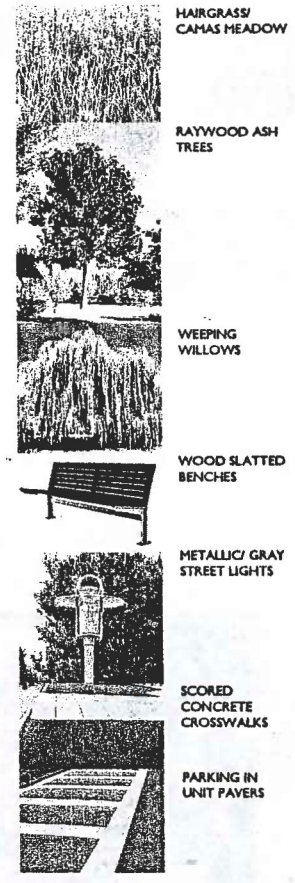


CAMAS MEADOW APARTMENT HOMES

Camas meadow, apartment homes are located around a green that provides open space and a play area. Private ter- races border the green meadow. The green is also part of a long view corridor that extends from the single family village. Townhouse style apartments form a transition from the single family homes to the apartment flats. Parking stalls are clustered together. Raised street ar- eas slow down traffic.









TYPICAL STREET VIEW IN CAMAS MEADOW VILLAGE



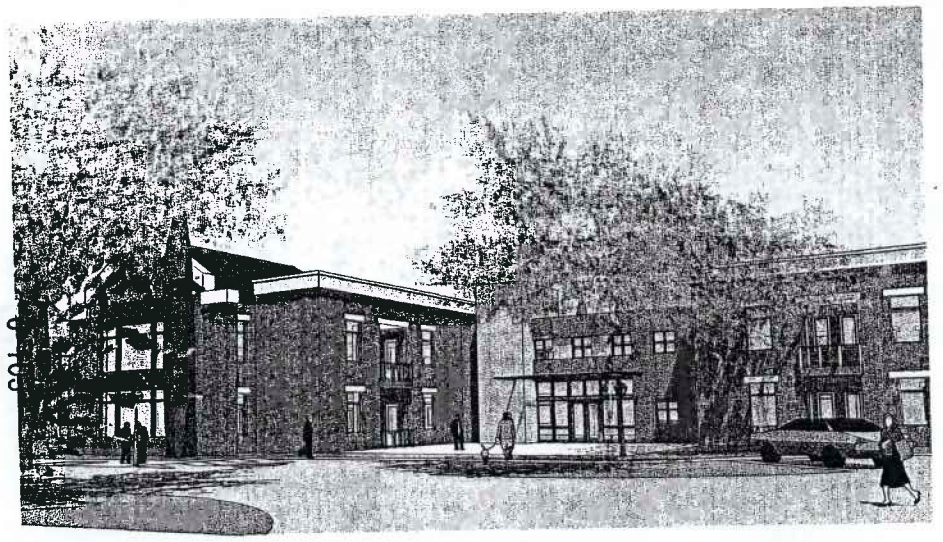
APARTMENTS HOMES WITH PRIVATE TERACES LOOKING OUT ON THE GREEN

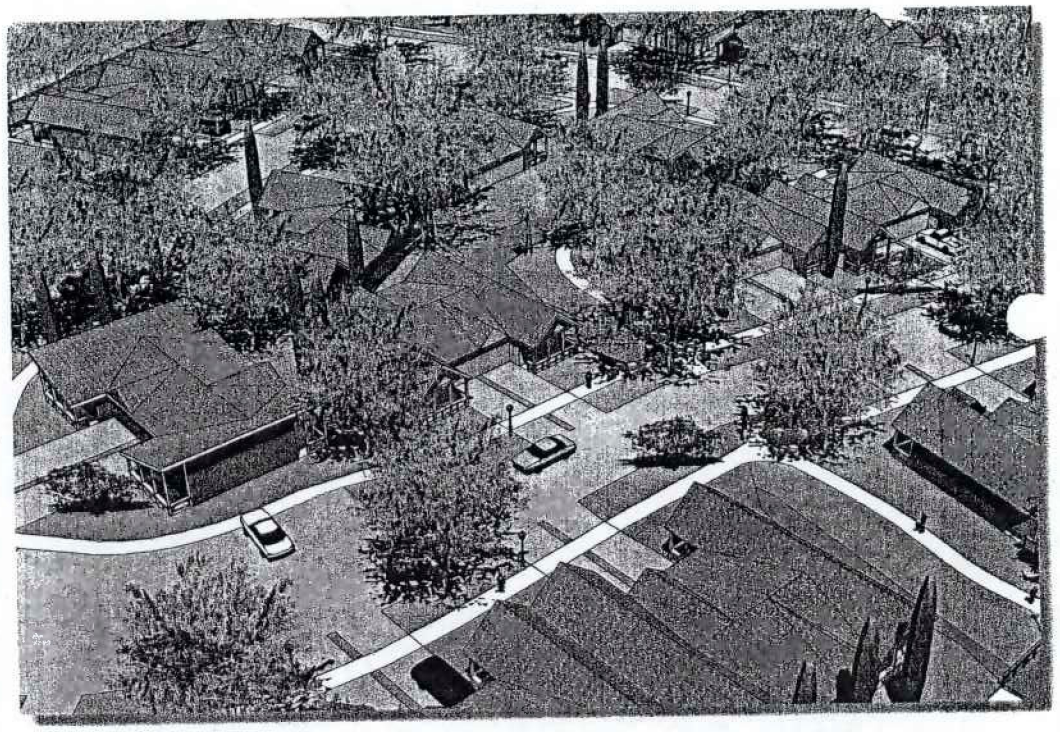
MARCOLA MEADOWS
CAMAS MEADOW APARTMENTS

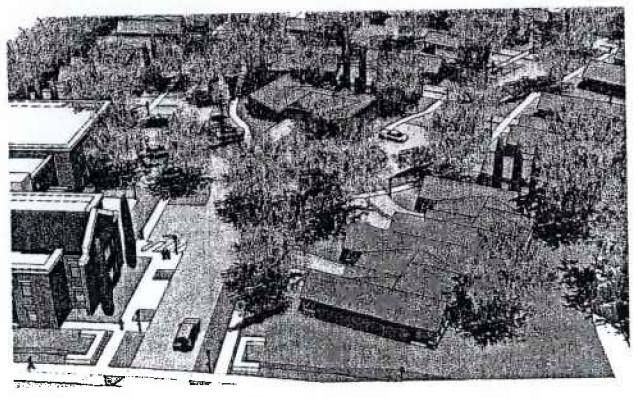
LANDCURRENT

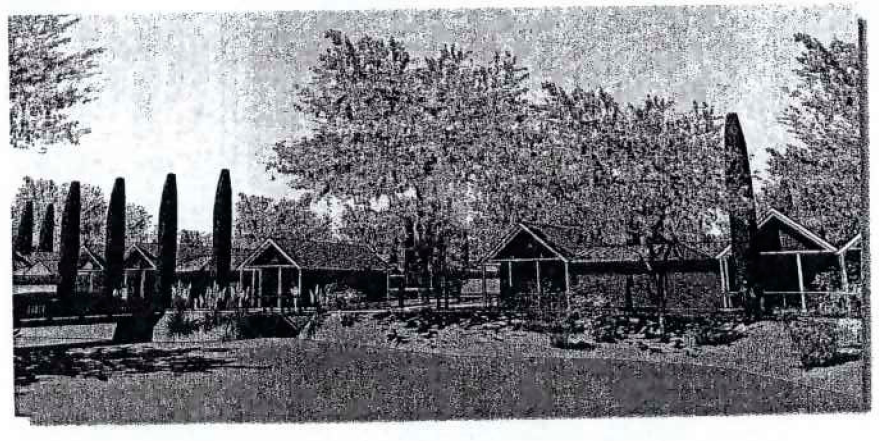
SATRE

ASHWOOD COTTAGES
SENIOR LIVING









MARCOLA MEADOWS
ASHWOOD COTTAGES
SENIOR LIVING

Waterbury Shepherd
ARCHITECTURE

SATRE

ATTACHMENT 5

ODOT Correspondence

Oregon
Ted Kulongoski, Governor

Department of Transportation
Region 2, Area 5
Planning & Development Office
644 "A" Street
Springfield, OR 97477
541.747.1354
FAX 541.756.2509
ed.w.moore@odot.state.or.us

9 March 2007

Gary Karp,
City of Springfield
71 SE "D" Street
Springfield, OR 97478

Re: ODOT comments on the Marcola Meadows proposed Metro Plan amendment and Zone Change.

This letter represents ODOT's comments on the aforementioned proposed Metro Plan Amendment and Zone Change requested for the Marcola Meadows development located north of Marcola Road and west of 28"'/3 1" Streets in Springfield, Oregon.

The proposed Metro Plan designations for the site include redefining and enlarging the medium density residential area to 54.7 acres, modifying the community commercial designation and adding MUC (commercial with a mixed use overlay), and changing the campus industrial designation to a mix of CC (14.8 acres), and MUC (30.8 acres).

Plan amendments and land use regulation amendments are regulated under OAR 660-012-0060, the "Transportation Planning Rule." If an amendment significantly affects a transportation facility, a local government must provide a form of mitigation.

As stated in the Traffic Impact Analysis (TIA) for the project, the worst-case Amended Zoning scenario would generate significantly more traffic than the Current Zoning scenario. In order to avoid all but one significant impact to the transportation system, the applicant is proposing to cap the trips generated at a level slightly higher than the level that would be generated by the Preliminary Plan (not part of this application). The foundation for the trip cap is based on limiting the type and intensity of uses allowed within the project limits. This has been captured and summarized in Table 4C of the TIA.

By incorporating the concept of a trip cap, the developer was able to reduce the traffic impact of the development to slightly below what would have occurred with development under the current zoning of the property. The only location where the proposed plan and zoning map amendment will result in a significant impact to the transportation system is at OR 126 @ Mohawk eastbound off-ramp. To address impacts at the eastbound ramps of the Mohawk Blvd. @ OR 126 intersection the TIA proposes the following mitigation:

- Traffic control changes allowing left-turns form the eastbound ramp center lane

The mitigation proposed by the applicant is to modify the existing ramp which has a single lane left-turn lane to one have duel left-turn lanes. According to the analysis preformed in the TIA, this will result in congestion slightly below what would be anticipated under current zoning.

In conclusion, in order for the city to approve the Marcola Meadows plan amendment and zone change and meet the requirements of the TPR, there will need to be two conditions of approval.

1. The type, intensity and mix of development allowed within the project site must be constrained or limited to that analyzed in the TIA and enumerated in Table 4C.

2. Put in place prior to occupancy traffic control changes at OR 126 @ Mohawk Blvd. EB off-ramp as identified in the TIA.

With regard to the mitigation (the introduction of a dual-left at an ODOT-controlled signalized intersection) proposed by the applicant for OR 126 @ Mohawk Blvd., the applicant will need to submit plans for the traffic control change to the State Traffic Engineer for review and approval. Should the State not approve the TIA proposed traffic control change, the applicant must be required to work with ODOT to identify and implement necessary mitigation to limit the traffic impact of the proposed development to a level at or below the traffic conditions that would otherwise be expected at time of opening and the end of the plan period (2025) under current zoning.

Please enter this letter into the record for the planning commission and upcoming city council hearings.

Respectfully,

Ed Moore, AICP
Sr. Region Planner

c. Erik Havig, Region 2 Planning & Development Manager
Jane Lee, Area 5 Manager
Michael Spaeth, District 5 Manager
Marguerite Nabeta, DLCD Field Representative

ATTACHMENT 6

DLCD Correspondence

Oregon
Theodore R. Kulongoski, Governor

Department of Land Conservation and Development
1140 Willagillespie Rd., Ste. 13
Eugene, OR 97401-6727
(541) 686-7807
Fax: (541) 686-7808
www.lcd.state.or.us

March 12, 2007
Mr. Gary Karp
City of Springfield
225 Fifth Street
Springfield, Oregon 97444

RE: Eugene/Springfield PAPA 001-07: Plan diagram amendment and PAPA 003-07 Springfield zone change) for 56 acres

Dear Gary,

Please submit this letter into the record of the proposed Metro Plan Amendment and zone change requested for the "Villages at Marcola Meadows" development. In addition, the department supports the recommendations to address Goal 12 and the transportation planning rule (TPR) provided to the city by the Ed W. Moore, ODOT on March 9, 2007 and enclosed. We would only request an additional condition of approval to be in compliance with Goal 12: that the commercial development provide connectivity with the existing, as well as new residential development.

We have read the application and while there appears to be compelling reasons to redesignate the property to Commercial, the evidence to date does not adequately balance nor answer the main question of continual shifting of one plan designation and resultant zone category that is in low supply to another and vice versa. We certainly advocate the continued efforts by the city to provide the type of analysis of current inventories that could then be adopted for use as the factual information for decision making and should better address the city's employment lands needs. We do see this proposal as potentially vulnerable for appeal however and, like you, not sure on how to resolve this point in time for the everyday actions of the city of Springfield. These are initial areas of concern that we are willing to work with the city to see if they can be resolved to assist in making a decision on this plan amendment. Please do call me to discuss the attached issues.

Sincerely,

Marguerite Nabeta

Marguérite Nabeta, AICP
S. Willamette Valley Regional Representative

Enclosure

Cc: File
Ed W. Moore, ODOT

1. **Key issue: Springfield is low on Campus Industrial land, yet the applicant proposes converting a large percentage of its short-term supply to commercial and residential uses meeting a need under those zoning categories. There are two ways to reach compliance with Goal 9: a quantitative analysis of the supply of needed sites in a land use category, or a qualitative analysis of the particular site as to its suitability for the zoned use.**

2. **The applicant does not supply the cumulative actions to meet Commercial needs that have been occurring since the 2002 Commercial study. The applicant provides analysis from a data base that has not been adopted for land use purposes nor has it been coordinated with the state of Oregon. The state does not know nor has it been provided an opportunity to discuss the assumptions in the data base.**

3. **The applicant provides general comments of a qualitative nature regarding the site including the existence of power lines and an irrigation ditch, and the site's proximity to residential and the Kingsford plant. However, no analysis or reasonable conclusions to justify redesignation are provided.**

4. **Potential problem areas that need better or additional discussion:**

   a. The subject site is included in the 2006 update of the Metropolitan Industrial Lands Inventory Report as one of the development-ready sites for short-term industrial use. It has been reserved as a development-ready industrial site since 1995. So far the application doesn't reconcile the borrowing from one plan element to assist with another.

   b. Metro Plan's Economic Element Policy B12 discourages plan amendments that change development-ready industrial sites to non-industrial designations. The proposal is not consistent with OAR 660-009-0010(4) because it is not consistent with the city's own industrial conversion policies. The applicant does provide other counterbalancing policies but doesn't provide the discussion of how to weight the balancing.

   c. According to the application, at least 155 acres of industrial land in Springfield have already been converted to residential or commercial use. Is this a large percentage of the remaining inventory or not? Should make a difference to decision makers and could inform a way to balance as suggested in "b" above.

d. According to the application, both short-term and long-term supplies of Campus Industrial (CI) land are critically inadequate, and this application proposes converting 29% of that critically inadequate supply to commercial use.

e. According to the application, Springfield's supply of CI land will be depleted by 2015.

f. The fact that this site has not yet developed with any CI uses does not justify converting it to a regional commercial retail use and reducing the city's dwindling CI land supply even further – CI code was just revised 2 years ago to potentially assist in siting issues – we acknowledge that applicant does have market expert, Lane METRO discuss viability of site as better for commercial, but then how to balance it against loss of CI inventory?

g.The city may not utilize for land use decision making but can consider the draft Jasper Natron Specific Development Plan designations in determining whether this application will negatively affect the CI land supply. The city may only use plans and plan policies that it has adopted.

h.The 1999 Eugene Springfield Lands Study shows a surplus of all types of residential land. If this is still true in 2007, then the city may not convert CI land, which is in short supply, to a residential use. (Part of the proposal is to increase the amount of MDR land on the site.) The applicant doesn't discuss information from the city's monitoring program. Is the information available from the city for the applicant to use?

5. There is no discussion of why a regional large retail store (*e.g.*, a home improvement center) is an appropriate use in a MetroPlan Nodal Development Area (#7C). Several large retail stores, including another local large Home Improvement Center exist in close proximity to the site. They all function as regional retail providers. Typically commercial uses at a smaller-scale local or neighborhood commercial: grocery store, bank are utilized for nodal developments. That is not to say that a larger retail store couldn't serve that purpose but what role it will play in serving a nodal development (to take trips off of the transportation system), and provide connectivity to dense residential development should be discussed.

6. A large retail store such as a home improvement center is not, as described in the application, a "supportive transition in scale and intensity between residential

neighborhoods and larger commercial uses." On the contrary, a home improvement center is the type of larger regional commercial use that is incompatible with a residential neighborhood. In the context of this site, it very well may be a transition between middle and high density residential and other heavy industrial uses. Perhaps worth discussing.

7. Mixed-use development is a desired type of development for a designated node, but this proposal is traditional development using the catch words of mixed-use. The different uses (commercial, residential, office) are segregated into different areas ("villages") over a very large (100-acre) area. True mixed-use combines uses within buildings (vertical mixed-use), or at least locates buildings with different uses next to each other (horizontal mixed-use). A large regional one-story retail store like a home improvement center is generally not considered mixed-use or part of mixed-use, unless the building has upper floors of housing units.

8. Because they have not been adopted into the city's comp plan, the September 2006 ECONorthwest Lane County Commercial and Industrial Land Supply Report and the economic growth predictions for the South Willamette Valley may not be used for this PAPA or other planning purposes. "Endorsement" is not sufficient; the city must adopt by ordinance. Without the required coordinated analysis the raw data base does not comply with Goal 9 Economic Development.

9. The proposal should state when the city adopted the 2001 Eugene-Springfield Metro Area Public Facilities and Services Plan, on which it relies.

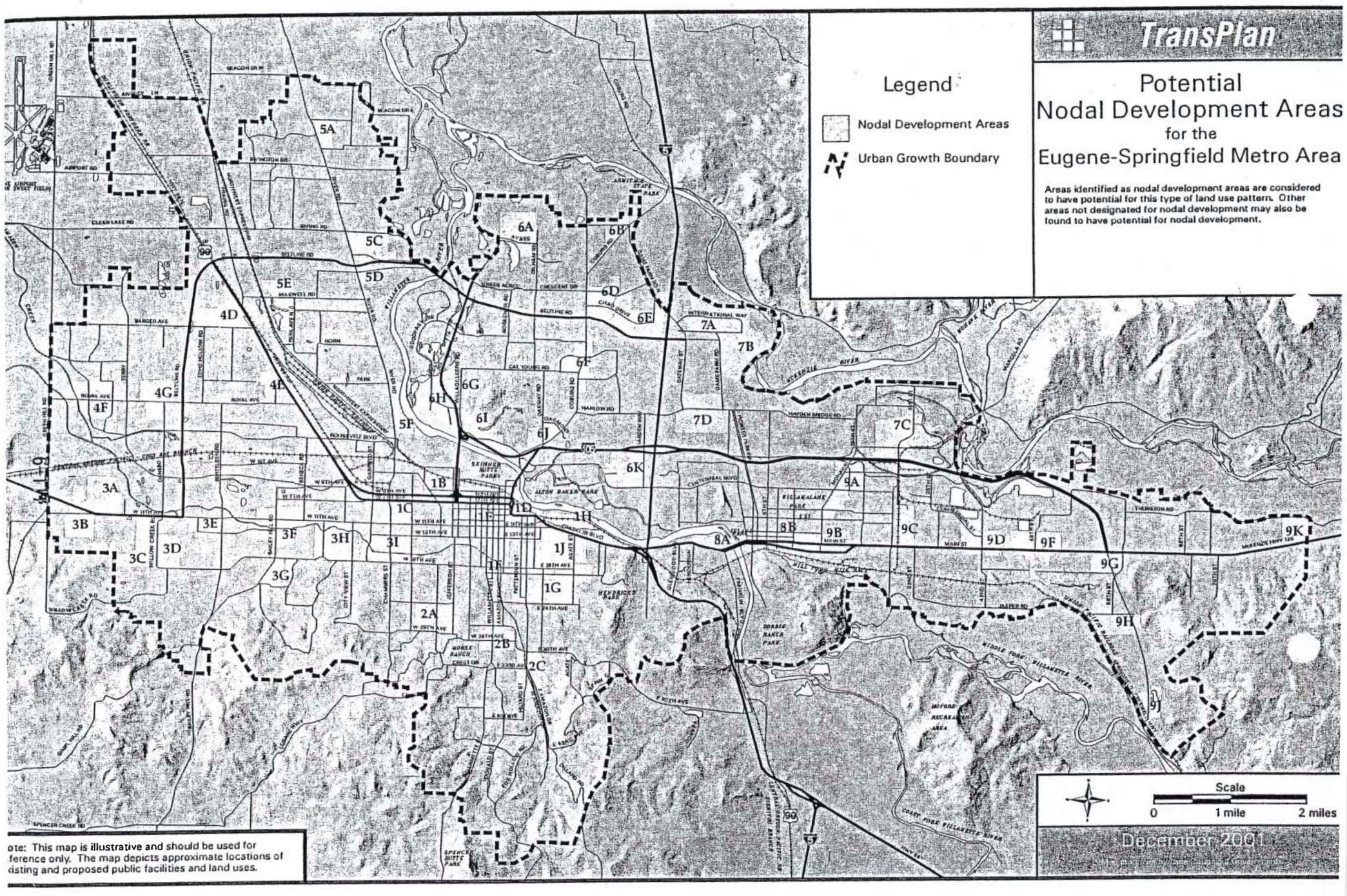
10. The proposal does not appear to comply with the Goal 2 coordination requirement. There should be adequate findings regarding coordination with the City of Eugene because of the regional nature of the MetroPlan and the UGB.

    a. Springfield should also coordinate with Eugene on this proposal because the Metropolitan Industrial Lands Inventory Report doesn't segregate out a specific land need for the City of Springfield.

11. We do agree that the 1999 Eugene Springfield Lands Study may be too old to be useful, but until more contemporary work is completed the applicant must do comparative analysis

ATTACHMENT 7

TransPlan Proposed Nodal Development Area Map


TransPlan
Potential
Nodal Development Areas
for the
Eugene-Springfield Metro Area
Areas identified as nodal development areas are considered to have potential for this type of land use pattern. Other areas not designated for nodal development may also be found to have potential for nodal development.
Legend
Nodal Development Areas
Urban Growth Boundary
Scale
0
1 mile
2 miles
December 2001
ote: This map is illustrative and should be used for
ference only. The map depicts approximate locations of
isting and proposed public facilities and land uses.

ATTACHMENT 7
APRIL 17, 2007 PLANNING COMMISSION PACKET

MEMORANDUM **CITY OF SPRINGFIELD**

DATE OF PLANNING COMMISSION ACTION: April 17, 2007

TO: Springfield Planning Commission

FROM: Gary M. Karp, Planner III GK

PLANNING COMMISSION TRANSMITTAL MEMORANDUM

SUBJECT: Metro Plan Diagram Amendment - Case Number **LRP 2006-00027**
Springfield Zoning Map Amendment - Case Number **ZON 2006-00054**
Satre Associates, Applicant - Representing SC Springfield, LLC

ISSUE

At their March 27th public hearing, the Planning Commission was asked to hold the record open to consider additional written material concerning the proposed Metro Plan diagram and Springfield Zoning Map amendments. On April 17th, the Planning Commission will deliberate on this matter and forward a recommendation to the City Council.

DISCUSSION

The subject site, formerly known as the "Pierce" property is located north of Marcola Road, west of 31st Street, east of Mohawk Marketplace Shopping Center and south of the EWEB bike path. The Planning Commission held a work session and conducted a public hearing on March 27th on the proposed Metro Plan diagram and Zoning Map amendments. Two letters were entered into the record and nine persons spoke at the hearing. Two people requested that the written record be held open. The Planning Commission complied with these requests. Four written comments were submitted to staff by the specified date of April 3rd (Attachment 1). Responses to issues raised are found in Attachment 2. The applicant submitted formal rebuttal written materials by the specified date of April 10th (Attachment 3).

All issues related to the effects of the proposed development on neighboring properties are issues that will be addressed during the Master Plan review process. The requirement for a Master Plan is a condition of approval of these applications. The Master Plan will be reviewed by the Planning Commission at a future public hearing. The Master Plan will contain mitigation requirements that will allow the Planning Commission to positively respond to the issues raised by the neighbors.

Rescheduling the Planning Commission action to April 17th required revising the City Council work session and public hearing originally scheduled for April 16th as follows: The City Council work session has been changed to May 7th. The City Council public hearing originally scheduled for April 16th will be opened and continued until May 7th. No testimony will be heard on April 16th. A revised notice was mailed advising property owners and interested parties of the schedule change.

RECOMMENDATION

Staff recommends approval of the proposed Metro Plan diagram Springfield Zoning Map amendments, as conditioned, based on the attached findings, in both the staff report and the additional attached information.

ACTION REQUESTED

Advise the City Council, by motion and signature of the attached order and recommendation by the Planning Commission Chairperson, to approve these applications, as conditioned, at their public hearing on April 16, 2007.

ATTACHMENTS

Attachment 1: Written Comments Submitted by April 3rd
Attachment 2: Responses to Written and Oral Testimony
Attachment 3: Applicant's Rebuttal Submitted by April 10th
Attachment 4: Draft Minutes – March 27th Planning Commission Work Session
Attachment 5: Draft Minutes – March 27th Planning Commission Public Hearing
Attachment 6: Order and Recommendation

ATTACHMENT 1
WRITTEN COMMENTS SUBMITTED BY APRIL 3RD

KARP Gary

From: G Wagenblast [gngw@comcast.net]
Sent: Tuesday, April 03, 2007 5:59 PM
To: KARP Gary
Subject: Case #LRP 2006-00027 and ZON 2006-00054

To: Springfield Planning Commission
Re: Public Hearing Testimony

I would like to address some concerns regarding the rezoning of the site on Marcola Road, formerly known as Pierce Property. I think it is important to address these concerns before making a recommendation to the city counsel.

First, and I think foremost, is the issue of the medium density residential zone. I recognize that in the original zoning, there was an area of medium density residential that was included in the Metro Plan. However, increasing this area would add approximately 200 more residences than were originally intended. This would have a significant effect on the local region. I have based these numbers off an average of 12.5 homes per acres with the nodal development. However, at the public hearing, the planner mentioned that the master plan could include up to 20 homes per acre. That would be catastophic to the neighborhood. I would implore you to consider this when making your decision.

The first effect that this would have is the significant increase in traffic pattern. In an already busy region, adding an enormous amount of cars would put an undue strain on the road system that has been established. This is also a concern in the medium density residential, as the lot size is so small that children in this area will almost certainly need to walk somewhere to play. The increased traffic will be a risk for these children.

The second effect would also involve children. That would be the increase to the school system in that area. Although the Metro Plan did include some medium density residential, an additional amount of medium density residential would definitely overpopulate already crowded schools. The addition of 435 dwellings would certainly bring children to the area. Yolanda Elementary School has large class sizes now and Briggs Middle School has children doubled up in lockers currently. With this issue in mind, the planner also needs to be cognizant of the fact that the school yards should not be considered open spaces for the future medium density residential. I feel that either a new school, or outbuildings will have to be considered to handle the additional influx of students which would drastically change the school grounds.

The third thing that I would like the counsel to consider is the drainage issue. The land in question is currently a fairly major wetland. Although the planner has addressed changing the drainage ditch to a seasonal creek, that drainage ditch is already in existence and we still have flooding issues associated with that piece of property. I feel that the planner would have to be very aware of water runoff and the direction of runoff . The neighborhood behind the field is often affected by the rainwater and this results in boggy yards from winter to early summer.

Many of the aforementioned issues could be resolved by changing to a lower density residential instead of a medium density residential. This would decrease the influx of both people and cars to a much more manageable level. This would also address the need for children to have space to play. The

development of extremely small lots just contributes to a stagnate society. We should be advocates for children to be outside instead of sitting in front of televisions. A larger lot size would make an aesthetically pleasing neighborhood that could be considered an asset rather than a hindrance

I appreciate your consideration in this issue.

Sincerely-

Greg Wagenblast

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RECEIVED
APR 03 2007
BY:

2-9 March 2007

Springfield Planning Commission
225 Fifth Street
Springfield, Oregon 97477

Dear Commissioners,

If it's not broken - don't fix it! The Metro Plan is not broken!

When we think of amending something ~~something~~ we think of improvement - neither proposal of changing the Metro Plan or the Zoning is an improvement.

Don't let the third plan and zone change request be a charm.

1/ Many years ago K-Mart wanted to locate on the "Pierce" property. It wasn't zoned right.

2/ Six years ago Home Depot wanted to change the Metro Plan, so they could ask for a zone change, so they could locate there. It didn't happen. The land was preserved for campus type light industrial development - Rightfully So.

- 3./And now comes Lowe's asking to change the Metro Plan and zoning, all in one swoop.

- Let it be three strikes and you're out for good!

- Goal # 2 of the state wide goals, states revisions to the Metro Plan should not be made more often than every two years. Just recently Springfield made major revisions to the Metro Plan for Peace Health at River Bend. What's going on here?

- In reading the responses of Richard Bates to the list of DLCD's concerns I was horrified to read on page 3, Item #6, the last sentence that he doesn't even acknowledge that all the homes between 2189 and 2777 on the South side of Marcola Rd exist.

We will be the most adversely harmed by this proposed development -- with intrusion of streets with traffic signals and the backs of retail stores or/and parking lots directly across from our homes

Please DO NOT recommend changes to the Metro Plan and zoning code. 7-10 Thank you, Nancy Falk

1/0/-1

Refer - LRP 2006-00027

I have lived here at 2415 marcola Rd for 36 years. Little has change since 2006 only the name of the major retail store, Home Depot To Lowes. The negative impact on our neighborhood from the increased Traffic, Congestion and noise from this Store in addition To the log, chip, Construction Wal-Mart, Transport Trucks and auto traffic already in use would be almost unbearable. There are times now when the only way out of my driveway is To Turn right and Take a different route To my destination

Rezoning or departure from The current Metro Plan will only encourage additional conversion To commercial and set a precedent.

Wesley O. Swanger
2415 Marcola Rd

APR 13 2007
BY:

KARP Gary

From: CHERRI WILLIS [jcwmirage@hotmail.com]
Sent: Tuesday, April 03, 2007 11:54 AM
To: KARP Gary
Subject: "PIERCE PROPERTY" OFF MARCOLA ROAD - CHANGE OF ZONING

AFTER ATTENDING LAST TUESDAY NIGHTS PLANNING COMMISSION MEETING, I AM NOW MORE CONVINCED THAT MORE INFORMATION AND A "FINAL MASTER PLAN" FROM SATRE AND ASSOCIATE SHOULD BE REQUIRED PRIOR TO ANY ZONING CHANGES.

MORE QUESTIONS ARE BEING RAISED WITHOUT ANSWERS.

THURSTON HAS HUNDREDS OF NEW HOMES APPROVED. AMBLESIDE DEVELOPMENT WILL HAVE MANY NEW HOMES.

THESE ADDITIONS WILL ALREADY TAX OUR LIMITED RESOURCES SUCH AS POLICE/CRIME PREVENTION (OUR CARS HAVE BEEN BROKEN INTO SEVERAL TIMES AND ONE ACTUALLY STOLEN), EMERGENCY SERVICES, AND MOST IMPORTANTLY NO WHERE FOR THE CHILDREN LIVING IN THESE HOMES TO GO TO SCHOOL.

I ALREADY PAY WAY TOO MUCH IN PROPERTY TAXES AND FORESEE THAT THIS WILL, WITHOUT DOUBT, INCREASE WITH BOND MEASURES TO RAISE MONEY FOR IMPROVEMENTS TO THE ABOVE.

SPRINGFIELD WILL GROW, IT IS INEVITABLE. NO MORE HOUSING SHOULD BE APPROVED WITHOUT SOLUTIONS TO THE PROBLEM WE WILL ALREADY SHORTLY FACE.

I FORESEE MANY DEVELOPERS MAKING A LOT OF MONEY FROM THESE DEVELOPMENTS. I ALSO FORESEE SPRINFIELD WELCOMING THE GROWTH AND REVENUE. WHAT I DON'T SEE ARE THESE PEOPLE BEING FORCED TO FINANCIALLY COMPENSATE THE CITY FOR THE NEGATIVE IMPACT THEY WILL HAVE ON OUR COMMUNITY.

AT TUESDAY'S MEETING, SATRE FINALLY ADMITTED THAT THE "MASTER PLAN" COULD INCLUDE UP TO 20 UNITS PER ACRE. I FEEL THAT WHAT IS ALREADY BEING PLANNED IS FAR TOO MANY. I LIVE NEXT DOOR TO WHAT WILL BE THE "PIERCE PARK" AND AM CONCERNED ABOUT THE IMPACT THAT THIS WILL HAVE ON MY PROPERTY AS FAR AS EVEN MORE CRIME AS WELL AS THE VALUE OF THE PROPERTY IF MASS/MEDIUM DENSITY (LET'S FACE IT, SUBSIDISED OR LOW INCOME) PROPERTIES IN THE POSSIBLE PROPORTION ALLOWED.

APPROVAL OF THE ZONING CHANGES WITHOUT A DEFINITIVE - FINAL MASTER PLAN WOULD BE IRRESPONSIBLE AT BEST WITHOUT ADDRESSING THE INEVITABLE OUTCOME.

PLEASE CONSIDER MY CONCERNS ALONG WITH MY NEIGHBORS BEFORE AGREEING TO SEND THIS MATTER TO THE CITY COUNCIL.

THANK YOU,
CLAYTON "JOE" WILLILS
2476 OTTO STREET
SPRINGFIELD, OR 97477

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ATTACHMENT 2
RESPONSES TO WRITTEN AND ORAL TESTIMONY

RESPONSES TO WRITTEN AND ORAL TESTIMONY

Since both the applicant and staff did not have an opportunity to rebut each topic of testimony before the March 27th Planning Commission public hearing was closed, it will occur here. These responses are intended to address all of the issues raised at the public hearing and the additional written comments received by staff as of April 3rd. The applicant prepared most of these responses. Staff concurs with the applicant's responses. In some cases staff has either completely answered or revised the applicant's response – these responses are marked as follows**. The applicant submitted formal rebuttal written materials by the April 10th date which can be found in Attachment 3.

The following people submitted written testimony entered into the record at the March 27th Planning Commission public hearing:

Jim and Brenda Wilson 2541 Marcola Road, received March 23, 2007
Darlene Houck 2595 Marcola Road, received March 26, 2007
Rick Satre*, received March 26, 2007

*This was a response to issues raised by the Department of Land Conservation and Development in a letter dated March 12th. The Satre response stands on its own.

The following people presented oral testimony at the March 27th Planning Commission public hearing:

Karen Boden, 2187 N. 32nd Street
Peggy Thompson, 2777 Marcola Road
Gayle Wagenblast, 2457 Otto Street
Cheri Willis, 2476 Otto Street
Robert Lind, 2359 31st Street
Nancy Falk, 2567 Marcola Road
Lauri Segal, representing Goal 1 Coalition, 642 Charnelton Street, Eugene
Jennifer Bates, representing the Ambleside Homeowner's Association, 2287 35th Street
Karen Clearwater, 2361 31st Street

The following people submitted written testimony by the April 3rd deadline granted by the Planning Commission after two persons requested the written record to be left open for seven days:

Gayle Wagenblast, 2457 Otto Street
Nancy Falk, 2567 Marcola Road
Cheri Willis, 2476 Otto Street
Wesley Swanger 2415 Marcola Road

For ease of review all neighbor testimony, both written and oral have been combined in this format which responds to each question and/or topic.

Name	Summary of Testimony	Response
Karen Boden Gayle Wagenblast	1. The impact to the established neighboring homes and the quality of the proposed homes.	With the trip cap, there is no significant difference in the number of dwellings or the traffic that will result from these changes. For properties directly abutting, zoning of the project site will remain the same for all but seven lots, for a total distance of approximately 630 feet on the perimeter.
Karen Boden Gayle	2. The impact on Briggs and Yolanda schools. Yolanda	The school system as a whole has sufficient capacity for additional

Wagenblast Cheri Willis Jennifer Bates	Elementary School has large class sizes now and Briggs Middle School has children doubled up in lockers currently.	students. Districts can be redrawn to avoid overcrowding. Despite the 19-acre increase of MDR land, the maximum number of dwellings under the amendment's proposed trip-cap will be only 16 more than permitted under the current designation and zone. The school district uses an estimating ratio of 39 students per 100 new single-family homes and 21 students per 100 new multi-family dwelling. At maximum densities, the estimated impact of the amendment will be only 6 additional students. See also the letter from School District 19 in Attachment 3.
Karen Boden	3. If the proposed development would require annexation of nearby properties.	**No. The subject site is entirely within the current city limits. The City does not have a policy to force annexation of properties that are adjacent to the city limits. The City's annexation process applies when new subdivisions are proposed on land outside the city limits.
Kathy Boden Gayle Wagenblast	4. What would happen to wildlife that live in and/or use the open field?	The issue raised here will be the same whether or not zoning is changed. It is better dealt with during the Master Plan phase where site planning and drainage will be addressed.
Kathy Boden Gayle Wagenblast	5. Drainage issues. There is flooding to abutting properties the west and to the north.	**Grading and drainage plans will be reviewed with the Master Plan and later applications. They must be prepared by Oregon licensed engineers and their work reviewed by the City's Public Works Department. Increasing drainage to adjacent properties is not permitted.
Kathy Boden	6. Mapping error – 23rd Street should be Bonnie Lane.	**The mapping error has been resolved for future maps.
Peggy Thompson Jim and Brenda Wilson Wesley Swanger	7. Increased traffic caused by the development/difficulty backing onto Marcola Road from existing houses across the street.	The application has been reviewed by traffic engineers from State and the City for compliance with all of the statutory requirements. As proposed, the amendment will not result in any more traffic than would be produced by development under the current designation and zone.
Peggy Thompson	8. Asked if a round-about could be constructed at 28th Street and Marcola Road.	At this time, the *TransPlan* does not anticipate a round-about for this intersection.
Gayle Wagenblast Cheri Willis Nancy Falk Jennifer Bates Karen	9. Medium Density Residential density questions – if the minimum density is 10 dwelling units per acre, why are they required to have 12 dwelling units per acre and why can't	*TransPlan* identifies the site as a potential Nodal Development Area. The proposed amendment would implement the Nodal Area designation raising the minimum density to 12 du/acre, and help the City meet State

Clearwater	they rezone to a lower density/at the public hearing the planner mentioned that the Master Plan could include 20 homes per acre.	transportation requirements. With or without Nodal Area designation, the MDR maximum remains 20du/acre. Rezoning to a lower density will make it more difficult for the City to meet the *Metro Plan's* target overall density and comply with Statewide Planning Goals.
Cheri Willis Clayton "Joe" Willis	10. Extra persons on the bike path and crime (houses and cars broken into).	The issue raised here will be the same whether or not zoning is changed. The principles of Crime Prevention Through Environmental Design (CPTED) suggest encouraging persons or activities to maximize surveillance possibilities. Improvement and maintenance of the bike path will increase natural surveillance and possibly reduce crime.
Robert Lind	11. Wanted to have the two and three story apartments placed in another spot.	**Apartments could be built there today. The issue raised here is the same whether or not zoning is changed. The SDC allows a maximum building height of 35 feet in the MDR District. The height issue is better dealt with during the Master Plan phase where design standards, site planning and landscaping will be addressed.
Robert Lind	12 How is 31st Street going to be improved and will this cost be placed on the current property owners?	**There are Improvement Agreements that encumber a number of properties on the east side of 31st Street. 31st Street is a Collector Street. City policy has been that if a Local Improvement District is required, then properties would be assessed as if they fronted a Local Street. No decision will be made concerning street improvements and possible assessments until the Master Plan application is submitted to the City.
Nancy Falk	13. This is a special piece of property and that a number of developers have tried to locate on this property without success.	Past proposals have been piecemeal. The proposed amendment will bring 100 acres under a comprehensive Master Plan. Future proceedings to approve that Master Plan and specific site plans will afford neighbors many opportunities to express their concerns.
Nancy Falk Wesley Swanger	14. The Planning Commission should not amend the Metro Plan/Rezoning or departure from the current Metro Plan will only encourage additional conversion to commercial and set a precedent.	The *Springfield Commercial Lands Study* found a serious shortage of commercially zoned property. Conversion to commercial zoning is exactly what is needed to achieve the overall goals of the *Metro Plan* regarding equitable land supply.
Lauri Segal	15. There are internal inconsistencies with Type I, II, III and IV review processes.	**Although the terminology is confusing, the application and staff report are correct in stating the

		proposed action is a Type II *Metro Plan* amendment, subject to a Type IV review process. The Type II process is one that was adopted by all three local jurisdictions which required similar language for Metro Plan amendments in 1987. The Type I-IV review process was unique to Springfield at that time.
Lauri Segal Nancy Falk	16. Goal 2 was not adequately addressed/Goal 2 states that revisions to the Metro Plan should not be made more often than every two years. Just recently Springfield made major revisions to the Metro plan for Peace Health at River Bend.	**The applicant has addressed the Goal 2 question (see Attachment 3 – correspondence from James Spickerman). In addition review procedures in SDC has no limitation on the number of Metro Plan amendments that may be submitted. Each application stands on its own. Specifically, SDC 7.010 states that Metro Plan amendments can be "...initiated at any time." Additionally, the Riverbend *Metro Plan* diagram amendment was initiated in 2002 and was approved by the City Council January 10, 2005.
Lauri Segal	17. Goal 5 – The City's Natural Resource Study was not an update of the City's land inventories, the loss of land involved small acreages pertaining to the 25 foot setbacks.	The adopted and acknowledged *Springfield Natural Resource Study Report* included an analysis of how proposed Goal 5 actions would affect land inventories. This analysis required updating estimates of land supplies. These updates considered only designation changes and other actions that were adopted and acknowledged. They are, therefore, the most recent and accurate land supply estimates available. Because the *Springfield Natural Resource Study Report* is acknowledged by the DLCD, it can be used.
Lauri Segal	18. Goal 9 – Staff cited an outdated version of the OAR.	**The application was submitted in September 2006 prior to the effective date of changes made to Goal 9 by DLCD.
Lauri Segal	19. Recreational needs were not adequately addressed.	A portion of the Pierce property was already designated Park and Open Space in a previous City action (95-02-36) and dedicated for a public park. Park development fees will be assessed with building permits. The applicant has met with EWEB and Willamalane Parks officials to discuss coordination of planning and development. The proposed Master Plan includes extensive open spaces. Goal 8 requirements are fully addressed in the proposed findings. Recreational needs have been and will

		be adequately addressed.
Jennifer Bates Karen Clearwater	20. Safety issues for children crossing 31st Street at V Street.	Public improvements (including streets, crosswalks, traffic signals and vision clearance) are addressed during the Master Plan, Site Plan Review and Subdivision process.
Nancy Falk	21. We (homes on the south side of Marcola Road) will be the most adversely harmed by this proposed development with intrusion of streets with traffic signals and the backs of retail stores on and parking lots directly across from our homes.	The issues raised here will be the same whether or not zoning is changed. They are better dealt with during the Master Plan phase where design standards, site planning and landscaping will be addressed.
Clayton "Joe" Willis	22. People should be forced to financially compensate the City for the negative impact they will have on our community.	Developers and builders are required to mitigate traffic impacts and pay system development fees based on the magnitude of their impacts.
Clayton "Joe" Willis	23. A "Final Master Plan" should be required prior to any zoning changes.	***Master Plans, Site Reviews and Subdivisions can only be based on existing zoning. These applications require the zoning to be consistent with the Metro Plan designation.
Gayle Wagenblast	24. Change the Medium Density Residential to Low Density Residential to resolve the density issue, the impact on schools and the drainage issues.	The proposed density is no greater than under the current designation and zoning. Rezoning to a lower density will make it more difficult for the City to meet the *Metro Plan's* and *Trans Plan's* target overall density and comply with Statewide Planning Goals.
Jim and Brenda Wilson Wesley Swanger	25. Big trucks would be delivering freight at all hours of the night/noise in general.	The issue raised here will be the same under the current designation and zoning. Operating hours can be dealt with during the Master Plan phase.
Jim and Brenda Wilson	26. Our view of the Coburg Hills would be almost completely blocked off by unsightly buildings. Anything over one story high along Marcola Road would be considered too high. I would like to see the businesses spaced at an appropriate space so they would be appealing to our eyes.	**The issue raised here will be the same whether or not zoning is changed. In fact, SDC 21.080(1) states the maximum height in the CI District (current zoning) is 45 feet. The building height issue is better dealt with during the Master Plan phase where design standards, site planning and landscaping will be addressed.

ATTACHMENT 3
APPLICANT'S REBUTTAL SUBMITTED BY APRIL 10TH

RECEIVED
APR 10 2007
4:43 pm.
BY:

SATRE

April 10, 2007

City of Springfield
Development Services Department
225 Fifth Street
Springfield, Oregon 97477

Attn: Gary Karp

Re: The Villages at Marcola Meadows
Metro Plan Diagram Amendment (LRP 2006-00027)
Springfield Zoning Map Amendment (ZON 2006-00054)

Dear Gary,

Please accept this letter and the enclosed materials for the public record as the applicant's rebuttal to written and oral testimony presented during and following the March 27, 2007, Planning Commission public hearing regarding the above amendment applications. The enclosed materials are as follows:

- School District 19 letter, dated April 10, 2007, documenting sufficient school capacity.
- Gleaves Swearingen letter, dated April 10, 2007, regarding compliance with statewide Goal 2.
- Why Marcola Meadows in NOT Like Home Depot, dated March 28, 2007, outlining select findings for Home Depot denial and how they either do not apply to the Marcola Meadows application or are no longer valid.

Sincerely,

Richard M. Satre

Richard M. Satre, AICP, ASLA, CSI
President, Satre Associates, P.C.

Copies to: Bob Martin, The Martin Company
Jeff Belle, JHB, Inc.

Satre Associates, P.C.
132 East Broadway
Suite 536
Eugene, Oregon 97401
Phone 541.465.4721
Fax 541.465.4722
1.800.662.7094
www.satrepc.com

DISTRICT 19
SPRINGFIELD
Public Schools

Administration Building
Budget & Finance
525 Mill Street • Springfield, OR 97477 • 541-726-3206 • (FAX) 541-726-3386

RECEIVED
APR 10 2007
3:17 pm
BY

April 10, 2007

Satre Associates, P.C.
132 East Broadway, Suite 536
Eugene, Oregon 97401
Attention: Robin G. Dehnert

Subject: Student Enrollment and Marcola Meadows

Dear Rob,

Thank you for the opportunity to discuss the potential impact of "The Villages at Marcola Meadows" with regards to enrollment and the resulting impact on the Springfield School District. The Springfield School District utilizes several resources for making adjustments to its infrastructure, creating for the ability to accommodate new housing developments and student needs.

Each elementary, middle and high school facility within our District has a functional capacity. Functional capacities help inform the District the level of services required to accommodate student enrollment levels. If student enrollment at any facility should increase to levels above the functional capacity, the District would begin a process of adjusting enrollments accommodating for the new migration of students. Additionally, we are well aware of the potential impacts of an increased student migration based on the information you have supplied to us regarding "The Villages at Marcola Meadows". According to the information you've shared, the district has adequate capacity to meet the needs of any additional students from a development of this size.

We appreciate being engaged in these discussions during the early steps of the planning process. If you have further questions or need additional information please contact William Lewis at 726-3258. Thank you again for involving the Springfield School District in your ongoing discussions.

Sincerely,

Brett M. Yancey
Director of Finance
Springfield Public Schools
byancey@sps.lane.edu

E-Mail Correspondence

April 10, 2007

Robin G. Dehnert, AICP – r.dehnert@satrepc.com
Satre Associates, P.C.
132 East Broadway, Suite 536
Eugene, OR 97401

Re: Goal 2 Issue
The Villages at Marcola Meadows

Dear Rob:

I think the comments on page 5 of the March 26, 2007 submission to the City correctly point out the coordination called for by the Metro Plan. I would only add that the coordination process as part of the Metro Plan has, of course, been acknowledged as consistent with the Statewide Goals, including Goal 2.

The language in Goal 2 Guidelines has been cited as a limitation on revisions to the plan. Part III.E.1 contains the language: "...major revisions should not be made more frequently than every two years, if at all possible."

The fact is that the second paragraph of the introductory section of Part III – Use of Guidelines, describes the guidelines as "suggested directions that would aid local governments in activating the mandated goals." The guidelines are simply suggested approaches that local government may use in achieving compliance with the goal; they are not requirements with which local governments must comply. ORS 197.015(9), Churchill v. Tillamook County, 29 Or LUBA 68 (1995).

In Chapter IV of the Metro Plan, entitled "Metro Plan Review, Amendments and Refinements," policy 4.d states:

> "d. The governing bodies of the three metropolitan jurisdictions may initiate an amendment to the *Metro Plan* at any time. Citizen initiated Type II amendments may be initiated at any time."

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Thomas P.E. Herrmann*
Dan Webb Howard
Stephen O. Lane
William H. Martin*
Walter W. Miller
Laura T.Z. Montgomery*
Tanya C. O'Neil
Standlee G. Potter
Martha J. Rodman
Robert S. Russell
Douglas R. Schultz
Malcolm H. Scott
James W. Spickerman
Kate A. Thompson
Jane M. Yates

*Also admitted
in Washington

Of course, this policy of the Metro Plan has been acknowledged at LCDC as consistent with Goal 2.

As I indicated to you in our conversation, I do not believe I can add anything further on Goal 9.

Let me know what else I might be able to provide you.

Very truly yours,

James W. Spickerman
spickerman@gleaveslaw.com

jca

0609 Marcola Meadows
March 28, 2007

WHY MARCOLA MEADOWS IS NOT LIKE HOME DEPOT

Selected denial findings for Home Depot Metro Plan Amendment 00-12-254 and responses regarding current application:

Home Depot Finding 3:4 cites *Economic Element Policy #B.16:*
Utilize processes and local controls, which encourage retention of large parcels... of industrially or commercially zoned land to facilitate their use or reuse in a comprehensive rather than piecemeal fashion.

Marcola Meadows Application: The Marcola Meadows Master Plan will replace the existing Conceptual Development Plan whereas the Home Depot application simply asked to break off a piece without addressing the whole. The Home Depot proposal was to remove approximately 8 acres from an approved 56-acre Conceptual Development Plan. That plan was created, in part, to implement Policy #B.16. By contrast, the current proposal will bring 100 acres under a Master Plan.

Home Depot Finding 5 cites *Economic Element Policy #B.6:*
Increase the amount of undeveloped land zoned for light industrial and commercial uses correlating the effective supply in terms of suitability and availability with the projections of demand.

Marcola Meadows Application: The findings submitted with the Marcola Meadows proposal establish a quantified correlation between the supplies of industrial, commercial, and residential land based on the adopted and acknowledged projections of demand. These findings also discuss thoroughly the suitability of the site relative to other CI properties in the inventory. The proposal will be an important implementation of Policy #B.16.

Home Depot Finding 7: "The Council finds that there are other industrial zones suitable for building supply uses. Warehouse Commercial / Retail uses, especially building materials, are permitted in Light/Medium Industrial and Heavy Industrial zones (Springfield Development Code 20.020(6))."

Marcola Meadows Application: The City of Springfield Planning Commission approved ZON 2006-024, which formalized the assertion made in Metro Plan amendment 00-12-254 Finding 7 that Home Improvement Centers are permitted in LMI and HI zoning districts. However, the Oregon Department of Land Conservation and Development ruled that this action did not comply with state and local requirements for such amendments. Therefore , Finding 7 is no longer valid.

Home Depot Findings 10 and 11
10: "There is nothing in the record to suggest that Springfield has an excess inventory of Campus Industrial property. The Metro Plan as it stands is intended as a coordinated, comprehensive

action that supports a variety of policies. These policies are derived from compliance with statewide land use goals, administrative rules, and what is in the best interests of the community for a balanced economic, social and environmentally responsible future."

11: "There is nothing in the record to warrant the conversion of this Campus Industrially zoned property to commercially zoned property."

Marcola Meadows Application: The *Metropolitan Industrial Lands Policy Report* did not project demand specifically for Campus Industrial land. The nearly 1,000 acres of land recommended for CI designation in the adopted and acknowledged *Metropolitan Industrial Lands Policy Report* was deemed sufficient till at least the end of the planning period. Since the inventory was completed, the net result of designation changes has increased the supply of CI land by over 160 acres. This is documented in the application and supplemental materials. The table below documents these changes.

The application also documents the imbalance of land inventories and presents sound economic reasons for reapportioning industrial, commercial and residential land supplies as proposed. A coordinated and comprehensive effort to implement the policies of the Metro Plan cannot fail to acknowledge the importance of balancing land supplies. Maintaining equilibrium between the various land supplies is in the best interest of the community.

Current and 1993 *MILPR* Proposed CI Inventory

		***MILPR* Designations**			**2004 *MetroPlan* Designations**		
Region	Site	1993	Recommended	acres	Current	acres	File #
1	29	LMI	CI	67.2	LDR	-67.2	MA 92-002
2	37	P&O, SLI'	CI	180	CI		
	47	LMI	CI	48.8	LMI	-48.8	not converted
	84	SLI	CI	215	CI		
4	2	UR	UR"	46.2	UR		
5	1	SLI	CI	76.3	CI		
	2	SLI	CI	30.3	CI, C"'	-10	MA 02-009
	3	SLI	CI	2.8	CI		
7	5	SLI	CI	86.1	CI		
	25	SLI	CI	243	CI		
MILPR recommended CI inventory				995.7			
MILPR sites not recommended for CI inventory							
2	29	LMI, SLI, NR	LMI, NR		CI	44.8	
	43	SLI	N/A		CI	103	
	51	LMI, NR	LMI, NR		CI, NR*	63.2	
5	N/A**	Non-Industrial	N/A		CI	77	MA 91-001
Adjustments to CI inventory						162	
Current Adjusted Metro CI inventory						**1158**	

' The *MILPR* estimated only 180 of 326 acres were developable

" University Research is thought synonymous with CI

"' Approximately 10 acres of original 30.3 designated Commercial

* 11 acres of the original 74.3 are designated NR

** Approximately 75 acres of CI were added adjacent to Site 1, Region 5 *WAP* adoption

The 1993 study was based on 1989 inventory. The *Metro Plan* SLI description became CI via MA 92-001 (adpt 10/9

ATTACHMENT 4
DRAFT MINUTES – MARCH 27TH PLANNING COMMISSION WORK SESSION

DRAFT MINUTES

Minutes approved by the Springfield Planning Commission:

City of Springfield
Work Meeting

MINUTES OF THE WORK SESSION MEETING OF
THE SPRINGIELD PLANNING COMMISSION HELD
Tuesday, March 27, 2007

The City of Springfield Planning Commission met in Work Session in the Jesse Maine Meeting Room, 225 Fifth Street, Springfield, Oregon on **Tuesday, March 27, 2007 at 5:30 p.m.**, with Frank Cross as Springfield Planning Commission Chair.

ATTENDANCE

Present were Chair Frank Cross, Planning Commissioners Lee Beyer, Gayle Decker, Dave Cole, Steve Moe and Johnny Kirschenmann. Also present were Development Service Director Bill Grile, Planning Manager Greg Mott, Planning Supervisor Mark Metzger, Planner III Gary Karp, Planning Secretary Brenda Jones, and City Attorney Joe Leahy.

ABSENT

- Bill Carpenter

APPLICATIONS

1. **METRO PLAN DIAGRAM AMEMDMENT—CASE NUMBER LRP 2006-00027 SPRINGFIELD ZONING MAP AMENDMENT—CASE NUMBER ZON 2006-00054**

Commissioner Cross called the meeting to order. He briefly noted the applications at hand.

Mr. Karp made the staff presentation, explaining that the property in question was known as the Pierce property was sold last year and the new property owners wanted to develop the property to allow construction of a phased mixed use residential and commercial development with nodal attributes to be known as the Village at Marcola Meadows. The property located north of Marcola Road and west of 31st, was about 100 acres in size. The current Eugene-Springfield Metropolitan General Area Plan (Metro Plan) designation for the property was Campus Industrial, Medium-Density Residential, and Campus Industrial. Mr. Karp said the applicant was requesting a Type II Metro Plan amendment to change the Campus Industrial portion of the site (56 acres) to Commercial/Nodal Development Area, Community Commercial, and Medium-Density Residential/Nodal Development Area, and an amendment to the Springfield Zoning Map from Campus Industrial to Community Commercial (11 acres), Mixed Use Commercial (26 acres), and Medium-Density Residential (19 acres).

Mr. Karp said the applications were the first step in the process of obtaining development review approval. Submittal of a master plan regulating development on the entire parcel would require approval of the Planning Commission and individual site review and subdivision applications. Future applications would include public notice.

Mr. Karp reported that the applicant held a public meeting at Briggs Middle School on March 14 to discuss the proposal with residents and solicit their questions and concerns. About 40 people attended, and concern was expressed about the effect of drainage from the site, whether adjacent residents would have to participate in street improvement costs, and building height. Most of those issues raised were related to the master plan approval process, where such issues would be addressed. He said if such issues were raised at the public hearing, they would be included in the public record, but they were not related to the criteria governing the applications.

Mr. Karp spoke to Statewide Planning Goal 12, Transportation. The Pierce property was listed in TransPlan as a potential node and was considered by the City Council for formal designation as a node. The applicant submitted a request for a trip cap, to be implemented through a trip monitoring plan to demonstrate compliance with Goal 12. Springfield staff Gary McKenney and Ed Walker of the Oregon Department of Transportation (ODOT) reviewed the application for compliance and recommended a condition of approval to be imposed during the master plan review process. The condition called for ramp improvements at the Mohawk/Eugene-Springfield Highway interchange.

Mr. McKenney spoke to the traffic analysis, saying Springfield and ODOT staff were satisfied that the analysis was accurate and adequate. In regard to the zone change, traffic engineers must make assumptions about the type of development that would occur, and they focus on the intensity to be expected in a "reasonable worst case development scenario." The result was measured against the Goal 12 criteria and compared to what had been assumed would take place. Mr. McKenney said the engineers looked at the trips anticipated in the "reasonable worst case scenario" and built a structure into the land use approval process that precluded further development after the traffic generated by the proposed development reached a certain lid. He reminded the commission that was the approach taken to the Peace Health plan amendment.

Continuing, Mr. McKenney said one concern about such an approach was that the first phases of a development could take up all the capacity under the lid, making later phases more problematic and potential leaving empty land. He said the condition of approval recommended took a different approach. Staff recommended that within each zone in the proposal, the number of units of development, whether thousands of square feet of commercial or number of units of residential, be limited.

Mr. McKenney said that another issue that staff addressed through a condition of approval related to the impact that would result from development under the proposed rezoning. The draft analysis identified one facility that would be significantly affected if the development proceeded as proposed, the Mohawk interchange with the freeway,

particularly the eastbound off-ramp. The applicant proposed to mitigate the impact through some lane restriping. Staff was comfortable with that conceptually, but at this point lacked a detailed design that could be analyzed. He recommended as a condition of approval that the applicant demonstrate to ODOT, the facility owner, that the mitigation measure could be accomplished meeting the applicable ODOT highway standards.

Commissioner Cross asked when mitigation would occur. Mr. McKenney said it would be required to be in place prior to the occupancy of any new building on the site. The restriping would create an additional turn lane. No changes were needed at the other on-ramp. Responding to a follow-up question from Commissioner Decker, Mr. McKenney indicated that the analysis looked 15 years into the future.

Responding to a question from Commissioner Cross, Mr. McKenney said the interchange to the east was not expected to handle most of the traffic coming from the east. The 42nd Street interchange was not as close and was not the primary route people chose to use. Staff believed that most people would choose to the use the interchange closest to the site, and the Mohawk exchange was closest. He confirmed, in response to a follow-up question from Commissioner Cross, that the center turn would be able to go both straight and left; today one could not go to the left. There would be two lanes from which people could make a left turn.

Mr. Karp spoke to the issue of compliance with Statewide Goal 9, Economic Development. He said that in 2001, the City Council denied a Metro Plan amendment to change 7.79 acres of Campus Industrial to Community Commercial to accommodate a Home Depot. He noted the applicant submitted the applications in September 2006, prior to the effective date of the recent changes of Goal 9, Commercial and Industrial Lands Study from 2001, are still the ones in effect today. The recently adopted Natural Resource Study fine tuned the Commercial and Industrial Land Inventories. What we haven't had is a complete review of the main inventories. There may be a future Commercial/Industrial Buildable Lands Study, which will be outside the realm of this project. There are still only two Campus Industrial sites in the community, one is at Gateway and the other is the Pierce property. The draft Jasper-Natron Specific Development Plan proposes to add to the Campus Industrial Inventory, but it was yet to be adopted.

Mr. Karp discussed what had changed since 2001, saying that in regard to the Campus Industrial zone, there appeared to be growing demand for business park uses. The zoning district was primarily intended to be an industrial zoning district, and in 2004 the City made some changes to the mix of uses to ensure that 60 percent was dedicated to industrial/research and 40 percent could accommodate business parks. That applied to the Pierce site. However, most of the demand happening on the Gateway Campus Industrial site was for commercial office uses. Mr. Karp said this staff report included a list of 20-25 uses currently at that site. There was one industrial use, Shorewood Packaging, and the remainder was developed in such uses as call centers or business parks.

Mr. Karp believed there was a change in the nature of the demand since the adoption of the Campus Industrial designation. The Sony plant siting was an example of the type of use that was contemplated; that use lasted about five years and became obsolete. The Sony building was now in use for medical research.

Mr. Karp suggested the lack of Campus Industrial development on the Pierce site was due to the relative proximity of the Kingsford Charcoal plant, the rail line, and electric lines. He said the Home Depot application was for a piecemeal development and the proposal in question was for the entire property.

Mr. Karp said the commission's decision needed to consider whether the City would be better served by the application. He believed that a quality development would be constructed in time.

Commissioner Beyer believed the commission faced the qualitative decision of whether it was better to put the site into more commercial use. He recalled his past arguments for Campus Industrial zoning on the site, but disagreed with Mr. Karp's assessment that there had been no interest expressed in locating an industrial use on the property. He had worked with several people, some of who went so far as to develop site plans, who tried to locate an industrial use on the property but they had did not have a willing seller. However, he thought the commission needed to focus on the best use of the property. Mr. Karp said he did not disagree with Commissioner Beyer's assessment.

Commissioner Cross recalled that there were other issues related to the suitability of the property. Mr. Karp noted the previously mentioned proximate uses, which were not acceptable for some uses such as high tech industrial uses because of noise, vibration, and pollution.

Mr. Metzger agreed with Commissioner Beyer, and said that other issues, particularly the Kingsford plant, worked against the site as high tech location.

Commissioner Beyer thought there was also a perception of transportation problems at the site and agreed about Mr. Metzger's assessment of the Kingsford site. He thought there was also a perception related to power lines and the vibration from rail lines, but pointed out that many high tech sites in Oregon were in located on similarly hampered sites and while it was a concern, it did not preclude such uses from being located on those sites.

Commissioner Cross asked if the proposed use could be sited at another location if it was not to be accommodated at this site.

Mr. Mott said the State, through the periodic review process, did not order the City to evaluate its industrial land from either the demand or supply side, and no one had analyzed what the community was able to offer that sector of the economy, making it difficult to compete for those businesses. Over time, Springfield had experienced a

change in what types of businesses were attracted to the community, and the City Council had not yet discussed how to position Springfield for those businesses. The State required the City to have a 20-year inventory, but did not stipulate in the past the type of analysis that would legitimize the inventory in terms of both quantity and the usability of the sites for different sectors of the economy.

Mr. Mott suggested a manufacturing business might not be as concerned with a supply of developable acres as it was with the quality of life, high educational quality, and better medical facilities, and might compromise on the quality of the site it selected for those factors. Springfield staff expected to engage in a discussion of that topic with the council and the community at the start of the next fiscal year. At this point, he believed the City was operating under antiquated notions about the industrial sector was and what it could be expected to be in the future, and had done no analysis or planning outside of a few discrete actions, such as the implementation of the urban renewal district in Glenwood and the draft Jasper-Natron Specific Development Plan.

Mr. Mott said the law was clear as to the need for a 20-year inventory, but it was not clear that the expectation was that the 20-year would be a rolling inventory, that is, there would always be a 20-year supply. While it was impractical to think there would be, he believed the City needed to evaluate what was needed, perhaps on five-year cycles. Periodic deletions of the inventory had some affect, but he did not think the overall significance of that could be determined until a cyclical evaluation occurred.

Mr. Beyer suggested that Commissioner Cross' question was, if not here, where, within Springfield, and was that a concern. He said he both agreed and disagreed with Mr. Mott. He said in reality, communities do not count units and then factor in projection growth and density factors to determine how much land was needed; instead, reality was opportunity-based. He hoped that staff commissioned some commercial and industrial brokers to review the existing inventory and how it related to regional demand, as he believed that demand was more regional in nature than local. Mr. Beyer also hoped that staff talked to the State Economic Development Department to learn what kinds of requests for land it was receiving.

It was Commissioner Beyer's perception that the metropolitan area had no land, even for local growth. He offered as an example the growth occurring in Coburg, which he attributed to a lack of land in the metropolitan area. He pointed out that 3,000 to 5,000 people were working each day in a town with a population of 800 only 1-1/2 miles from Springfield's border. That was where the land was, and the metropolitan area was now grappling with what to do with the sewer from the growth Coburg experienced. He said the issue was where were the sites available that people wanted to use, adding it was questionable whether the site in question was a good industrial site and perhaps better used for housing. However, Commissioner Beyer questioned whether the City should change the zone because of a lack of need for the land, and questioned if the commission had the information it needed to make that judgment.

Mr. Mott clarified he was not suggesting that he and Mr. Metzger were going to commence on an industrial lands study on July 1; the budget allocation he anticipated would be used to hire professionals. He said the commission did not need to substitute the site for another site; it was not an approval criterion or a requirement of Goal 9. However, the commission needed to respond to the effect of the proposal on the inventory, and the effect on the inventory would be reduction of 56 acres of Campus Industrial from the inventory.

Commissioner Cross questioned how the commission could justify the proposal as beneficial to Springfield if it was unable to understand the true benefit behind it.

Mr. Mott noted that the commission had yet to hear all the evidence. He pointed out that any time the City made such a change anywhere it was replacing one designation for another. He suggested the same questions with respect to the appropriateness of the site for the intended use, not just the existing use. He said the commission had to assume, because it lacked evidence to the contrary, that the City made the right decision at some point in the past to designate the sites as they were, as it had all worked out in the past and the infrastructure was designed around what was intended for the site. As time passed and policies became dated or the appropriateness of the site passes by for what ever reason, there was an initiative to change the property's designation and the developers made that argument to the City. The commission had to weigh the facts and whether the policies in the plan supported the action.

Mr. Mott reiterated that the commission did not have to make up the reduction in the designation somewhere else, although that might occur through another process.

Mr. Metzger reported that Department of Land Conservation and Development staff had indicated its preference that the City's staff report be based on adopted inventories that were currently part of the record. The most recent industrial inventory was done in 1992, and it had suggested that there would be 1,500 to 2,100 surplus acres beyond the 20-year supply. The State directed the City to evaluate the reduction against the surplus, rather than the 20-year supply itself, and suggested that if the City "nibbled away" at the surplus it should theoretically be okay. The finding was that 56 acres could be accommodated against the surplus.

Mr. Metzger recalled Springfield's 2000 Commercial Lands Study, which found the community short of supply by about 356 acres. The City had added to the projected shortfall through other actions, reducing it to about 172 acres. He said staff believed that Springfield might have a shortage of commercial land and surplus of industrial lands. Mr. Metzger emphasized the need to update the Buildable lands inventory and noted the recent Commercial and Industrial Buildable Lands Study, which indicated that more work was needed to determine what the inventory was. He said that demand was another factor, and the study did not address that issue. Mr. Metzger believed that the commission could trust intuitively that Springfield needed more commercial land.

Commissioner Beyer believed the study mentioned by Mr. Metzger lacked a qualitative aspect as it treated every square foot of land the same, and there was a difference. There were many smaller sites with an acute shortage of large sites. Choices were narrow.

Mr. Metzger emphasized the draft nature of the Jasper-Natron Specific Development Plan. He said the Jasper extension had a good chance of going through, and if it was constructed the City would need to examine and rearrange the development patterns in the vicinity. He noted the draft plan called for about 178 acres of new Campus Industrial land in that area.

Mr. Beyer asked about capacity in the sewer line, if the line would have to be moved, and if the design proposed functioned with it. Mr. Karp said the line would not have to be moved. The issue of capacity would be addressed at the master planning stage.

Mr. Beyer recalled issues related to sewer capacity in this area, and thought the City had done something to address that. However, he noted the added residential units being proposed and asked if the system was able to handle the additional load. Mr. Karp said yes.

Mr. Beyer determined from Mr. Karp that the ditch would remain an open ditch and would be relocated. Mr. Metzger said the ditch was manmade and the Army Corps of Engineers had no jurisdiction and the Division of State Lands had no objection to the relocation. Mr. Beyer asked if the ditch was a Soil and Water Conservation District facility. Mr. Karp said the ditch was part of the City's storm sewer system.

Commissioner Cole asked if the City was "playing favorites" given that he perceived the City. Mr. Karp suggested that depended on whether one thought the situation had changed over time. He pointed out the change in the use of Campus Industrial and the fact the development proposal covered the entire site as changes in circumstances.

Mr. Mott recalled that the commission had recommended to the council that it approve the Home Depot proposal, and the City Council decided against it. He said the commission needed to consider whether any of the uses being contemplated were unacceptable tradeoffs in comparison to the potential uses that could be located under the current plan designation and zone.

Mr. Karp explained that the area is a proposed Nodal Development Area, which calls for a mixed-use development. This proposal is the type of mixed-use development that would occur at this property.

Commissioner Cole asked if the proposed development was considered by staff to be nodal development or a partial nodal development. Mr. Mott responded that there is no standard blueprint for a Node. Staff understands why citizens may think that is the case. The guidance that the TPR provides is that a Node has certain elements to it. It might be on a major transportation line or corridor, there's transit service available, the development will allow bike/ped throughout the type of uses that are attracted to it,

within the Node there is never more than ¼ mile distance between the transit facility and the activities, whether it be something special, commercial or office within the Node. Theoretically you could say the largest a Node can be is about 160 acres. Eugene has designated one site that is significantly larger than 160 acres. Springfield has designated two sites that are much smaller.

Commissioner Cross asked if the proposal is more Nodal than just a standard development.

Mr. Mott responded that the plan designation there is 9 acres of commercial, 36 acres of medium density residential and 55 acres of campus industrial. There is no mixed-use zoning, no nodal overlay, so there is no reason to believe that under the current plan and zoning that anything approximating a Node would develop. There is the potential that a developer could provide bike and pedestrian connection through-out the campus industrial over to the residential. One of the points of having a Nodal designation and receiving direction from Council is to apply the Nodal designation on certain sites. So that we are guaranteed that certain attributes of a pedestrian oriented or transit oriented Nodal development will occur.

Commissioner Beyer, asked that the application in front of the Commission tonight is for the zone change, plan change. Mr. Karp responded that the handout of development renderings was submitted to show possible scenario. This is not what the development would look like, the Master Plan will make that determination.

Commissioner Kirschenmann asked Mr. Karp about the letter received from DLCD. He asked if 56 acres represent 29% of the existing CI, as of today. There is a paragraph in the letter which calculates it to about 194 acres designated CI right now. Mr. Karp responded that the Commissioners can look at the information in a couple of different ways. Gateway has 275 acres, some of that is in the City, some is in the UGB, and you have the 56 acres at the Pierce property, so there is probably more than what DLCD is stating in the letter. Mr. Karp went on to say that in relation to DLCD's comments, there is going to be a letter submitted into the record tonight, from Satre and Associates. Satre went through the DLCD letter and responded to all of their questions and concerns.

Commissioner Cross asked if there where anymore questions of staff. There was none.

2. ADJOURN

Commissioner Cross adjourned the meeting at 6:45 p.m.

(Recorded by Kimberly Young)

ATTACHMENT 5
DRAFT MINUTES – MARCH 27TH PLANNING COMMISSION PUBLIC HEARING

DRAFT MINUTES

Minutes approved by the Springfield Planning Commission:

City of Springfield
Regular Meeting

MINUTES OF THE REGULAR MEETING OF
THE SPRINGIELD PLANNING COMMISSION
Tuesday, March 27, 2007

NOTE: The recorder malfunctioned. These minutes are prepared from written notes taken by several Development Services Department Staff.

The City of Springfield Planning Commission met in regular session in the Council Meeting Room, 225 Fifth Street, Springfield, Oregon on Tuesday, March 27, 2007 at 7:00 p.m., with Frank Cross as Springfield Planning Commission Chair.

ATTENDANCE

Present were Chair Frank Cross, Planning Commissioners Lee Beyer, Gayle Decker, Dave Cole, Steve Moe and Johnny Kirschenmann. Also present were Development Service Director Bill Grile, Planning Manager Greg Mott, Planning Supervisor Mark Metzger, Planner III Gary Karp, Transportation Planner Gary McKenney, Planning Secretary Brenda Jones, and City Attorney Joe Leahy.

ABSENT

- Commissioner Carpenter

PLEDGE OF ALLEGIANCE

- The Pledge of Allegiance was led by Chair Frank Cross.

COUNCIL ACTION

- Dave Cole reviewed the previous evening's discussion on the ODOT replacement bridges.

BUSINESS FROM THE AUDIENCE

- None

QUASI-JUDICIAL HEARING

Metro Plan Diagram Amendment, Journal Number LRP2006-00027
Springfield Zoning Map Amendment, Journal Number ZON2006-00054
Satre Associates, Applicant – Representing SC Springfield, LLC

There was no conflict of interest or ex-parte contact.

Mr. Mott reviewed the criteria of approval for the two applications found in the Springfield Development Code Sections 7.070 and 12.030.
Mr. Mott stated that any comments should address the criteria of approval and that the Planning Commission is not the decision maker on these applications. The Planning Commission will make a recommendation to the City Council to approve, approve with conditions or deny these applications.

Commissioner Beyer asked Mr. Mott to explain that the reason for this hearing is not to approve a single use, but that a much broader range of development that can be sited and that the scope of public testimony is not limited.

STAFF PRESENTATION:

Mr. Karp presented the staff report.

Mr. Karp began by entering the staff report and written testimony sent to the Planning Commission into the record. Written testimony was from:

Brenda Wilson, received March 23, 2007
Darlene Houck, received March 26, 2007
Rick Satre, received March 26, 2007

Mr. Karp went on to state: The subject site, formerly known as the "Pierce" property is located north of Marcola Road, west of 31st Street, east of Mohawk Marketplace shopping Center and south of the EWEB bike path. The subject site is 100.3 acres in size. The current Metro Plan designations and zoning are: Campus Industrial, Medium Density Residential and Community Commercial. The applicant requests approval of a : Type II Metro Plan diagram amendment to change the Campus Industrial designated portion of the subject site (currently 56 acres) to Commercial/Nodal Development Area. Community Commercial and Medium Density Residential/Nodal Development Area; and amendment of the Springfield Zoning Map from Campus Industrial to Community Commercial; Mixed Use Commercial and Medium Density Residential. The applicant's intent is to obtain the proper Metro Plan designations and zoning to allow the construction of a phased mixed-use residential and commercial development with nodal attributes called the Villages at Marcola Meadows.

Mr. Karp referred to a handout that explained the three step review process that is required before development can occur: 1) Approval of the Metro Plan Diagram and Zoning Map Amendment Applications; 2) Approval of a Master Plan for the entire property; and 3) Site Plan Review and Subdivision Approval. Mr. Karp stated that all these applications require public notice.

Mr. Karp stated that staff recommends approval of Metro Plan Amendment and Springfield Zoning Map Amendment, with conditions.

APPLICANT PRESENTATION:

Rick Satre with Satre and Associates, P.C.; 132 East Broadway, Suite 536, Eugene, Oregon 97401: Applicant's representatives

Mr. Satre reminded the Planning Commission that the question tonight is about Planning and Zoning. Nonetheless, there has been substantial effort invested in developing a vision. Mr. Satre referenced the Master Plan process and the plans underway. Mr. Satre informed the Planning Commissioners that he will be in front of them again when he presents the Master Plan application, and then there will be a conversation in more detail about what the community can expect at Marcola Meadows.

Mr. Satre stated the property in question has been known for years as the "Pierce Property". The site is now known as the Villages at Marcola Meadows. Marcola Meadows is envisioned to be a livable, walkable, human scale, connected suite of villages. The proposal does include a home improvement center, but the home improvement center is only 13.6 acres of the 100.3 acre site, and the proposed open space is also about 13 acres. However, the home improvement center is the economic engine, it will be the draw which will allow smaller commercial to survive, and indeed thrive.

Mr. Satre described the proposed Metro Plan Diagram and Zoning Map amendments. Mr. Satre pointed out that the proposed Nodal Development Area will be applied to 80.7 of the subject property's 100.3 acres which will help Springfield comply with TransPlan and the TPR regarding trip reduction. Mr. Satre also stated that the proposed Mixed Use Commercial zone will require building design standards that will be applied to the future commercial uses fronting Marcola Road to buffer the Community Commercial uses from the residences across the street.

Mr. Satre stated that there are three key questions:

1. Has the demand for light industrial manufacturing uses originally intended for the CI district not materialized? Yes. The Pierce property has been "shovel ready" for some 30 years, yet there have been no CI development proposals. The SLI/CI designation was originally adopted to assist in the diversification of the metro area's economy in the transition following the wood product industry's decline. However, there has been, and continues to be, a change in market forces regarding the "high-tech" industry. For example, SONY manufactured CD's for only 5 years and closed due to "new technologies", and has been replaced by a medical research facility. If manufacturing uses are in demand, why is there only one manufacturing facility in the Gateway CI district? Because demand for "manufacturing", the traditional intended use for CI, isn't there.

2. Does the proposal satisfy Goal 9 and DLCD's concerns? Yes. Following receipt of DLCD's March 12, 2007 letter, we met with City staff and DLCD representatives and revised our Goal 9 findings. These are included in your staff report and are the basis for staff concurrence that we meet Goal 9 criteria. Specifically (See letter dated 3/26/2007 submitted at the meeting)

- DLCD issue 1 and 3: Quantitative Analysis. Industrial supply is low. Using acknowledged inventories there is over 100 acres of vacant CI land (In the Gateway area alone). There will be a surplus of industrial land at the end of the plan year 2010.
- Issue 2, 4c and e, 8 and 11: acknowledged inventories. Findings now rely solely on acknowledged inventories
- Issue 4b: Consistency with the Metro Plan. The Metro Plan acknowledges that inconsistencies may at times occur between various policies and that this is okay, leaving it to local jurisdictions to sort out. The staff report, documents we are consistent with Economic Policy B6 and others in the Springfield CLS.
- Issue 5, 6, 7: Nodal Development. The home improvement center is not proposed for a nodal area. As noted in the staff report, the proposal applies the nodal area designation to the commercial area outside of the home improvement center location. The surrounding mix of residential and mixed-use commercial designations serve quite well as a transition between proposed and existing land uses, and our proposal meets all adopted nodal and mixed-use standards.
- Issue 4a, b, d, r and h: Inventory Equilibrium. The three land inventories are economically interdependent. Improving the balance between the three, as our proposal does, improves equilibrium of supply which spurs orderly and proportional growth in the others.

3. Will Springfield and its citizens be better served by converting CI to Commercial? Yes. Acknowledged land inventories document that there is a surplus of industrial land and shortage of commercial land. This proposal introduces equilibrium in the supply, thus assisting with market forces and economic development. Even with this proposed change, there will still be over 100 acres of vacant CI zoned and designated land in Springfield.

Mr. Satre thanked the Planning Commission for the consideration of their request. Mr. Satre made himself available for questions from the Planning Commission.

TESTIMONY OF THOSE IN SUPPORT

- None

TESTIMONY OF THOSE OPPOSED –

- Karen Boden, 2187 N. 32nd Street had the following concerns:
  - The impact to the established neighboring homes and the quality of the proposed homes.
  - The impact on Briggs and Yolanda schools.
  - If the proposed development would require annexation of nearby properties.
  - What would happen to wildlife that live in and/or use the open field.
  - Drainage issues.
  - Explained there was a mapping error – 23rd Street should be Bonnie Lane.

- Peggy Thompson, 2777 Marcola Road had the following concerns:
  - The increased traffic caused by the development.
  - Could a round-about could be constructed at 28th Street and Marcola Road.

- Gayle Wagenblast, 2457 Otto Street had the following concerns:
  - Where the new children would go to school; the schools are already full.
  - The cost of homes vs. the homes that are already built.
  - Medium Density Residential density questions – if the minimum density is 10 dwelling units per acre, why are they required to have 12 dwelling units per acre and why can't they rezone to a lower density.
  - There were inconsistencies in what Mr. Satre presented tonight and at neighborhood meeting.
  - The animals that use the property would be displaced.
  - Wetland flooding.
  - Not apposed – just wanted to be re-assured that the development would be a quality development.

Commissioner Beyer asked if Ms. Wagenblast preferred the current zoning or more warehouse and industrial up front.

Commissioner Cross asked if they would like to see this stay as a vacant parcel.

- Cheri Willis, 2476 Otto Street **asked to keep the record open** and had the following concerns:
  - Medium Density housing.
  - The number of children needing to go to school and who pays for the new schools.
  - Extra persons on the bike path and crime.

- Robert Lind, 2359 31st Street had the following concerns:
  - He was not opposed to the project, but wanted to have the two and three story apartments placed in another spot.
  - How is 31st Street going to be improved and will this cost be placed on the current property owners.

- Nancy Falk, 2567 Marcola Road had the following concerns:
  - This is a special piece of property and that a number of developers have tried to locate on this property without success.
  - The Planning Commission should not amend the Metro Plan.
  - The residential density is too much.

- Lauri Segal, representing Goal 1 Coalition, 642 Charnelton Street, Eugene **asked to keep the record open** and had the following concerns:
  - There are internal inconsistencies with Type I, II, III and IV review processes.
  - Goal 2 was not adequately addressed.

- Goal 5 – The City's Natural Resource Study was not an update of the City's land inventories, the loss of land involved small acreages pertaining to the 25 foot setbacks.
- Goal 9 – Staff cited an outdated version of the OAR.
- Recreational needs were not adequately addressed.

- Jennifer Bates, representing the Ambleside Homeowner's Association, 2287 35th Street had the following concerns:
  - Moe Mountain Subdivision will also impact schools.
  - Residential density.
  - Safety issues for children crossing 31st Street at V Street.

- Karen Clearwater, 2361 31st Street had the following concerns:
  - Residential density.
  - Why nodal? Can we skip nodal?
  - Strongly recommended a traffic signal at V and 31st Streets for kids crossing the street.

Mr. Mott responded to the density question by stating the Medium Density Residential ranges from 10-20 units per acre and that Nodal Development Area requires a minimum of 12 dwelling units per acre. The density could be higher in one part of the property, but the 12 dwelling unit per acre standard must be met.

TESTIMONY OF THOSE NEUTRAL –

None

PLANNING COMMISSION ACTION

A motion was made by Lee Beyer and seconded by Gayle Decker to hold the record open to consider additional written material and to reconvene on April 17, 2007 deliberate on this matter and forward a recommendation to the City Council. The vote was 6- 0, with 1 absent.

The written record will be kept open until April 3, 2007. The Applicant has until April 10, 2007 to respond to the written record. The Planning Commission will reconvene on April 17, 2007 to deliberate and make their recommendation to the City Council.

Mr. Mott stated that the City Council work session and public hearing dates will change and a new notice will be sent, prior to this meeting.

Commissioner Cole, Decker thanked the audience for coming forward

REPORT OF COUNCIL ACTION

- None

DRAFT MINUTES

BUSINESS FROM THE AUDIENCE

- None

BUSINESS FROM THE DEVELOPMENT SERVICES DIRECTOR

- April 9, 2007 – Council will be hearing a presentation for Glenwood and the direction they see these project

BUSINESS FROM THE COMMISSION

- None

ADJOURNMENT

- The meeting was adjourned at 9:00.

Minutes recorded Brenda Jones

ATTACHMENT 6
ORDER AND RECOMMENDATION

BEFORE THE PLANNING COMMISSION
OF THE CITY OF SPRINGFIELD, OREGON

ORDER AND RECOMMENDATION FOR]
A METRO PLAN DIAGRAM AMENDMENT] CASE NUMBER LRP 2006-00027
AND A SPRINGFIELD ZONING MAP AMENDMENT] CASE NUMBER ZON 2006-00054

NATURE OF THE APPLICATIONS

This is a consolidated application for the above referenced case numbers. The applicant is proposing to amend the Metro Plan diagram from Campus Industrial (CI) to Commercial/Nodal Development Area (C/NDA), Community Commercial (CC) and Medium Density Residential (MDR/NDA); and to amend the Springfield Zoning Map from CI to CC, Mixed Use Commercial (MUC) and MDR. The applicant intends to obtain the proper Metro Plan designations and zoning to allow the submittal and approval of the appropriate applications (including, but not limited to: Master Plan, Subdivision and Site Plan Review) in order to construct a phased mixed-use residential and commercial development implementing TransPlan nodal regulations which will include design elements that support pedestrian environments and encourage transit use, walking and bicycling; a transit stop which is within walking distance (generally ¼ mile) of anywhere in the node); mixed uses so that services are available within walking distance; public spaces, such as parks, public and private open space, and public facilities, that can be reached without driving; and a mix of housing types and residential densities that achieve an overall net density of at lease 12 units per net acre.

1. The applications were initiated and submitted in accordance with Section 3.050 of the Springfield Development Code on September 29, 2006 and accepted as complete on January 11, 2007. The applications were further revised on February 28, 2007 to change the requested LMI designation and zoning to CC due to issues raised by DLCD.
2. Timely and sufficient notice of the public hearing and changed hearing dates caused by the written record being held open has been provided, pursuant to Section 14.030 of the Springfield Development Code.
3. On March 27th, the Planning Commission held a work session and public hearing on the proposed amendments. The staff report and written comments were entered into the record. During the course of the public hearing, the Planning Commission was asked to hold the written record open until April 3rd, allow the applicant to submit rebuttal materials by April 10th and to deliberate and make their decision on April 17th.
4. Four people submitted written correspondence by the April 3rd date.
5. The applicant submitted rebuttal materials by the April 10th date.
6. On April 17th, the additional materials were entered into the record and the Planning Commission deliberated and forwarded a recommendation to the City Council based on the additional materials, the original Development Services Department staff notes and recommendation together with the oral testimony and written submittals of the persons testifying at the March 27th public hearing.

CONCLUSION

On the basis of this record, the proposed amendments are consistent with the criteria of SDC Sections 7.030 and 12.030. This general finding is supported by the specific findings of fact and conclusion in the Staff Report and Findings and the additional information submitted for the April 17th meeting.

ORDER/RECOMMENDATION

It is ORDERED by the Springfield Planning Commission that approval, with conditions, of CASE NUMBER LRP 2006-00027, and CASE NUMBER ZON 2006-00054, be GRANTED and a RECOMMENDATION for approval, with conditions, be forwarded to the Springfield City Council for their consideration on May 7th.

_____
Planning Commission Chairperson

ATTEST

AYES:
NOES:
ABSENT:
ABSTAIN:

ATTACHMENT 8
APRIL 17, 2007 PLANNING DRAFT MINUTES

Minutes approved by the Springfield Planning Commission:

MINUTES

Springfield Planning Commission
Regular Session
Springfield City Hall—City Council Chamber
225 Fifth Street, Springfield

April 17, 2006
7 p.m.

PRESENT: Frank Cross, Chair; Steve Moe, Gail Decker, Lee Beyer, David Cole, Bill Carpenter, Johnny Kirschenmann, members; Greg Mott, Mark Metzger, Gary Karp, Gary McKenney, Brenda Jones, Springfield staff; Joe Leahy, City Attorney.

Commissioner Cross called the meeting to order.

1. PLEDGE OF ALLEGIANCE

2. APPROVAL OF MINUTES

Mr. Beyer, seconded by Mr. Moe, moved to approve the minutes of March 27, 2007. The motion passed unanimously.

Commissioner Cross reordered the agenda and moved item 3, Report of Council Action, to the end of the meeting.

4. BUSINESS FROM THE AUDIENCE

Commissioner Cross determined there were no items from the audience.

5. QUASI-JUDICIAL HEARINGS

Commissioner Cross opened the public hearing, a continuation from a hearing on March 27, 2007.

Mr. Mott reminded the commission that it held the record open for a period of time following the March 27 hearing and no new testimony would be accepted tonight. However, the commission could ask questions regarding the testimony submitted. He said the commission's role in regard to the plan amendment was advisory, and the criteria governing its decision could be found in Section 7.070 of the Springfield Development Code (SDC). The criteria for zone changes were found in SDC Section 12.030.

Mr. Carpenter indicated that he had been unable to attend the March 27 hearing but had reviewed the draft minutes and the materials provided to the commission at that time and believed he was qualified to participate in the commission's vote. He had no *ex parte* contacts or conflicts of interest in regard to the matter.

Mr. Karp entered the staff report, dated April 17, 2007, into the record. In addition to the correspondence in the staff report, the commission had received correspondence that arrived after the deadline, which would be added to the record for the May 7 public hearing before the City Council.

Mr. Karp said that on April 16 the City Council opened a public hearing on the matter; no testimony was presented at that time, and the council continued the hearing until May 7.

Mr. Karp recommended approval of the proposed Eugene-Springfield Metropolitan General Area Plan Diagram and Springfield Zoning Map amendments as conditioned, based on the findings attached to the staff report and additional staff information. He requested the commission to advise the City Council by motion and signature to the attached order by the commission chair to recommend approval of the amendments as conditioned at the public hearing on May 7, 2007.

Mr. Karp invited questions.

Mr. Carpenter questioned the number of students projected to come from the site at build out. Mr. Leahy clarified that the six students mentioned was the difference of students expected between build out as the site currently zoned and build out under the proposal. Mr. Carpenter asked if the medium-density residential (MDR) acreage had changed. Mr. Karp said the acreage was changing and the build out was proposed at 12 units per acre rather than 20 units per acre. Mr. Carpenter said "here we're telling them not to do dense housing?" Mr. Karp said the area was a potential node and that triggered a minimum of 12 dwelling units per acre in the MDR zone, which was what the developer intended to build. Higher densities would have more transportation impacts.

Mr. Cross determined from Mr. Karp that the trip cap would be recorded with the property, so any time someone sought to change a part of the approved master plan they would have to submit another TIA and go through the process again. If the application was not approved and the applicant decided to sell the property to another party, because of its location that individual would also have to go through the master plan review process to develop the site, at least for the MDR portion of the site. Mr. Karp confirmed, in response to a follow-up question from Mr. Cross, that the City would be able to maintain the 12 unit per acre cap.

Mr. Carpenter said the materials suggested that one reason the commission would not recommend approval of the application was because the site was "development-ready industrial land." He asked what it meant for the site to be "development-ready." Mr. Karp said the site was currently zoned campus industrial and had an approved conceptual development plan. Mr. Carpenter said the reason he asked was because he did not know of other industrial areas in Springfield that were not "development-ready" and wanted to know why the "catch phrase" was so important to this piece of property. Mr. Mott said the State placed a priority on what it referred to as "development-ready" industrial sites, which do not require annexation or additional processes other than local review of the development, and which had services in place. Sites with multiple ownerships, fragmented parcelization, underutilization in terms of how developed, or that had services available only to some parts of the site were not considered "development-ready."

Mr. Carpenter asked if the City maintained an inventory independent of the Buildable and Industrial Lands Study regarding such "development-ready" lands. Mr. Mott responded that economic development manager John Tamulonis had some information about such lands but the City's inventory was what was contained in its Geographic Information System (GIS) system. The inventory contained raw data that allowed the City to identify sites suitable for industrial development and it included a number of site attributes that further defined either the site's suitability or its shortcomings.

Mr. Carpenter confirmed with Mr. Mott that the City was periodically instructed by the State to update its lands inventory to maintain a 20-year supply of buildable land consistent with projected population and employment figures. The State would accept a variety of different categories and status of buildable lands; for example, the City could include redevelopment in its buildable lands inventory. The land was not necessarily vacant. The law dictated how frequently that review occurred. Mr. Mott confirmed, in response to a follow-up question from Mr. Carpenter, that the inventory was always a "snapshot in time."

Mr. Cross asked if the City still had a 20-year supply if the site was removed from the inventory. Mr. Mott deferred the question to the applicant, who had prepared the materials before the commission. He noted that the applicant made reference to the 1993 Industrial Lands Policy Report, and recalled that the City's periodic review notice of 1995 did not require a review of industrial lands. Responding to a question from Mr. Beyer, Mr. Mott acknowledged the current Commercial and Industrial, Buildable Lands Study undertaken at the behest of the three local jurisdictions CIBL, which primarily focused on the lack of accuracy in local data bases as opposed to answering the supply/demand question. There was no intent in that study to project if the area needed more land; what was funded only went so far as to state that if the community wanted the ability to monitor the status of the inventory annually, a more accurate data base was needed. The report was presented to the elected officials in June 2006. The Springfield council had wanted to proceed and learn if the area had sufficient industrial land and staff had projected the costs of the study, which might be funded in fiscal year 2008.

Mr. Beyer recalled that Mr. Tamulonis had indicated to the council that there was very little industrial land left in the Gateway area, and that the largest site not in the flood plan was 12 acres. Mr. Karp said that the area contained about 100 acres. Mr. Beyer observed that much of the site was in the floodplain and was not buildable. Mr. Mott indicated the City's standards for development in the floodplain differentiated between residential and nonresidential uses. While the City had received no development proposals for the acreage Mr. Beyer mentioned to react to, based on the City Council's direction he believed such development could occur if it met federal requirements for development in a floodplain. Mr. Beyer thought a part of the site might be adequate for parking but questioned how much was left. Mr. Tamulonis said he discussed potential opportunities for that site with several businesses who had envisioned parking in the floodway. That site was about six to eight acres, there was a twelve-acre parcel adjacent to it almost entirely in the floodway, and there was an approximately 60-acre site to the east of Deadmond Ferry Road that had about 50 acres in the floodway and 8 acres in the floodplain.

Mr. Beyer said there may be 100 acres at Gateway but it was severely restricted and was in

small parcels.

Mr. Tamulonis said when first joined the City he had thought the Pierce Property would develop rapidly because it was in a single ownership. Since then he had brought potential clients to the owner, who had been reluctant to accept some of the proposals, and later it became complicated because of the sewer line location and the location of the ditch, which were wrong for most large developments. Over time, businesses had become choosier as to where they located, and the site was near Kingsford Charcoal and dust particles and the odor from the hog fuel pile was an issue for some potential clients. In addition, residential densities were high in the area and many industrial uses did not want to locate near residential areas.

Mr. Carpenter asked about the Scottsdale, Arizona, development referenced in the staff notes. Mr. Karp said that a Springfield staff person had visited the store in Scottsdale and seen design elements that staff would like to see in Springfield as well. The conditions spoke to ensuring that those design elements were included in the development. Mr. Carpenter asked if those elements were reflected in the packet provided by the application. Mr. Karp said that it was somewhat similar. The point was to avoid a typical big box design with exterior architectural features.

Mr. Carpenter was confused by the amount of land to be in nodal development. Mr. Karp said the only area that would not be nodal was the area zoned Community Commercial for a total of 19.6 acres. The applicant indicated that a total of 80.7 acres were to have the nodal overlay designation, and a portion of the 80 acres was mixed-use commercial.

Mr. Carpenter asked where the conditions were referenced in the proposed order. Mr. Karp said the original staff report included those conditions, and if the commission wanted to include the specific conditions in the order it could be revised to include the conditions before it was signed by the chair. Mr. Carpenter maintained that in order to impose the conditions the City must have them in the order or reference them in the order.

Ms. Decker requested better maps that showed the underlying rezoning.

Mr. Cross asked about the current status of the City's industrial lands inventory and the accuracy of the numbers shared with the commission. Mr. Karp said the commission's decision can only address the acknowledged inventory, which was from 1993. The information in one-half of the table included on page 3-7 was drawn from that inventory. The other half of the table was based on 2004 information that was anecdotal. He noted that the 1993 study did not project demand; it only documented inventory, so no one could state with authority that the area lacked supply or had a surplus. He confirmed, in response to a question from Mr. Beyer, that the 1993 information did not account for the removal of industrial land developed since that time.

Mr. Cross closed the public hearing and called for commission discussion.

Mr. Beyer thought the applicant had prepared a pretty good plan. He acknowledged the commission was not considering the site plan. He said that living close to the site he would like to have a Lowe's store. However, he thought the commission was down to one of choices, that of moving a campus industrial site into a commercial use, and while he

liked that he had two concerns. One was the inventory of industrial lands. Mr. Beyer said as a member of the commission in the early 1980s, he had pushed for the designation of the parcel and had worked through the years to site a use on it. He said the local area was constrained by its limit of flat land, and it was hard to site industrial facilities on anything other than flat land. The site in question was one of the last such properties in Springfield. He wanted to maintain the job opportunities resulting from campus industrial and was reluctant to see that go.

Mr. Beyer said a second concern was based on the possibility that the development would work against redevelopment in the Mohawk area. Mr. Beyer said the commission was looking at a reasonable development plan but for him the question was what the community would give up. He did not want to give up the opportunity for job creation from the campus industrial zoning and thought at this time the proposal was not a good trade.

Ms. Decker agreed with Mr. Beyer about the lost job opportunities from rezoning the property, and questioned whether the employees of Lowe's would be able to buy the houses that would be built in the node. However, she thought the lack of interest in developing the property as a campus industrial site suggested that it might not be the best location for that zoning. She said Kingsford was a good community member but she did not think it mixed well with a campus industrial site or business park. For her the question became the existing supply of MDR land and whether the City should enlarge the small amount of commercial zoning now at the site. Ms. Decker believed the community needed more commercially zoned land and the proposal met that need. She supported the staff recommendation to change the zoning.

Mr. Cole said he had long been opposed to the loss of industrial lands. Large industrial sites were hard to come by once lost. The site in question was one of the community's last large greenfield sites. Any similarly sized site was going to be a brownfield site. As much as he liked the development proposal, he had reservations about giving up the industrial zoning.

Mr. Moe supported the proposal. He said the site had been on the market for a long time, and in that time those contemplating lands with such zoning had become much more picky. He thought the site presented less of an opportunity now than it had in the past. Mr. Moe thought it would remain unsold if kept in its present zoning. He thought the proposal was good. Mr. Moe reminded the commission that it was not talking about a specific user but rather the zoning on the site.

Mr. Cole concurred with Mr. Moe regarding the fact the commission was dealing with zoning. He said he would like to see the site development, but was reluctant to give up the industrial zoning.

Ms. Decker questioned the point of having the site remain in industrial zoning if no one wanted it for that purpose.

Mr. Kirschenmann thanked Mr. Karp for his work in responding to the questions of the public and the commission. He wanted to keep in mind what was best for the City while maintaining an adequate supply of industrial lands. He thought that somewhat up in the

air given the uncertainty of the supply. Mr. Kirschenmann supported the staff recommendation.

Mr. Carpenter speculated that the owner of the property purchased it for the purpose of development but had been unable to do so. He said the site was not a wildlife habitat and was zoned for development. He thought it unfortunate but said that industry was not what it had been 25 years ago. He said that the users of campus industrial land, such as Sony, were dynamic and here today and gone tomorrow. The site in question was not heavy industrial land but zoned to hold a number of small start-up type businesses. He said the site was encumbered by a ditch and pipe line and he did not see that it could be developed as originally envisioned. Mr. Carpenter did not object to the loss of the zoning and suggested that the brownfields that remained to be developed might be more appropriately located near other industrial uses.

Mr. Carpenter acknowledged the concern expressed by the neighbors in regard to the proximity of MDR zoning but thought the development could be a positive community asset. He did not think it would detract from the redevelopment of Mohawk, suggesting that it might bring more customers to the area due to the residential growth that would occur.

Mr. Carpenter endorsed the current conditions and recommended an additional condition that placed a two-year time limit on master plan approval, with the zoning to revert to campus industrial if that did not occur, and a condition that tied the construction of the Community Commercial development to the residential element of the node. He asked if staff believed the existing conditions were sufficiently strong to ensure that occurred.

Ms. Decker expressed that she could not support those conditions.

Joe Leahy asked that if Carpenter has the votes to add the additional condition, staff would take a look at the additional condition between now and the City Council meeting to see if this is an enforceable condition, so staff doesn't have to come back to the Planning Commission. Carpenter agreed and expressed that he may not have the votes need to add the conditions. Mr. Beyer asked Joe Leahy if this would create a Ballot Measure 37 claim. Joe Leahy responded that it may.

Mr. Cross has a great deal of reservation about giving up Campus Industrial Land. He also see's that this property has sat vacant for many years. He is in favor of this application, but with reservation.

Mr. Cross asked for a motion.

Commissioner Carpenter moved that the Planning Commission approve the numbers with the added conditions to the order that is signed and add a condition 14 that reads "if a master plan is not approved within two years from the date of approved zoning amendments, that the zoning revert back with the condition that the City Attorney would look at the provision as a condition that can be enforced."

Joe Leahy responded that this would be a difficult condition, because the owners could get into a situation, where they could in good faith submit a master plan, and appeals would

go beyond two years.

Carpenter amended his motion, "The applicant has to submit a master plan within a year of the date of the approved zoning change". Commissioner Moe seconded the motion. Commissioner Cross asked for discussion of the motion.

Commissioner Moe responded that he doesn't have any problems with the stipulation, because the owners will do the master plan anyway. Commissioner Decker responded that the owners have spent a lot of money on the property, and market forces are going to push them forward, why do we need to hit them over the head with a second condition. It's redundancy that is not necessary. Commissioner Moe will support the motion as is.

Commissioner Cross asked for the vote 5:2:0. Motion approved.

Commissioner Beyer believes that this is a good proposal; his only objection is to the site location

Commissioner Cross closes the quasi-judicial hearing.

ATTACHMENT 9
SPICKERMAN'S CONCERNS ABOUT A "DE NOVO" PUBLIC HEARING

CITY OF SPRINGFIELD

DATE: April 30, 2007

TO: Mayor Liken and City Councilors

FROM: Gary M. Karp, Planner III

TOPIC: Concerns Expressed by Attorney for the Applicant, Jim Spickerman, Regarding the De Novo Hearing before the City Council

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This response concerns the combined applications for a Metro Plan Diagram LRP2006-00027) and Zoning Map (ZON2006-00054) amendment review for a project known as the Villages at Marcola Meadows. The subject property was formerly known as the "Pierce Property" and is located north of Marcola Road and east of 28th and 31st Streets within Springfield's city limits.

After the Planning Commission's deliberation and recommendation to Council on April 17, 2007, Jim Spickerman, an attorney representing the applicant approached Joe Leahy, City Attorney, concerning the status of the public hearing before the City Council scheduled for May 7. 2007.

The specific SDC reference questioned by Mr. Spickerman is SDC 7.080(4); however, a portion of SDC Section 7.080(3) is also included for continuity. SDC Section 7.080 is utilized: ***WHEN THE SINGLE JURISDICTION PROCESS IS USED. The following process shall be used to consider Metro Plan Type II amendments inside the city limits of Springfield."*** The Metro Plan Diagram amendment cited above qualifies as a Type II amendment.

SDC Section 7.080(3) states: ***"PLANNING COMMISSION ACTION... The content of the notice and conduct of the hearing on the amendment shall be as required by this Code and state law. The Planning Commission shall review the proposed amendment and receive evidence and testimony on whether the proposed change can be justified under the approval criteria. Within 30 days after the public hearing and close of the evidentiary record, the Planning Commission shall adopt a written recommendation on the proposed amendment. The recommendation shall contain findings and conclusions on whether the proposal or a modified proposal meets the approval criteria."***

SDC Section 7.080(4) states: ***"CITY COUNCIL ACTION. Within 45 days after the Planning Commission action on the proposed Metro Plan amendment, the City Council shall hold a public hearing on the proposed amendment. The Council's decision shall be based solely on the evidentiary record created before the Planning Commission. No new evidence shall be allowed at the Council hearing. Within 30 days after the public hearing, the Council shall approve, modify and approve, or deny the proposed amendment. The Council shall take this action by ordinance with adopted findings and conclusions on whether the proposal or a modified proposal meets the approval criteria. The action of the City Council is final."***

Despite the stated intent of SDC 7.080(4), the public hearing before the Council scheduled for May 7, 2007 on the recommendation of the Planning Commission will not be simply on the record for the following reasons:

1. Statewide Planning Goal 1 is Citizen Involvement. The following statements from Goal 1 are listed:

   "...The citizen involvement program shall be appropriate to the scale of the planning effort...." and ***"1. Citizen Involvement -- To provide for widespread citizen involvement."*** For these applications notice included property owners and renters within 300 feet of the subject property and newspaper notice. Additionally Goal 1 states: ***"2. Communication -- To assure effective two-way communication with citizens. Mechanisms shall be established which provide for effective communication between citizens and elected and appointed officials."*** and ***"3. Citizen Influence -- To provide the opportunity for citizens to be involved in all phases of the planning process.*** It is the City's custom to secure as much public comment and testimony as possible (See #2., below). The Planning Commission's decision is only a recommendation. Difficulty with limiting public comment to the record is inconsistent with the expectations of people who attend their elected officials meetings and expect to be able to talk, and presents unnecessary issues regarding the receipt of information outside of the record.

2. Greg Mott, Planning Manager, has stated that the reason why that SDC Section 7.080(4) was written as cited was to expedite the application review process time line and that it has been the City's past practice to not limit the record at the City Council decision level for Metro Plan amendments. To Mr. Mott's knowledge, all Planning Commission Metro Plan amendment recommendations to the City Council, since adoption of that amendment to SDC Section 7.080(4) have had the opportunity to be heard "de novo" by that body. Specifically, the minutes (May 7, 2001) of the proposed Metro Plan Diagram amendment for the Home Depot application (Jo. No. 00-12-254) on this same property listed 15 persons who spoke to the City Council on the application that evening (See Attachment A).

3. The fact that in this particular case the recording of the Planning Commission initial hearing was defective and did not record the meeting, and thus would have no record for the recommendation other than the minutes (See Attachment B).

ATTACHMENT A

MINUTES OF THE REGULAR SESSION
OF THE SPRINGFIELD CITY COUNCIL
HELD ON MONDAY, MAY 7, 2001.

The Springfield City Council met in Regular Session at Springfield City Hall, Council Meeting Room, 225 Fifth Street, Springfield, at 7:00 p.m., with Mayor Leiken presiding.

ATTENDANCE

Present were Mayor Leiken, Councilors Ballew, Fitch, Lundberg, Ralston, and Simmons. Councilor Hatfield was absent (excused). Also present were City Manager Mike Kelly, Assistant City Manager Gino Grimaldi, City Recorder Kim Krebs, City Attorney Joe Leahy, Police Chief Jerry Smith, and members of the staff.

PLEDGE OF ALLEGIANCE

Mayor Leiken led the Pledge of Allegiance.

SPRINGFIELD UPBEAT

Mayor Leiken proclaimed the Month of May 2001 as Family Gun Safety Month.

Mayor Leiken proclaimed the Week of May 20 – 26, 2001 as National Public Works Week.

CONSENT CALENDAR

IT WAS MOVED BY COUNCILOR FITCH WITH A SECOND BY COUNCILOR BALLEW TO ADOPT THE CONSENT CALENDAR. THE MOTION PASSED WITH A VOTE OF 5 IN FAVOR AND 0 AGAINST.

1. Claims

2. Minutes

   a. March 19, 2001 – Regular Meeting
   b. April 9, 2001 – Work Session

3. Resolutions

   a. RESOLUTION NO. 01-23 – A RESOLUTION TO ACCEPT PERMIT PROJECT P30013: M AND H SUBDIVISION PUBLIC IMPROVEMENTS.

   b. RESOLUTION NO. 1-24 – A RESOLUTION TO ACCEPT PROJECT P30116: E STREET AT 1520 STORM PIPE LATERAL (ST. ALICE CHURCH) PUBLIC IMPROVEMENT.

   c. RESOLUTION NO. 01-25 – A RESOLUTION TO ACCEPT PROJECT P20168 FROM EMERY & SONS CONSTRUCTION IN THE AMOUNT OF $393,308.74.

   d. RESOLUTION NO. 01-26 – A RESOLUTION TO ACCEPT PERMIT PROJECT P30044: SOUTH 41ST PLACE AT BLUEBELLE WAY PUBLIC IMPROVEMENTS.

e. RESOLUTION NO. 01-27 – A RESOLUTION TO ACCEPT PROJECT P20140 FROM H20 CONTRACTORS, INC., IN THE AMOUNT OF $85,630.35.

4. Ordinances

5. Other Routine Matters

a. Approval of Bid Acceptance to Ben-Ko-Matic in the Amount of $93,140.00, for Broom Bear Street Sweeper.

b. Bid Award for Springfield City Hall Wall covering – Capital Bond Building Preservation Project to Carlson & Strand in the Amount of $36,660.00.

c. Bid Award for Project P20100: Water Street Improvements, F to G Streets and M to N Streets, and West F Street, Water Street to Kelly Boulevard and Vicinity, to Babb Construction Co., DBA Delta Construction Co., in the Amount of $213,938.16.

d. Approve OLCC Liquor License Endorsement for Momma Ida's Southern Grill, located at 1815 Pioneer Parkway, Springfield, Oregon.

e. Approval of the March 2001 Quarterly Financial Reports.

f. Ratification of a Two-Year Agreement with the Springfield Police Association (SPA) for the term of July 1, 2001 to June 30, 2003.

g. Approval of City Attorney Contract Extension for a One-Year Period Effective July 1, 2001 to June 30, 2002, with Firm of Harold, Leahy, and Kieran.

h. Approval of the Citywide Copy Machine Replacement Purchase with Associated Business Systems in the Amount of $140,834.00.

PUBLIC HEARINGS

1. FY 2001-2002 One-Year Action Plan of the Eugene-Springfield Consolidated Plan for Housing and Community Development.

Housing Program Specialist Kevin Ko was present for the staff report. He said each year staff requests approval from council for the one-year action plan. He said the plan is informing HUD what the city's plans are for CDBG and HOME funds. He said the document was presented to council last month, and it comes before council tonight for the formal approval for HUD and for the Public Record.

Councilor Fitch said for the record she is removing herself from the decision, since she is a Board Member of the Springfield Renaissance Development Corporation (SRDC).

Mayor Leiken opened the Pubic Hearing.

No one appeared to speak.

Mayor Leiken closed the public hearing.

IT WAS MOVED BY COUNCILOR BALLEW WITH A SECOND BY COUNCILOR SIMMONS TO APPROVE THE ONE-YEAR ACTION PLAN. THE MOTION PASSED WITH A VOTE OF 4 IN FAVOR AND 1 ABSTAIN (FITCH).

2. Metro Plan Diagram Change: Jo. No. 00-12-254.

ORDINANCE NO. 1 – AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN AND REZONING CERTAIN PROPERTIES LOCATED NORTH OF MARCOLA ROAD, EAST OF 19TH STREET, WEST OF 31ST STREET, AND SOUTH OF YOLANDA.

Planning Supervisor Mel Oberst was present for the staff report. He said the property involved in this amended is known as the Pierce Trust Campus Industrial Site, east of the Mohawk Market Place. He said the Planning Commission conducted a public hearing on this issue, and recommended approval of the amendment to the City Council. They also voted to approve a zone change from campus industrial to commercial, and they amended the conceptual development plan for the Pierce Trust properties. He said those two changes are contingent upon Council approval of this diagram amendment. He said this proposal was made by Home Depot who wishes to build a store there, and said some people from Home Depot are present to explain the proposal in more detail. He said the environment issues are nominal, and the applicant proposes to relocate the existing ditch, and do water quality enhancements. The development of the parking lot for the area will be state of the art; all the storm water will be directed toward the landscaping of the site. He displayed a plot plan of the site boundary between medium density residential (MDR) and commercial industrial. He said based on all the information presented and provided in council's packet, and the important factor in this decision for staff that it was in conformance with the Metro Plan criteria for changing the diagram, the traffic impacts were very acceptable, the site was suitable for commercial development, fully sewered and serviced. Based on this information, staff recommends approval. He said this is the first reading of the ordinance and time for the public hearing.

Councilor Simmons referred to Page A-4 of the handout where it states "a large drainage ditch is unaffected by the proposed zoning and redesignation proposals". He said it appear in the conceptual storm drain document submitted by Poage Engineering, that it calls for relocation of the ditch in some way along the road that would run to the north. He said Goal 13 energy conservation component within the plan process does not clearly state the value of the thermal potential for the ditch to decrease the energy consumption at Home Depot or any other site located along side of it. He said it does not seem to stress well the issue of wetland issue, and it seems if we could gain a water feature throughout that development plus gain the thermal potential to benefit the occupants of those properties through industrial grade heatpumps. He said the water that flows through that ditch comes from 42nd and Weyerhaeuser, and runs down and comes out at the Alton Baker reflecting pond. He said this is part of an extensive waterway system; therefore the concept of just piping it, or making it a roadside ditch is not in tune with where we are on energy or the habitat process. He said he is supportive of the development, however there are some issues that need to be addressed in a way that is beneficial to development as well as to the community. He asked Mr. Oberst if this issue had been discussed in the process?

Mr. Oberst said no, water quality has been extensively discussed, but using the ditch for other thermal activities has not been addressed.

Mayor Leiken opened the Public hearing and announced to the audience this was first reading only.

1. Frank Parisi, 1630 SW Morrison, Portland, he said he is one of the lawyers for Home Depot, and applicant's main representative. He said Home Depot was founded in 1978, and the largest home improvement retailer in the world. He said there are currently 1,182 stores with approximately 250,000 employees, and sales are about 45 billion. He said there are 200 employees currently in the Eugene store, and introduced the Manager, Sam. He introduced the witnesses who will be testifying in support of Home Depot. He said they did ask the public if they were interested in having a Home Depot in their community, and provided copies of 792 response cards reflecting support.

2. Julia Kuhn Butorac, Kittelson & Assoc, 610 SW Alder, Suite 700, Portland, said there were two studies performed, one that focused on what would happen today with out Home Depot, and then what would happen if Home Depot developed. She said there was also an analysis of the zone change and comprehensive plan amendment. She said under Oregon planning rules, we are required to look out 20 years. She explained the different intersections that were evaluated for traffic issues, and highlighted on a map where they are proposing installation of a traffic signal. She said they are working closely with the Oregon Department of Transportation (ODOT). She highlighted the trip cap issue regarding the impact of the intersections.

3. Al Johnson, P.O. 71818, Eugene, said Mr. Poage would address the issue of the ditch when he is allowed to speak. He said the Conceptual Development Plan has to be done before this plan change could be considered. He said what we are looking at tonight are the impacts of the Home Depot development, and that is the relevant issue. He said Home Depot takes no position as to what happens to ditch, and will be happy to cooperate with anything. He said the basic theme that this proposal represents is we have a Metro Plan policy that calls upon Eugene and Springfield to be the regional trade center for the entire area. He said that brings into play a couple of things; 1) must have full participation, 2) important to have a competitive market. It will be important to have two competitive stores in order to allow consumer choice. He talked about the transportation facilities, and how they are out of balance. He said Mr. Oberst talked about inventory issues, and maintaining those inventories will be important as it relates to commercial properties.

4. Tom Poage, 990 Obie Street, Eugene, said he works for the property owner, Al Pierce. He said they were asked several months ago before Home Depot was involved, to look at possible channel and relocations to enhance his property. He spoke about several issues and possibilities of how to relocate the drainage ditch to utilize the property more efficiently, in addition to allowing the medium density property to drain more efficiently. He said the residential sub-division just north of the commercial and has some flooding problems, and highlighted the different options to improve the drainage in that area

Councilor Simmons said the ditch is part of the old irrigation district, but it does start in the southeast corner by Weyerhauser, and comes back into the Q Street channel. Again this could be very well used to reduce the heating cost in the proposed development. He said it would be beneficial for both a water feature as well as a thermal potential. He said he realizes it may not be part of the issue tonight, but it does need to be part of the development process on that property.

5. Curtiss Greer, 357 55th Street, Springfield, asked if Springfield was going forward into the 20th Century, or are they going to stay in the 19th Century. He said he is tired of supporting Eugene, when he could be shopping in Springfield.

6. Dennis Orem, 85139 Ridgetop Dr., Eugene, Said he is the President of Jerry's Home Improvement Center, soon to be at McKenzie field next to K-Mart. He said he was testifying in opposition of the plan amendment change on the basis of land use, and the long-term benefits of Springfield for that land use change. He said it may seem a little self serving that he is addressing the council regarding this change, but he can assure the council that Jerry's competes very favorably with Home Depot on the west side of the freeway, and they will continue to compete favorably on the east side of the freeway. He said his opposition is because of the issue of fairness and certainty for commercial lands and businesses trying to acquire commercial lands in this market place. He said to be certain the City of Springfield has a shortage of commercial lands. He said Jerry's began three years ago searching for a piece of property to build a store on in Springfield. He said the McKenzie Field had 30 acres, Jerry's only needed 12 acres. They looked at the Pierce property and saw that it was designated in the Metro Plan to be campus industrial, and thought then that it had specific traffic problems. He said many other areas of the City were explored, and after 2 ½ years they obtained the agreement of Wal Mart. He said they were able to jump through all the hoops necessary and finalize an agreement and the store in Springfield will be a reality. He said the rules that will be leading us out into the future in relation to the Pierce property. He said if he would have know 3 years ago that he could have hired consultants, and attorneys to produce the proper reports necessary to gain approval, he would have been operating in Springfield today, rather than standing up before council now. He said the rules he was operating under may be in the process of change, and life isn't always certain. He said he would tell council the things that are certain. 1) Commercial real estate in Springfield in the long term needs to be expanded; 2) commercial real estate is a long-term asset that many times takes a long time to develop and turn into value; 3) In the long-term the Pierce property will in fact be developed; 4) In the long-term we do have standards in the State of Oregon that direct our growth to very long term goals; and 5) In the long term at 45 billion dollars in sales Home Depot will operate a store in Springfield if they choose. The question is in the short term what decision council would make, and would they make that decision in the short term to meet all of those long-term goals. He said he respects council's responsibility to make the decision, and appreciates the careful consideration of this matter.

7. Monty Luke, 1253 D Street, Springfield, said he is a strong supporter of Home Depot, and said he is in the process of doing one of many remodels in his home. He said being a parent of 7 children, he assumes there will be some tax revenues from a store of that size. He said he is a strong supporter of education and would like to see some more money funneled into the Springfield School District to help his children with their education. He said he owns his own business and is a home designer, and does a lot of work in both Springfield and Eugene. He said he also has teenage children and one of them is currently looking for a job, and would love the job opportunities for them.

8. Mark Radabagh, (did not state his address for the record), said he was from the Oregon Dept Land Conservation and Development. He submitted a short two-page letter for the record. He said this is the third letter the Department has sent on this matter and they all have the same element of concern regarding this site being part of one of the proposed nodal nodes in the TransPlan proposal. He highlighted the reasons for his concerns. He said he agrees with the Home Depot team in that there is a shortage of commercial lands in the city of Springfield. He said currently most of the identified nodes are planned and zoned and allowed to continue auto oriented developed, and this means inappropriate and poorly designated uses that could easily frustrate nodal development. He said to be successful, nodes generally require a mix of mutually supportive pedestrian and transit friendly uses and a good network of streets. If interim development includes inappropriate uses and is poorly laid out, the result

would be a much larger area and perhaps a whole node unsuitable for nodal development. He spoke about the Goal 9 aspect, and the relationship with SRDC, and the whole downtown prospectus. He said what the Department would like to see is a reconsideration of the site design over this project.

9. Mike Farthing 767 Willamette Street, Suite 203, Eugene, said he represents Al Parra, and said he submitted a brief letter to be entered into the record. He said he has a few concerns about the application. He referred to a previous letter that was submitted to the Planning Commission on April 10th. He said as some of the other speakers have eluded to, he thinks it is quite frankly bad planning, it does not do anything to Springfield's commercial land shortage, he said if anything, it is spot zoning for Home Depot. He said a lot of people spent a lot of time reviewing and adopting the Commercial Land Study, and this application is basically an end run around that study. He said he thought it set's a dangerous precedence for the Pierce property. He said he has problems with the study, specifically on the transportation issues. He requested Council allow at least a week to leave the record open in order to submit written information, in order to respond as it relates to the findings He said these findings are based upon a comparison of what Home Depot will generate, versus what a full development of the Pierce site under the existing zoning generate. However, the Pierce site is based on TransPlan of 1986, it is not based on the new TransPlan that will be adopted very soon.

10. Janet Wright, 2310 Floral Hill, Eugene, said she is the Administrator for Springfield Family Practice, located at 2280 Marcola Rd, directly east of the proposed Home Depot site She said at the time the building was completed approximately 1 ½ years ago, , it was zoned as it currently is, light industrial, and she said the Practice would prefer that it stay that way. She said there will be a lot of noise, traffic, construction, and a lot of congestion in that area. She said as a neighbor of that site, prefer it be quieter and less traffic to allow their patients easier access to their building. She said she is also concerned with the environmental issues as well. Last, the ditch is a great concern of theirs as it is right next to their property

11. Nancy Falk, 2567 Marcola Road, Springfield, said she lives directly across from the proposed development. She said Jerry's is already approved and in Springfield and referred to the Springfield News article of March 14. She is concerned with Home Depot coming in to amend the plan, and said this is all against what was initially planned for that property as campus type light industry. She said it was never intended to be community commercial. She said she is concerned about the Department of Land Conservation and Development having already said twice, they are opposed. She said she has a petition to submit into the record requesting the City not change the Metro Plan She pleads to the council not let Springfield be another victim of Home Depot's expansion plans.

12 Harold Gillis, 2888 Yolanda Avenue, Springfield, he said the only thing that will be harmed at the site are the geese, they are a lot of fun to watch. He spends a lot of time on the freeway since he retired traveling to both Jerry's and Home Depot. He is pleased both stores want to move to Springfield, but said he thinks Home Depot belongs on the old airport property.

13. Tim Cohen, 1010 Dondea Street, Springfield, said he owns Black Sheep Building, and has a total of 220 receipts reflecting purchases over the last two years from Home Depot. He said he lives off of Jasper Road, and it would be greatly efficient for him to be able to shop in Springfield. He said there are many other contractors who are not present tonight would agree with that statement. He said the issues related to zoning, thermal activity and drainage are all in the eyes of the beholder. He said the stability of the quantity and quality of people that are involved on both sides of the issue for Home Depot and the City of Springfield, there is more than enough ability to resolve all of the areas that need revisions, and discussed

to be brought to the table and resolve in order to have a Home Depot in Springfield. He said he is in favor of Home Depot, and feels this is a positive move for this city.

14. Brent McLean, 509 North 38th Place, Springfield, said he spoke at the zoning meeting held last month. He said he doesn't doubt Home Depot's sincerity in the building of this development. He said he is neutral on the issue. He said he has spent 30 – 35 years, and is in favor of commercial and industrial construction, he said he is a masonry contractor. He said the concept of two major building suppliers is a good idea, and competition cannot be bad. He said his arguments to spot zone change and pick locations to accommodate the convenience of people, is a dangerous idea. Are we giving tax breaks on this business, which would stand to gain over 1 million just in the zone change alone, is a question he is asking. We should allow all industrial to be put on the table due to low inventories. He said this is just the beginning, he said this zone change could cause miles of litigation and mitigation or challenges to all industrial zoned property in Springfield. He said he looks forward to councils' decision on this matter.

15. Earl Grigsby,790 J Street, Springfield, said he does shop at Home Depot, and does shop at some of the local stores in Springfield. He said this proposed building would be something Springfield could be proud of. He said he would like to see the citizens of Springfield be interested in increasing the quality of the City, and would like everyone to come together to determine what would benefit for tax income, more money for schools and working towards the common good. He said this property is a good start for Home Depot, especially to build something nice as they are proposing.

Mayor Leiken closed the Public Hearing.

Mr. Oberst asked that he be given the opportunity to summarize all that was stated in the public testimony. He said the main issue before Council is essentially whether or not this is consistent with the Metro Plan Diagram, in the Metro Plan text in whether or not we are consistent and in tune with the goals of the Metro Plan, and whether or not by doing so, we are making the Metro Plan internally inconsistent. He said basically those are the criteria. Are we consistent with statewide goals adopted by LCDC, and are we making sure our plan is not internally inconsistent by this change. He said staff was responsive to the States letters. He said they have also met with the state staff. He said the issue that staff had with the states suggestions were simply that the City has an adopted set of plans and a property owner, developer or applicant has a right to base their decisions for a purchase acquisition or proposed zone changes upon those adopted plans. He said while we are currently considering the implementation of nodes in Springfield, through TransPlan; TransPlan is yet adopted, therefore it is not a plan that staff is able to use by which to write staff reports or base a decision. He said the Planning Commission cannot base a decision on that either. He said he wanted to make sure council had that background and they have not ignored the states concerns, staff worked with them and tried to explain to them that we have to apply the codes that are adopted He said wee have adopted a commercial lands inventory, and industrial lands inventory. He said as of today, as far as staff can tell, the industrial lands inventory has a surplus, and Springfield's commercial lands inventory has a deficit. He said when the proposal was reviewed by the criteria of approval, they are looking at the consistency of balancing industrial commercial, with residential. He said when looking at this property the question is whether or not it is a good place. It would rezone some campus industrial, with some net gain, and would be made in the MDR. Mr. Farthing said this won't be part of the surplus, this will be used. When an applicant comes to staff, it is perfectly within their right to argue the merits of their proposal. The criteria of approval are consistent with the rules adopted, and the adoption of the amendment must not make the Metro Plan internally inconsistent. He said the staff report has findings to this effect. He said this proposal meets the findings positively, which is why staff is recommending approval. He said understanding that Mr. Farthing did not have a lot of time between the Planning Commission's final decision, and in recognition of that, staff would recommend that the record be held open for 5 days to a week, to allow Mr. Farthing to review the record, review the Planning

Commission decision and their findings, and submit any supplemental information that he would choose. However, staff would also recommend that the applicant be given an additional 5 days to rebut that information, then council convene again in two weeks to close the record. He said this is just an option in order to provide everyone an opportunity to feel like they have had a fair hearing, they have had time to review the information and make their comments to the record.

City Attorney Joe Leahy said staff would suggested council close the public hearing tonight, and keep the record open. Mr. Leahy inquired of Mr. Farthing whether 10 days would meet his needs.

Mr. Farthing acknowledged yes, 10 days would meet his needs.

Mr. Leahy said the applicant would then have 7 days after that time, and inquired of the applicant.

The applicant acknowledged that would be satisfactory.

Mr. Leahy said again staff would recommend closing the public hearing tonight, and keep the record open for 10 days beginning May 8, 2001, until May 18th, at 5 p.m. for any new information, or information that people choose to put in, and then it will be open an additional 7 days to 5:00 p.m., on May 25, 2001, for response by the applicant. The record would then be closed at that time on May 25, 2001, at 5 p.m. He said this would then come back to council at it's June 4, 2001 meeting, the council would make a decision on the basis of the information they heard tonight, as well as the information entered into the record during the time in which it was kept open, with no further pubic testimony.

IT WAS MOVED BY COUNCILOR BALLEW, WITH A SECOND BY COUNCILOR FITCH TO FOLLOW STAFF RECOMMENDATION AS TO HOW LONG THE RECORD SHOULD BE OPEN, AND TO CONTINUE TO THE SECOND READING ON JUNE 4, 2001, AS IT RELATES TO THE HOME DEPOT APPLICATION FOR THE METRO PLAN DIAGRAM CHANGE. THE MOTION PASSED WITH A VOTE OF 5 IN FAVOR AND 0 AGAINST.

At 8:30 p.m., Mayor Leiken called for a 3-minute recess.

The meeting was reconvened at 8:35 p.m.

3. A Resolution Initiating Annexation of Certain Territory to the City of Springfield. Arlie & Company, Applicant, (Journal No. 2001-04-0083.)

RESOLUTION NO. 01-28 – A RESOLUTION INITIATING ANNEXATION OF CERTAIN TERRITORY TO THE CITY OF SPRINGFIELD AND REQUESTING THAT THE LANE COUNTY LOCAL GOVERNMENT BOUNDARY COMMISSION APPROVE THE ANNEXATION, AND REQUESTING THAT THE ANNEXATION REVIEW BY THE BOUNDARY COMMISSION OCCUR DURING A PUBLIC HEARING.

Planning Manager Greg Mott was present for the staff report. He said the resolution before Council tonight was initiated by the owners of property in the Gateway area. He referred Council to their packet (Exhibit B-2) that shows the property subject to the resolution, which are tax lots 800, 902, 1000, 1100, 1200, 1201, 1203 and 1400. He said there are properties immediately west of the railroad right-of-way between Game Farm Rd and the river that are not part of the annexation, nor is tax lot 901, which is joint ownership with the City and SUB where there substation facility is located. He said the applicants have submitted confirmation from the Department of the Chief Deputy County Clerk, confirming the number of registered voters on the subject

property, and the fact that they have a majority of those people to sign the petition, as well as owners of the property. This satisfies the requirements of the ORS regarding a property owner initiated annexation request. He said this is scheduled to go before the Boundary Commission on June 7, 2001 and council's recommendation, which means it would go forward with either the adopted Resolution, or a recommendation that you don't support the request. He said Council's action is advisory to the Boundary Commission. Mr. Mott said staff is supporting the request based on 1) the entire site be the subject of a master plan, and the development includes a master plan specification Article #37, and that would be subject to a public hearing before the Planning Commission. He outlined the essential components of the master plan. 2) The development would not occur until the Pioneer Parkway Extension (PPE) was constructed. He said this action and a subsequent approval by the Boundary Commission still will render the property not developable, because neither sewer nor water are provided to this site. He said those will occur subsequent to the approval of the master plan. He said this is not part of council's action tonight. He said Mr. Reed from Arlie and Co, was present tonight to respond to any questions that council may have.

Councilor Ralston asked if the PPE cut through part of this property?

Mr. Mott said yes, and referred to Exhibit B-2 and highlighted where it would be placed, and said it would be incorporated into the Master Plan.

Councilor Ballew asked if the Beverly pumping station would be have to be replaced, and if so would it have to be pumped or would it be a gravity flow.

Mr. Peroutka said it would be a gravity.

Councilor Lundberg said Mr. Reed did an adequate job at the neighborhood meeting, it went well and was very informative. She said the neighbors had very good questions, and Mr. Reed answered well, and was quite receptive.

Mayor Leiken opened the public hearing

1. Larry Reed, 722 Country Club Rd., Eugene, said he is the Director of Planning and Development for Arlie and Company, Land and Investments. He said this is the first time before the council since employed for Arlie and Co. He explained that Arlie & Co, is a family owned company. He said the company President is Suzanne Arlie and her husband John Musumechi. He said there are two divisions in the property, Arlie Property Management, which manage and lease various holdings; then there is Arlie Development, whichis the division that he manages. He said they take under utilized or vacant property and go through the various entitlements and planning approval to develop. He said they purchased approximately 105 acres along the east side of Game Farm Rd., of which 94 acres are currently in this request. He said the reason the additional acreage isn't in the request is because they have just purchased tax lot 300, and 700, which encompasses all of the land, which is involved with the extension of the Pioneer Parkway. He said they purchased the land from four different property owners, and feel with this magnitude a development they are looking forward to doing a nodal development. They have a vision for how that is going to occur, and the neighborhood seems very excited. He said they are committed to doing a master planned community under the cities Chapter 37, and have spent over 8 million dollars in purchasing the acreage. With that they will need the certainty that annexation brings to this project in order for them to continue working with the city staff to master plan the area.

Councilor Simmons said because of the proximity to the river, the McKenzie Watershed Council would like to invite Arlie and Co to meet with them. He thinks it would be helpful to Mr. Reed's staff in working on the project.

Mayor Leiken closed the public hearing.

City Attorney Joe Leahy asked for clarification on instruction to staff. He said he would like to propose an additional Section 3 to the resolution that would state, "This resolution is based upon the assumption that city staff has or will reach agreement with the property owner for the provision of key urban services and a master plan pursuant to Springfield Development Code, Chapter 37, satisfactory to the city staff prior to the boundary commission hearing." He said staff simply wants to be sure when they go to that hearing they can stand shoulder to shoulder with the applicant and say "Yes" that we have the provision of key urban services.

Councilor Ralston asked about the additional tax lots that were just purchased, and wondered if that would be included in this also?

Mr. Mott said he spoke to Mr. Reed previously, and was advised by Mr. Reed that they had closed on additional properties, however it was too late to include those properties into this action..

IT WAS MOVED BY COUNCILOR FITCH, WITH A SECOND BY COUNCILOR SIMMONS TO ADOPT RESOLUTION NO. 01-28, WITH THE ADDITION OF SECTION 3 AS STATED BY CITY ATTORNEY JOE LEAHY. THE MOTION PASSED WITH A VOTE OF 5 IN FAVOR AND 0 AGAINST.

Councilor Ballew said she does not normally support non-contiguous annexation, however it appears the developer has worked with the City and as this folds out everything will be in place, and supports this.

BUSINESS FROM THE AUDIENCE

1. Curtis Greer, 357 55th Street, Springfield, said he came down to tonight with one thing on his mind, and that was the Mayor's first proclamation. He said he has a problem with declaring one month as gun safety month. He said that is a 24-hour day, 7 day a week, 52 week a year situation. He does not think it should be regulated to one month. He would suggest that Springfield be declared as a gun safety community rather than declaring one month for it. He said he believes there is city regulations that require law abiding gun shops what they can post in front of their shops as to what they are selling. However, he said he doesn't think the City of Springfield has taken any action against the doctors and the hospitals for placing lies and false advertisement on the back end of the Lane Transit District (LTD) buses that are running through town. He said he has spoken to Obie Media and Ed. Bergeron at LTD. He would like the City to take a stand to remove those ads.

Mayor Leiken said he would like to respond to the proclamation issue. He said he agreed with Mr. Greer, as a young child his father taught him every gun is loaded. He said as a former member of the NRA. He said this was simply a leisure for the Mayor to declare a proclamation, which coincided with the State of Oregon and the City of Eugene, all at the same time.

CORRESPONDENCE AND PETITIONS

1. Correspondence from Bonnie Ullman, President & Board of Directors, Game Farm Neighbors, 3350 Oriole Street, Springfield, Oregon, Regarding the Proposed Changes to the Northern Connector of the Pioneer Parkway Extension.

2. Correspondence from Mike and Francie Duggan, 3154 W. Street, Springfield, Oregon, Regarding the Home Depot project in Springfield.

3. Correspondence from Frank and Celia Roberts, 41590 Madrone Street, Springfield, Oregon, Regarding the Home Depot Project in Springfield.

4. Correspondence from Don and Bonnie Carrere, 36589 Alder Branch Road, Springfield, Oregon, Regarding the Home Depot Project in Springfield.

5. Correspondence from Robert and Beverly Bixby, 176 18th Street, Springfield, Oregon, Regarding the Home Depot Project in Springfield.

6. Correspondence from Jay Surgeon, 2915 Game Farm Road, Springfield, Oregon, Regarding the Home Depot Project in Springfield.

7. Correspondence from Robert Erick, 1941 Carter Lane, Springfield, Oregon, Regarding the Home Depot Project in Springfield.

8. Correspondence from Carolyn O'Neal, 1095 C Street, Springfield, Oregon, Regarding Shakers, located at 12th and Main Street.

IT WAS MOVED BY COUNCILOR FITCH, WITH A SECOND BY COUNCILOR BALLEW TO ACCEPT THE CORRESPONDENCE FOR FILING WITH THE ADDITIONAL CORRESPONDENCE RECEIVED. THE MOTION PASSED WITH A VOTE OF 5 IN FAVOR AND 0 AGAINST.

BUSINESS FROM THE CITY COUNCIL

Councilor Ralston said the Museum Board is requesting an addition of a quarter of a position, and said Council would have an opportunity to review that at it's next Budget Committee Meeting. He said it wasn't clear in their documentation, and said he doesn't think an option of not funding a position is not a good idea. He said there is nothing substantial to report at the LRAPA or Planning Commission meetings at this time.

Councilor Simmons said the Police Planning Task Force is working on an exclusion ordinance in the downtown area, and the department now has two computer units up and running in the cars, and are actively working on the installation of the others. He said the system is going to be a real labor saving devise. He said the other departments will also be able to make use of this in cutting down the amount of paperwork on Fire Inspections and Building Inspections, so the advantage of the mobile data system will be quite substantial over time.

BUSINESS FROM CITY MANAGER

1. Fiber Optic Connection to Regional Information System.

RESOLUTION NO. 01-29 – A RESOLUTION APPROVING AND AUTHORIZING AN INTERGOVERNMENTAL AGREEMENT FOR THE CONTROL AND OPERATION OF A FIBER OPTIC SYSTEM.

Project Manager Len Goodwin was present for the staff report. He said what council has before them is a resolution of showing how well governments can cooperate together. He said this involves us taking over a section of fiber optic cable, which runs between the Maintenance Facility, and somewhere in downtown Eugene. He said the greatest potential is for economic development. It will facilitate connecting the SUB fiber optic network that encircles Springfield to some of the major connection points that connect us to the outside world. He said it would facilitate the University of Oregon into facilities in the City of Springfield. He said as a minor aspect it also has the potential for an intergovernmental connection, will probably be the first thing that actually happens. What this will do is to connect city government facilities, Lane County, LCOG, LTD, and the University of Oregon, all together into an intergovernmental network which will facilitate them all to communicate back and forth, replacing existing facilities and expanding it to take on additional needs as the demands grow. He said the cost is approximately $17,000. For a 20-year for an indefeasible right of use. He said we are probably ready to light the fiber at the intergovernmental portion almost immediately.

Councilor Ballew said this is a very big step, and asked for council's to support.

IT WAS MOVED BY COUNCILOR BALLEW, WITH A SECOND BY COUNCILOR FITCH TO APPROVE RESOLUTION NO. 01-29. THE MOTION PASSED WITH A VOTE OF 5 FOR AND 0 AGAINST.

BUSINESS FROM THE CITY ATTORNEY

Mr. Leahy thanked Council for the additional time in the public testimony portion. He said it is important to allow people that opportunity as some issues are very complicated and emotional which requires some additional time. He said the more fair Council is during the hearing process, the less inclined people are to resort to an appeal, or something like that. He said it definitely reflects well on the Council as a whole, and appreciates their understanding.

Councilor Simmons requested that staff prepare a letter of Thank you to Masood Mirza who will be leaving the City as of May 18, 2001.

ADJOURNMENT

The meeting was adjourned at 8:55 p.m.

Minutes Recorder – Kim Krebs

Sidney XXXXXXXX, Mayor
Councilor Tammy Fitch, Presiding Officer

ATTEST:

Kim Krebs, City Recorder

ATTACHMENT B

MEMORANDUM

TO: GARY KARP, PLANNER III

FROM: BRENDA JONES, PLANNING SECRETARY

SUBJECT: MARCH 27, 2007 SPRINGFIELD PLANNING COMMISSION REGULAR SESSION MINUTES

DATE: 4/23/2007

At the Planning Commission Regular Session on March 27, 2007, there was an equipment malfunction with the recording system.

I was able to put together the minutes of the meeting by the notes I took during the Regular session and the notes of various Planning staff.

I feel these minutes are complete with the exception of the back and forth conversation by the Planning Commission. Prior to the minutes being included in the Planning Commission Packets, they were reviewed by Commissioner Beyer for completeness. He agreed that the minutes were complete.

A motion to approve the March 27, 2007 minutes in there entirety was made by Commissioner Beyer and Seconded by Commissioner Moe at the Public Hearing held April 17, 2007. The Planning Commission's vote was 6:0:0.

Sincerely,

Brenda Jones

Planning Secretary

CITY COUNCIL PUBLIC HEARING PROCEDURES

• Open the public hearing	Mayor
• "de Novo" and quasi-judicial land use hearings discussion	City Attorney
• Quasi-judicial public hearing rights and criteria of approval	Karp (3 min.)
• Staff report and questions from Council	Karp (10 min.)
• Applicant testimony	(20 min.)
• Testimony by those in favor	(3 min. each)
• Testimony by those neutral	(3 min. each)
• Testimony by those opposed	(3 min. each)
• Applicant's rebuttal	(10 min.)
• Staff's response	Karp (5 min.)
• Close the public hearing	
• Discussion, questions of staff, deliberation	
• Decision	

If someone requests a record extension during the public hearing, the Council should honor this request by setting a date certain for the continued public hearing or, if the record extension is exclusively for written testimony, then set a date certain for Council consideration of this evidence, deliberation of the ordinance and action.

Sample motion for record extension;

Written record. I move to leave the written record open 1 week until 5 p.m. on May 14th, provide the applicant and staff one additional week to respond to this testimony, and reconvene for our consideration of this application at 7 p.m. on June 4th in these Chambers.

Additional testimony. If all testimony cannot be accommodated on May 7th: I move to continue this public hearing until 6 p.m. on May 8th (or some other agreed to date) in these Chambers to allow additional time for all interested parties to testify; or