AGENDA ITEM SUMMARYDEPT OF

JUN 2 1 2007

LAND CONSERVATION AND DEVELOPMENT

June 18, 2007 **Meeting Date:** Regular Session **Meeting Type:** Development Department: Services

Gary M. Karp **Staff Contact:** 726-3777 Staff Phone No:

10 minutes

SPRINGFIELD CITY COUNCIL

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

Estimated Time:

ACTION REQUESTED:

ITEM TITLE:

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

ATTACHMENT

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 <u>after</u> 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	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	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 7 th packet and in Attachment 5 of this packet and in

	1		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
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.	properties is not permitted. 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.

Gail Wagenblast	7. Some of the open space is in the commercial area, which includes a 30 foot swatch along the road.	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. 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 7 th packet). The 30 foot swatch mentioned is a building setback proposed for those buildings fronting
Fred and Virginia Jasmer	Request for a delay or further consideration of the development.	Marcola Road. The public hearing has been closed and the written record has been held open as previously described. The City Council will consider these additional
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? Output Output Description:	written materials on June 18 th . 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 <i>TransPlan</i> 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	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	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	 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 7 th 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

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.

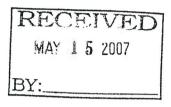
Robert Lind Daisy Lind

2359 31st St. Springfield, Or. 97477

RECEIVED

MAY 1 7 2007

CITY OF SPRINGFIELD CITY RECORDER Cliff Iverson 2595 Marcola Road Springfield, Oregon 541-747-4037



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 <u>several</u> 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 potentially 1000 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 <u>no need</u> 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.

(M) Diesson

May 14, 2007

REC'D MAY 14 2007 4:55pm

Springfield City Council 225 North Fifth Street Springfield, Oregon 97477

plear Councilors.

Please do not amend the Metro. Plan
Or the Joning map, morth of Marcala Rood
between what would be 23th Street to the
West and West of 28th/3/st Street.

Jo begin with, the applicant intending to place
a Lower Home Improvement Center on 56 acres of
this 100 + acre pascel has not proven the
required NEED for another home improvement
Store.

The ones we have are locally owned, family businesses. Jerry's and Square bleat. Their money stays in the community and their payralls go to local employees nat-skimmed aff the top and sent to Minth Canolina, - on Nevada.

Thanh 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 and Virginia Jasmer

1974 Lomond Ave

Springfield OR 97477

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,

RECEIVED

MAY 1 4 2007 12:48/~ CITY OF SPRINGFIELD CITY RECORDER

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:
 - O 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.
 - o 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.

- o 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.
- o 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:
 - o 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??
 - o 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 100 acres.

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 From: Sent: dave raiston [chess714@msn.com] Monday, May 14, 2007 10:55 AM

To:

SOWA Amy

Subject:

FW: RE: Former Pierce Property

RECEIVED

MAY 1 4 2007 lo:56 am city of springfield city recorder

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>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
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>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

Town it sont

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MAY 0 9 2007 2:30pm 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

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MAY 0 9 2007

CITY OF SPRINGFIELD CITY RECORDER

ATTACHMENT 3 WRITTEN MATERIALS SUBMITTED BY GOAL 1 COALITION

ATTACHMENT



Goal One is Citizen Involvement

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

COMPREHENSIVE PLAN CONSISTENCY AND COMPLIANCE WITH STATEWIDE GOALS

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 greenhousegas 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 trafficgenerating 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." 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.

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

[&]quot;Interstate interchange area means:

[&]quot;(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

[&]quot;(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: Sent:

Lauri Segel [lauri@goal1.org] Monday, May 14, 2007 4:50 PM KARP Gary

To:

Subject:

Marcola Meadows PAPA comments

Importance:

High

Attachments:

Marcola Meadows plan & zone change v.2.doc



Marcola Meadows plan & zone ch...

Please enter the attached comments into the record-of planning action LRP 2006-00027 and ZON 2006-00054 $_{\ast}$

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 541-431-7078 Fax:

ATTACHMENT 4 WRITTEN MATERIALS SUBMITTED BY THE APPLICANT

ATTACHMENT



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.

Sinderely,

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

Richard M. Satre, AICP, ASLA, CSI

President

Satre Associates, P.C.

MAY : 4 2007

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.

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 moderniz-



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

ing 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 bothhigh schools with multi-use; all-weather turf.
 - Build athletic seating at THS.
 - Replace inefficient boilers at five schools.

Example of an Infermediate (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.



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.
- Improving the educational effectiveness of District classrooms through daylighting, 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.

PAGE 2 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.
 - 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.

PAGE 3 SITES & FACILITIES LONG-RANGE PLAN

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

	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	New facilities will have variable air volume HVAC to address changing temperature throughout building.	*	
District classrooms through day lighting, thermal comfort, and acoustics. (continued)	Develop comprehensive energy strategy for all buildings.		
lssue 6: Improving and adding outdoor facilities, including	Build THS athletic seating. Replace two football fields with multi-use	Install fire prevention sprinkler system at Silke Field.	
athletic and recreational fields, playgrounds.	all weather turf sports fields (at Springfield High School and Thurston High School).	Master plan park and athletic facilities at Briggs in coordination with Willamalane.	-
	Replace both high school tracks. Replace Hamlin field lights for school and	Master plan Guy Lee park space with Willamalane.	(8)
	city activities.	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	Buy property in southeast Springfield. Purchase property at landlocked sites (Springfield High School, Springfield Middle	Develop Reed property as District investment (e.g., convention center, medical offices, housing, etc.).	* a
developed for non- school use, and using any proceeds to purchase school sites	School, Maple, Thurston High School, etc.). Sell or develop Rainbow site.	Develop Clearwater site for educational and fundraising purposes (e.g., tree farm, golf course, youth services farm, etc.).	
for the future or for repairing or extending the life of existing schools.	Use proceeds from sale of land for purchase of land.	Dialog with Team Springfield member agencies for opportunities of a shared facility at Clearwater site.	
	Review potential alternative uses for any school recommended for closure.	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 longterm viability of keeping them open. For Mohawk, certainly, consideration of any opportunity with the neighboring school district should be a consideration. Consideration

PAGE 2 FACILITY PLAN KEY POLICY ITEMS

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 colocation 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

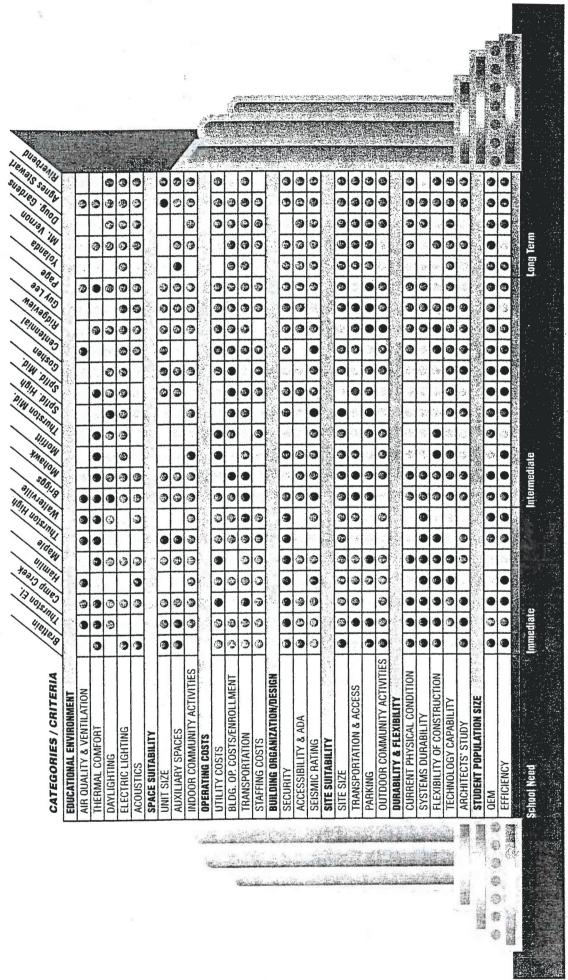
All current school facilities and certainly any new ones should be built to take advantage of latest technology, allowing for energy conservation and maximum control of the comfort of the inschool environment. The number one issue heard from the staff throughout the District was the inability to control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

PAGE 3 FACILITY PLAN KEY POLICY ITEMS

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.



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).

- 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.

- 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.

- 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.

- 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.

- 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 minilessons, 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.

YEAR		MONTH/YEAR	CONTENT
1097	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
1307	Sites & Facilities	September 1307	Specific recommendations for landholdings, remodeling
	Committee, Art Paz,		Mohawk Elementary, and providing a portable classroom for
1988	chairman	June 1988	Mt. Vernon.
1300	Chairman	3416 1300	As per Sites and Facilities recommendation, to expand SHS
1988	Purchase 1124 N. 9th	July 1988	site.
	1 4 4 4 4 4 4 4 4 4 4 4 4 4 4 4 4 4 4 4		As per the Sites and Facilities recommendations, a portable
	Old Mt. Vernon portable		classroom was purchased and placed at Mt. Vernon (42nd
1989	complete		Street).
	Mohawk Elementary	-	As per Sites and Facilities recommendation, Mohawk
1989	Remodel complete	347	Elementary remodeled.
			As per Sites and Facilities recommendation to expand Brattain
1990	Purchase 1093 D Street	January 1990	Elementary site.
			As per Sites and Facilities recommendation, to expand SHS
1990	Purchase 919 J Street	April 1990	site.
			As per Sites and Facilities recommendation to expand Brattain
1990	Purchase 1082 C Street	May 1990	Elementary site.
	Summary and		
	recommendations,		Summary of major and/or minor improvements listed by school
1990	architects' reports		as presented by local architects.
	Attitudes & opinions of		Mar%Stat Market Research, Vol. A-District Residents, Vol. B-
1991	District employees	April/May 1991	Employees, Vol. C-High School Students
	Sites & Facilities		Made accompandations that ware incomparated into District
	Committee, John Lively,	luna 1001	Made recommendations that were incorporated into District bond proposal.
1991	chair	June 1991	Short and long term enrollment projections, Educational
	Sahaal District Capility		Capacity Analysis, Site Analysis of Sites 8 acres and larger in
1002	School District Facility Siting Analysis, L-COG	April 1992	Springfield
1332	Sitting Arialysis, L-Cod	April 1332	A strategic plan expressing broad goals and strategies for the
1992	Springfield Tomorrow	January 1992	community of Springfield
1332	Springricia Tomorrow	January 1001	
	The Attitudes and Opinions		
	of Residents, Springfield		
	Tomorrow Project,	April-August	Cumulative scores for ranking/community values, "a strong
1992	Mar%Stat Market Research	1992	education system"
	Purchase of site in east		
	Thurston from Michaels'		11.3 acres traded to Willamalane as part of Bob Artz trade
1992	family (76.5 acres)	September 1995	(1996). Remaining site is 65.2 acres.
			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
	School District Voter	1002	popular than a \$40 million bond (55% to 32%). Opposition
1993	Survey, Moore Information	January 1993	was from older voters.
	0.000	C	As per Sites and Facilities recommendation, to expand SHS
1993	Purchase 812 G Street	September 1990	As per Sites and Facilities recommendation, to expand SHS
1000	726 6 6	Nevember 1000	
1993	Purchase 736 G Street	November 1990	site.

YEAR	PROJECT	MONTH/YEAR	CONTENT
	Report to Springfield School District, telephone survey		*\$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
1994	(309 residents), Nan Heim & Associates, Portland	January 3-7, 1994	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
	Technology wiring upgrade, all facilities	1995-97	Bond project
	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.
	Purchase of Callis site	October 1995	Site for Mt. Vernon Elementary School
	Maple roof	1995-1997	Replace roof at Maple.
	Douglas Gardens roof	1995-1997	Replace roof at Douglas Gardens.
	Thurston High library	1995-1997	Bond project
	Thurston Hgih technical changes	1995-1997	Bond project
	Brattain roof	1995-1997	Replace roof at Brattain.
	Thurston High School roof	1995-1997	Replace part of Thurston High roof.
	Springfield Mid paving	1995-1997	Bond project
	Silke Field blacktop	1995-1997	Resurface Silke Field blacktop.
	Yolanda backflow	1995-1997	Yolanda backflow doghouses
1995	Page backflow	1995-1997	Page backflow doghouses
	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 ne 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) t develop 51st Street.
1997	SHS Improvements complete, auditorium and classrooms	August 1997	Bond project
	Agnes Stewart Opens	August 1997	Bond project
.557	Thurston High School		Bond project planned with LCC to provide two LCC classroom
1997	improvements completed	August 1997	at THS.
	Mt. Vernon Opens	August 1997	Bond project
	Riverbend Elementary Opens	August 1997	Bond project

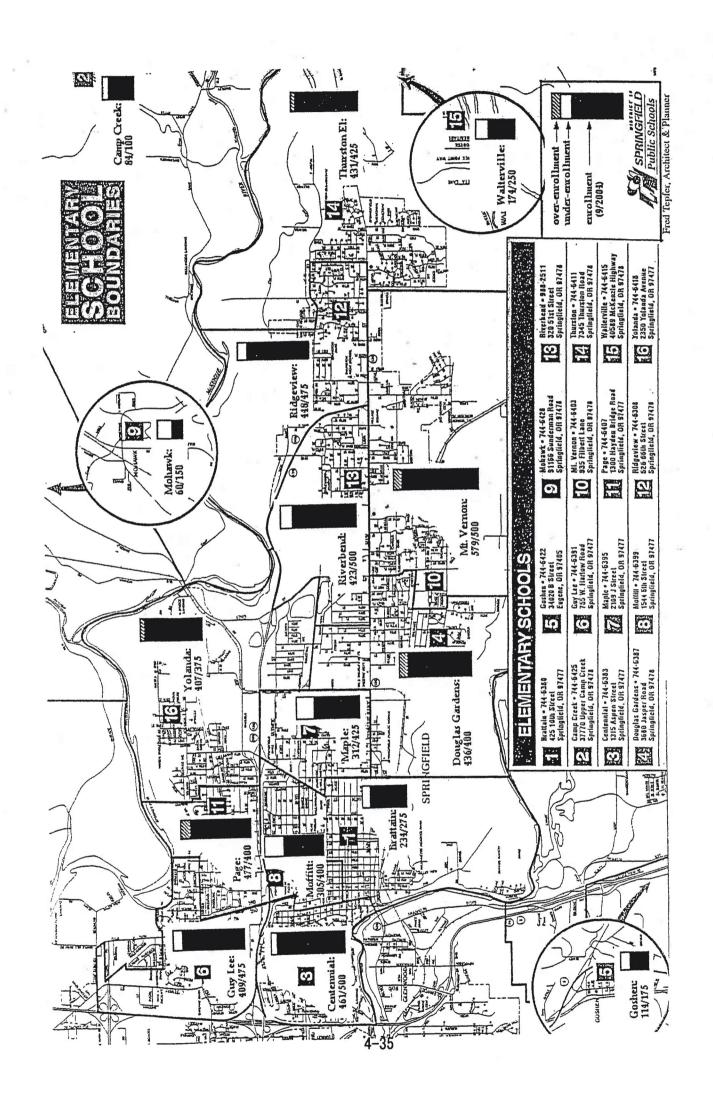
YEAR	PROJECT	MONTH/YEAR	CONTENT
			As per Sites and Facilities recommendation, the 40-acre site
1997	Sale of Rolling Oaks site	September 1997	was sold.
	System Inventory, Reed &		
	Associates		Review of land use status of all schools and landholdings.
1997	Thurston Middle windows	1997-1999	Replace windows at Thrston Middle School.
1997	Camp Creek gym	1997-1998	Replace gym siding.
1997	Hamlin courtyard	1997-1998	Install drainage system in Hamlin courtyard.
	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.
	Page roof	1997-1998	
1997- 1998	Springfield High roof	1997-1998	
	Administration reception		
1998	area	1997-1998	Remodel Administration Building reception area.
1997-		*	
1998	Yolanda office	1997-1998	Install windows in Yolanda office.
1997-			
	Walterville fence	1997-1998	Install fence around Walterville Elementary site.
	Springfield High landscaping	1997-1998	Install landscaping on east side of 7th Street, front entry of Springfield High
	Springfield High courtyard	1997-1998	Concrete courtyard at Springfield High School.
	Thurston High parking	1997-1998	Install gravel at Springfield High baseball/soccer parking.
	Thurston High canopy	1997-1998	Install entry canopy at Thurston High School.
1997-	The contract of		
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.
	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
	Guy Lee library and office remodel complete	December 1998	Bond project
	Thurston High auto shop	March to December 1998	Reroof THS auto shop.

YEAR	PROJECT	MONTH/YEAR	CONTENT
		March to	
1998	Thurston Elementary roof	December 1998	Reroof Thurston Elementary.
1998	Maple relighting	1998	Replace lights at Maple with energy efficient lights.
	42nd Street	1998	Demolition of two buildings at 42nd Street site.
1998	Bill's Market	1998	Demolitoin of Bill's Market
	Centennial locker room	1998	Remodel locker room at Centennial.
	Thurston Mid computer lab	1998	
	Thurston Elem. Roof	1998	Repair storm damage to Thurston Elementary roof.
1995-	That death Electric Root	1000	
	Moffitt ADA	1995-1999	ADA accommodations updates made at Brattain.
1995-	THE NOTE OF THE PARTY OF THE PA	1000 1000	
	Brattain ADA	1995-1999	ADA accommodations updates made at Moffitt.
1995-			
	Camp Creek ADA	1995-1999	ADA accommodations updates made at Camp Creek.
1995-			1
	Centennial ADA	1995-1999	ADA accommodations updates made at Centennial.
1995-			
	Douglas Gardens ADA	1995-1999	ADA accommodations updates made at Douglas Gardens.
1995-			
	Goshen ADA	1995-1999	ADA accommodations updates made at Goshen.
1995-			
	Guy Lee ADA	1995-1999	ADA accommodations updates made at Guy Lee.
1995-			
	Maple ADA	1995-1999	ADA accommodations updates made at Maple.
1995-			
	Mohawk ADA	1995-1999	ADA accommodations updates made at Mohawk.
1995-			
	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-			
	Thurston High ADA	1995-1999	ADA accommodations updates made at Thurston High.
1995-			
	Thurston Elementary ADA	1995-1999	ADA accommodations updates made at Thurston Elementary.
1999	Hamlin roof	1997-1999	Reroof Hamlin
	Purchase of 665 Main		
1999	Street.	January 1999	Site for Gateways Learning Center. Bond project

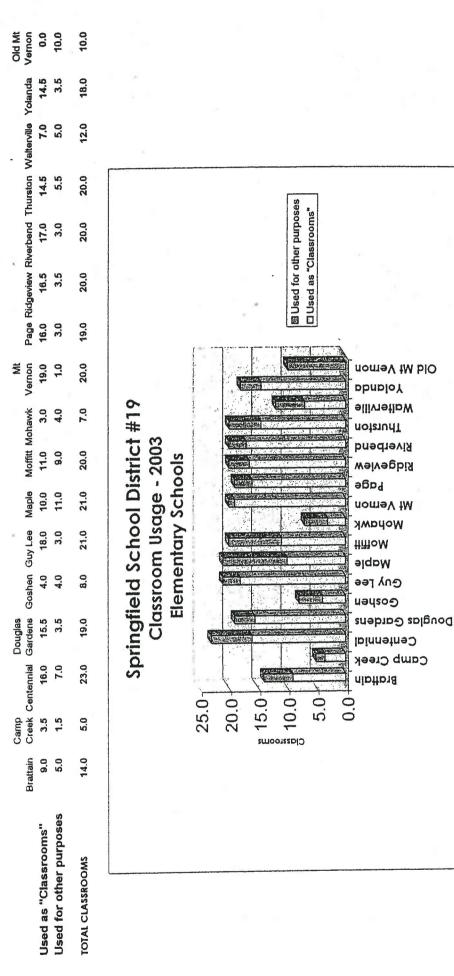
YEAR	PROJECT	MONTH/YEAR	CONTENT
	Purchase 611, 614, 615		To provide additional parking for Gateways Learning Center.
1999	Main	March 1999	Bond project
1999	Maple reroofing project.	1999-2000	Bond project
	Willamalane tennis court		Intergovernmental agreement with Willamalane to provide
1999	resurfacing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

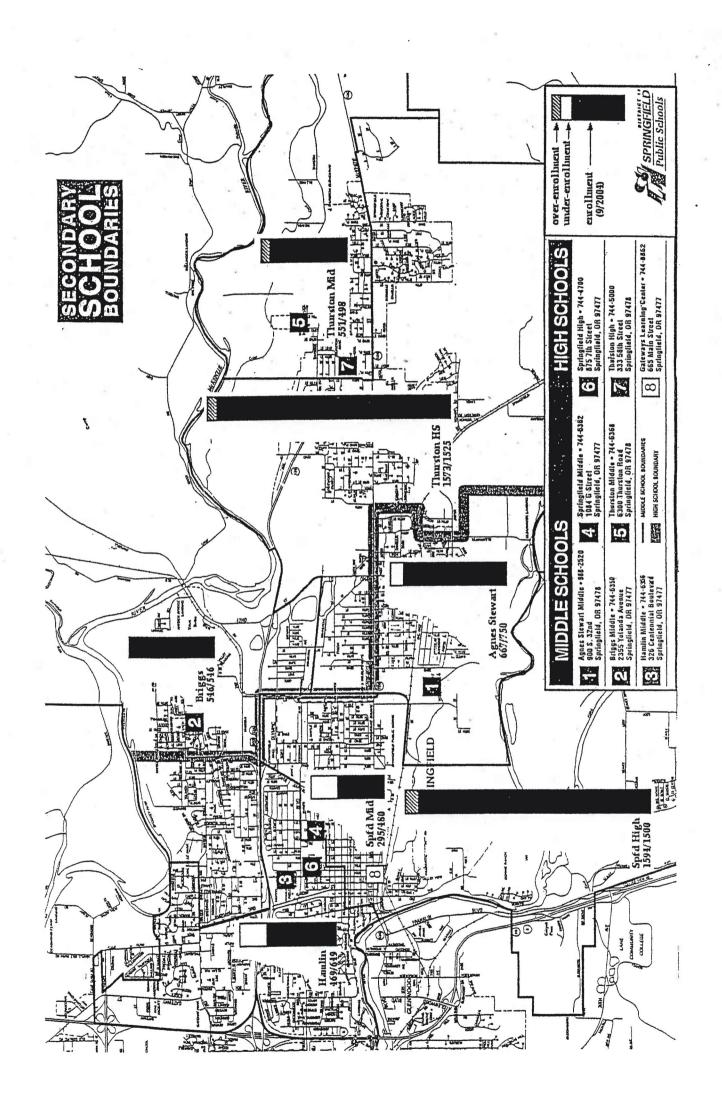
YEAR	PROJECT	MONTH/YEAR	CONTENT
1	Crime Prevention Through Environment & Design (CPTED): Recommendations for		
2000	Springfield Schools, Tod Schneider, CPTED inspector, Eugene Police Department	June 2000	Specific improvements for each school to improve security identified. Funded by federal grant dollars
2000	Eugene Police Department	Julie 2000	identified. Turided by reactal grant dollars
	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
	Ten-Year Project Projection Springfield High HVAC	May 2001 October 2001	Completed by District Maintenance staff. Replace/upgrade SHS HVAC`system.
	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.
	Springfield/Willamalane/ City Land Trade	October 2001	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 the City of Springfield, and 4. convey the eastern portion of the 42nd Street School property from the School District to Willamalane.
	Sites & Facilities Process	November 2001	
	Camp Creek fire alarm	March 2002	Bring Camp Creek fire alarm up to meet ADA requirements.
	Guy Lee fire alarm	August 2002	Bring Guy Lee fire alarm up to meet ADA requirements. Bring Ridgeview fire alarm up to meet ADA requirements.
	Ridgeview fire alarm	August 2002 August 2002	Bring Briggs fire alarm up to meet ADA requirements.
	Briggs fire alarm Hamlin fire alarm	August 2002	Bring Hamlin fire alarm up to meet ADA requirements.
2002	riamin nic alam	August Look	
2002	Guy Lee restrooms	September 2002	Uprade Guy Lee restrooms to meet ADA requirements.
	Page HVAC	Ocoer 2002	Install new HVAC system at Page.
	Yolanda kitchen	August 2002	
	Moffitt Office	August 2002	Remodel office to meet CPTED (security) needs
	THS Intercom	December 202	Replace thurston high School intercom for greater security.
	Springfield High lighting retrofit	2003	Replacement of SHS lights with more energy-efficient lights.
2002	Thurston High lighting	2003	Replacement of THS lights with more energy-efficient lights.
	retrofit	February 2003	Replace worn bleachers with ADA bleachers
	Briggs Bleachers Hamlin Bleachers	February 2003	Replace worn bleachers with ADA bleachers
	Springfield Middle School Bleachers	February 2003	Replace worn bleachers with ADA bleachers
-000	5154611615		L

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	
2003	Walterville lighting retrofit	September 2003	
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.



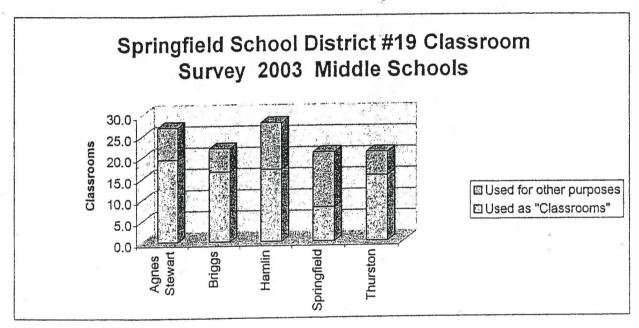
Springfield School Distririct #19 Classroom Usage - 2003 Elementary Schools





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

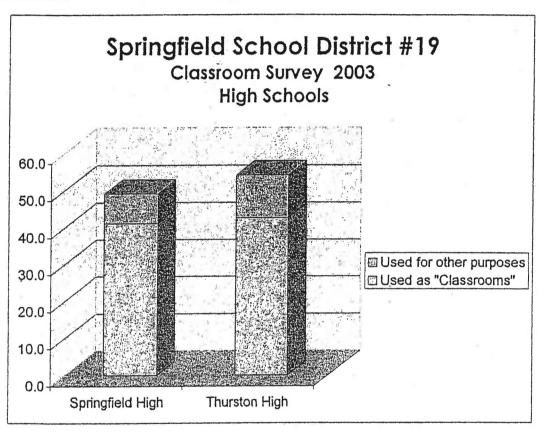
	Agnes Stewart	Briggs	Hamlin	Springfield	Thurston
Used as "Classrooms"	19.4	16.5	17.0	8.0	15.5
Used for other purposes	7.6	5.5	11.0	13.0	5.5
TOTAL CLASSROOMS	27.0	22.0	28.0	21.0	21.0



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

				Enrollment	Enrollment Count Date			
	1997-98	1998-99	1999-00	2000-01	2001-02	2002-03	2003-04	2004-05
School	Sept 30th	Sept 30th	Sept 30th	Sept 28th	Sept 26th	Sept 30th	Sept 30th	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	66	100	06	92	77	69	29	09
Mt Vernon	482	487	508	205	517	508	512	220
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	099	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
SLC	0	0	93	66	100	80	118	101
TAS	0	0	0	0	0	54	19	30
ALTED	0	0	0	0	146	126	133	61

AMC HDIDISK ØFENROLLMENT/03-04/MISC/alantasec and history 97-04

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
 - 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.



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:

- Figures from the latest school census;
- 2. School registration figures;
- 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 OAR 581-022-1630 ORS 195.110

Other:

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

Replaces:

Springfield Public Schools • 525 Mill Street • Springfield, OR 97477 • (541) 747-3331



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:

Springfield Public Schools • 525 Mill Street • Springfield, OR 97477 • (541) 747-3331



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.

Explanatory Statement, cont.

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



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.

	SCHOOLS	ESTIMATED COSTS
PROJECTS		20313
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 senools	\$1,200,000
Asbestos Abatement	Brattain, Camp Creek, Centennial, Douglas Gardens, Goshen, Guy Lee, Moffitt, Mohawk, Page, Walterville, Yolanda, Briggs, Hamin, Springfield Middle, Thurston Middle, Springfield High, Thurston High Brattain, Camp Creek, Centennial, Douglas Gardens, Goshen, Guy Lee, Moffitt, Mohawk, Mt. Vernon, Page, Riverbend, Walterville, Yolanda, Agnes Stewart, Briggs, Hamlin, Springfield Middle,	\$3,376,200
noor Replacement	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

ww.sps.lane.edu/facilities/cost_breakdown.html (1 of 2)5/11/2007 5:56:12 PM

Facilities Bond Measure

PDF files can be viewed with Adobe Reader.



Click <u>here</u> to download Adobe Reader for free.

Page, Walterville, Yola Middle, Thurston Midd Roofing Brattain, Camp Creek, Gardens, Goshen, Guy Page, Ridgeview, Walt Hamlin, Springfield Mi Thurston High Douglas Gardens, Han Springfield High, Thur Seismic Centennial, Briggs, Ha Potable Water Moffitt, Briggs, Spring	
Gardens, Goshen, Guy Page, Ridgeview, Walt Hamlin, Springfield Mi Thurston High Douglas Gardens, Han CPTED Springfield High, Thur Selsmic Gentennial, Briggs, Ha Potable Water Moffitt, Briggs, Spring	\$1,000,000
Douglas Gardens, Han GPTED Springfield High, Thur Selsmic Gentennial, Briggs, Ha Potable Water Moffitt, Briggs, Spring	ee, Moffitt, Mohawk, ville, Yolanda, Briggs,
Seismic Centennial, Briggs, Ha Potable Water Moffitt, Briggs, Spring	
Potable Water Moffitt, Briggs, Spring	on High \$620,100
The state of the s	lin, Springfield High \$1,000,000
Company of Middle	
SMS Windows Springfield Middle	
THS Bleachers Thurston High	
TOTAL	ld High \$350,000

http://www.sps.lane.edu/facilities/cost_breakdown.html (2 of 2)5/11/2007 5:56:12 PM

2007 Bond Basics Project Schedule Sorted By Facility & Project Type

		Softed by Facility & Floject Type			Cubatastist
			Doord Annewal	Denient Ctort	Substantial
D14- #	= - 1174	Desired Desir	Board Approval	Project Start	
Bldg #	Facility	Project Desc	Date	Date	Target
	Brattain	Boiler Replacement	Not Required	18-Jun-07	1-Aug-07
	Brattain	Tech - Additional network wiring	Not Required	As Needed	As Needed
	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
		Siding Replacement Southern Classrooms,		,	
173	Page	Window Replacement	Not Required	18-Jun-07	15-Aug-07
	Page	Tech - Additional network wiring	Not Required	As Needed	As Needed
	Riverbend	Siding Mold Evaluated	Not Required	26-Mar-07	15-Aug-07
	Riverbend	Tech - Additional network wiring	Not Required	As Needed	As Needed
	Goshen		Not Required	As Needed	As Needed
					NO N. 100 P.
	Guy Lee	Asbestos Abatement Fioor Tile (90%)	21-May-07	18-Jun-07	15-Aug-07
	Guy Lee	Floor Replacement	Not Required	2-Jul-07	31-Aug-07
	Guy Lee	Siding Replacement Gym & Upper Band	Not Required	18-Jun-07	18-Jul-07
	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
		14.			
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
	Ridgeview	Floor Replacement - Carpet Halls	Not Required	18-Jun-07	15-Jul-07
	Ridgeview	Tech - Additional network wiring	Not Required	As Needed	As Needed
	Walterville	Roof Replacement - Breezways & Office	Not Required	7-May-07	1-Apr-07
			Not Required	As Needed	As Needed
	Walterville	Tech - Additional network wiring			
	Yolanda	Siding Replacement (LP) Upper Band & Gym	Not Required	18-Jun-07	15-Aug-07
3/2	Yolanda	Tech - Additional network wiring	Not Required	As Needed	As Needed
4		Floor Replacement Upper & Lower Classroom			
	Agnes Stewart	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
	Hamlin	Tech - Additional network wiring	Not Required	As Needed	As Needed
	Hamlin	Tech = IDF Updates	Not Required	18-Jun-07	15-Aug-07
	Springfield Middle	Siding - Gym	Not Required	25-Apr-07	31-Aug-07
	Springfield Middle	Tech - Additional network wiring	Not Required	As Needed	As Needed
		Tech - IDF Updates	Not Required	18-Jun-07	1-Apr-07
	Springfield Middle	Windows - West, North, South Sides & Library	7-May-07	18-Jun-07	15-Aug-07
	Springfield Middle		Not Required	On Hold	On Hold
	Thurston Middle	Security/CPTED Entrance Construction	the street of the street		
	Thurston Middle	Siding Replacement	Not Required	18-Jun-07	15-Aug-07
	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
		Siding Replacement Old Teen Parent, Metals			
664	Springfield High	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
	Springfield High	Track Resurface	21-May-07	1-Jun-07	15-Jul-07
	Thurston High	Bleachers - Home Games	7-May-07	14-May-07	15-Aug-07
	Thurston High	Field Renovation/ Next Cycle - 2008	Not Required	Under Review	Under Review
200		Roof Replacement Phase I - Library, Offices, 40-			
889	Thurston High	50 Wings, Kitchen	11-Jun-07	30-Jun-07	15-Jul-07
	Thurston High Thurston High	Tech - Additional network wiring	Not Required	As Needed	As Needed
	-		Not Required	18-Jun-07	15-Aug-07
	Thurston High	Tech - Built in projection capabilities (5 rooms)	•		1-Aug-07
	Thurston High	Track Substructure & Resurface	21-May-07	1-Jun-07	000
	Operations Center	Tech - Additional network wiring	Not Required	As Needed	As Needed
	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

	Current	Survival							
Grade	Enrollment	Ratios		l	Projected En	nrollment			
	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 Incr	rease		-0.24%	-0.28%	-1.02%	-0.96%	-0.16%	-0.31%	-0.21%

			Bullaling	Bullaing	Functional	9/30/06
School Name	Year Built	Size Acres	Area gsf	Capacity	Capacity	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 SCHOOL	OLS					
Agnes Stewart I	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 SCHOOL	S					
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

Springfield Nodes Market Analysis and Development Strategy

Prepared for

The City of Springfield

by

ECONorthwest

99 W. Tenth, Suite 400 Eugene, OR 97401 (541) 687-0051

February 2003

Table of Contents

			Page
SUMMARY		" ()	
BACKGROUND AND PURPOSE			
NATIONAL TRENDS IN NODAL DI			
REGIONAL GROWTH AND DEMA			
NODAL DEVELOPMENT AREAS			
MARKET SUPPORT FOR NODAL			
IMPLEMENTATION ISSUES	· ·		
NODAL DEVELOPMENT STRATE			
CHAPTER 1 INTRODUCTION			1-1
BACKGROUND AND PURPOSE			
METHODS			
REPORT ORGANIZATION			
CHAPTER 2 NATIONAL TREN			
CHARACTERISTICS OF NODAL D			
ELEMENTS OF SUCCESSFUL NO			
Location			
Retail			
Housing			
Public-private financing			
Transit service			2-6
CASE STUDIES OF NODAL DEVE			
APPLYING NODAL DEVELOPMEN	IT CONCEPTS IN SPRING	GFIELD	2-11
CHAPTER 3 GROWTH AND D	EVEL OPMENT IN TH	IE METROPOLITAN	
AREA			3-1
POPULATION AND EMPLOYMEN	T GROWTH		3-1
DEVELOPMENT TRENDS			
Residential			
Commercial and industrial			
IMPLICATIONS FOR DEVELOPME			
CHAPTER 4 NODAL DEVELO			
INTRODUCTION			4-1
SITE EVALUATION BY NODE			4-3
Downtown Springfield			4-3
Glenwood			4-8
Springfield Nodes Market Analysis	ECONorthwest .	February 2003	Page i

and Development Strategy

	4-16
Mohawk	4-28
Riverbend	4-34
SUMMARY	
CHAPTER 5 NODAL DEVELOPMENT POTENTIAL IN SPRINGFIELD	5-1
FEASIBILITY OF NODAL DEVELOPMENT PRODUCTS	
Multi-family residential	
Office	
Renovation of downtown retail with apartments or office space	
Parking	
MARKET SUPPORT FOR NODAL DEVELOPMENT IN SPRINGFIELD	5-4
Demand over 2003-2007	
Demand to 2015	
Summary and implications	5-13
Summary and implications	
CHAPTER 6 IMPLEMENTATION	6-1
IMPLEMENTATION ISSUES BY NODE	6-1
IMPLEMENTATION ISSUES BY NODE	6-1 6-1
IMPLEMENTATION ISSUES BY NODE Downtown Springfield	6-1 6-1 6-2
IMPLEMENTATION ISSUES BY NODE	6-1 6-1 6-2 6-3
IMPLEMENTATION ISSUES BY NODE	6-1 6-1 6-2 6-3
IMPLEMENTATION ISSUES BY NODE	6-1 6-1 6-2 6-3 6-3
IMPLEMENTATION ISSUES BY NODE Downtown Springfield Glenwood Jasper-Natron Mohawk Riverbend RELATIVE RIPENESS OF NODES FOR DEVELOPMENT	6-1 6-1 6-2 6-3 6-3 6-4
IMPLEMENTATION ISSUES BY NODE Downtown Springfield Glenwood Jasper-Natron Mohawk Riverbend RELATIVE RIPENESS OF NODES FOR DEVELOPMENT DEVELOPMENT STRATEGY	6-1 6-1 6-2 6-3 6-3 6-4
IMPLEMENTATION ISSUES BY NODE Downtown Springfield Glenwood Jasper-Natron Mohawk Riverbend RELATIVE RIPENESS OF NODES FOR DEVELOPMENT DEVELOPMENT STRATEGY Make zoning amendments and apply the nodal development overlay in	6-1 6-2 6-3 6-3 6-4 6-6
IMPLEMENTATION ISSUES BY NODE Downtown Springfield Glenwood Jasper-Natron Mohawk Riverbend RELATIVE RIPENESS OF NODES FOR DEVELOPMENT DEVELOPMENT STRATEGY Make zoning amendments and apply the nodal development overlay in nodes	6-1 6-2 6-3 6-3 6-4 6-6
IMPLEMENTATION ISSUES BY NODE Downtown Springfield Glenwood Jasper-Natron Mohawk Riverbend RELATIVE RIPENESS OF NODES FOR DEVELOPMENT DEVELOPMENT STRATEGY Make zoning amendments and apply the nodal development overlay in nodes Provide incentives for desired nodal development products	6-16-26-36-36-46-46-6
IMPLEMENTATION ISSUES BY NODE Downtown Springfield Glenwood Jasper-Natron Mohawk Riverbend RELATIVE RIPENESS OF NODES FOR DEVELOPMENT DEVELOPMENT STRATEGY Make zoning amendments and apply the nodal development overlay in nodes	6-16-26-36-46-66-66-6

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 mixeduse 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

Page vi

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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 Rule¹ 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.

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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. 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

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

February 2003

- 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 singlefamily 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.

February 2003

Page 2-5

- 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. 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

February 2003

Advantage TM 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.

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

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.

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

ECONorthwest

\$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.

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 neighborhoods 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. 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

		1995Ğ2015				
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

1000 20.0						
	Based on 1990 Housing Stock			Potential Distribution (1)		
	Total Units	%	Units	Total	%	Units
Structure Type/Tenure	(1,000)	Units	per Year	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: ECONorthwes

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.

- Potential distribution assumes increasing cost of land and buildings, resulting in more alternative housing.
 Single-family detached includes manufactured housing on single-family lots.
- Single-family detached includes manufactured housing on single-family toManufactured 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 twoperson 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				· · · · · · · · · · · · · · · · · · ·	_	,	1997-200	1
Туре	1997	1998	1999	2000	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 N	/lix							
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 Shar	e							
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 Reports (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.

Page 3-6

³ Lane Council of Governments, June 2001.

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

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	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

February 2003

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	s 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 Develo	ped in Re	sidential Uses	
LDR	(1,034)	(419)	(1,453)
MDR	(263)	(87)	(350)
HDR	(30)	(7)	(37)
Total	(1,327)	(513)	(1,840)
+ Plan Amendm Uses, and Envir			ner
LDR	(157)	.6	(151)
MDR	(74)	5	(69)
HDR	(5)	0	(4)
Total	(236)	12	(224)
= Total Land Re	maining i	n 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 2000S	2015			
Low Forecast	2,585	328	75	2,988
High Forecast	3,513	446	102	4,061
Residential Surplus (Defici	t)			
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. 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. 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).

February 2003

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.

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. 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.

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

A	Total	1996Š2000		20015	2015
Structure Type	Annual Units	Percent in Nodes	Units per Year		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 <u>Springfield</u> 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 <u>rough estimates</u> for an <u>average annual</u> amount <u>residential</u> development that might occur in <u>all nodes in Springfield</u> (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.

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,

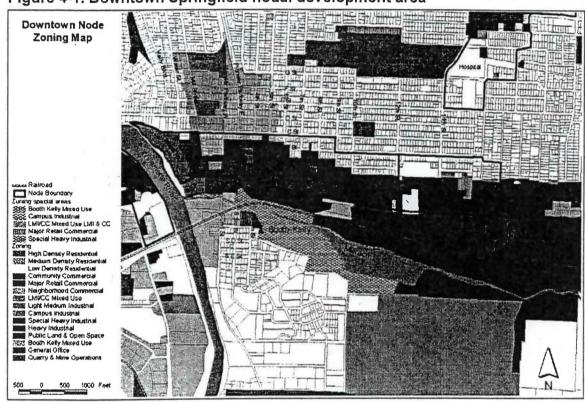
- Description of the development potential as envisioned by the site development plan,
- · Assessment of the development vision, and
- · Review of implementation issues raised by the concept plan.

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. 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. 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

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. 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.

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 preleased—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,

February 2003

ECONorthwest

Page 4-7

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

February 2003

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.

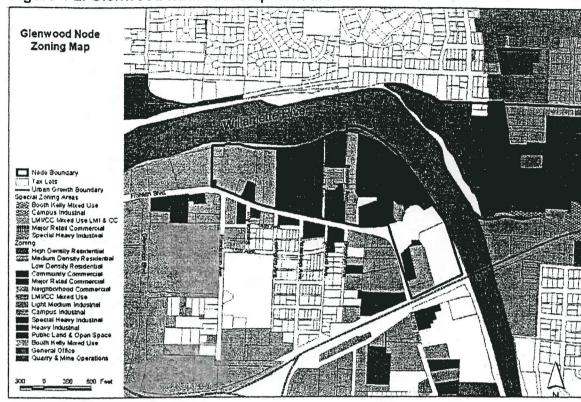


Figure 4-2. Glenwood nodal development area

Source: City of Springfield.

CURRENT ACTIVITY AND DEVELOPMENT

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

Page 4-9

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

February 2003

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.

RIVERFRONT ALTERNATIVE PLAN:
Glenwood Riverfront Specific Area Plan

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

Developn	nent Type / Amount / Description
Multi-Fan	
482	For-rent apartments (3Š5 story buildings)
184	For-sale 2-story condominiums
Single-Fa	mily Units
100	1,440 sq. ft. rowhouses
84	1,800 sq. ft. rowhouses
	ial Sq. Ft.
	Riverview office
	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: ECO	Northwest, Glenwood Riverfront Specific Area Plan, 200

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

February 2003

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.

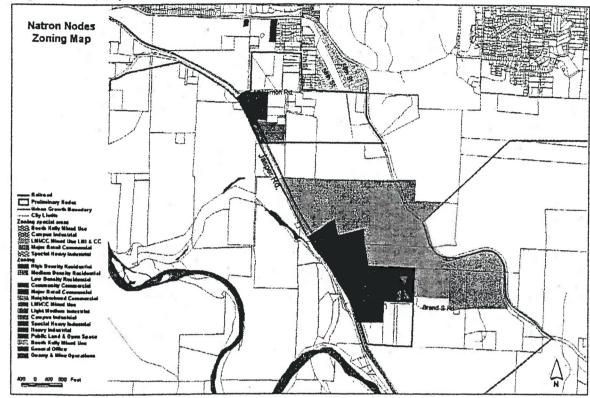


Figure 4-4. Jasper-Natron North and South nodal development areas

Source: City of Springfield.

CURRENT ACTIVITY AND DEVELOPMENT

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.

ECONorthwest

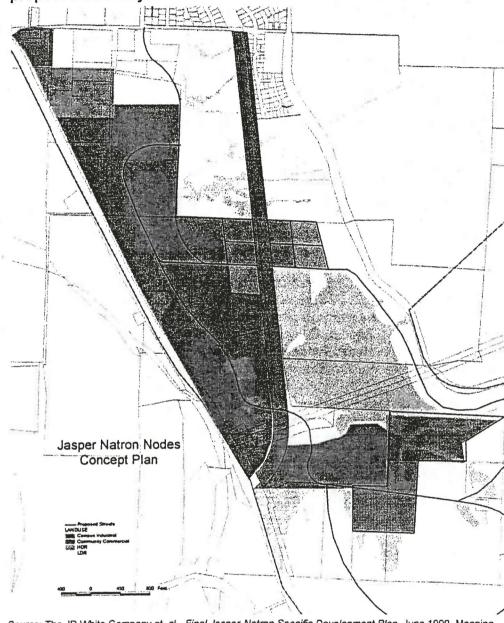


Figure 4-5. Jasper-Natron preferred alternative land uses and proposed street system

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		velopment 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:

- 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.

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. 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.

 $^{^{7}}$ 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 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.

Mohawk Node
Zoning Map

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Partial Zoning Area

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Community Commercial
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Lev Obsensy Residential
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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	8.0	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 mixeduse 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.

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

Riverbend Node Zoning Map

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.

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Figure 4-8. Proposed land use framework for the Riverbend nodal development area

Source: Crandail Aramubia.

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

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).

Nodal Development Potential in Springfield

Chapter 5

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

ECO Northwest

February 2003

Page 5-1

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.

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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 deve on Franklin; river might attract rest low-rise office	front	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 and retail	office	Depends on provision of internal streets
Riverbend - without hospital	90 single-family attached and multi-family units	50,000 sq. ft. of neighborhood commercial	A SHELL STATE	and utilities; retail depends on extension of Pioneer Parkway

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

ECO Northwest

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	50,000\$100,000 at an average FAR of 0.25	100,0000\$200,000 sq. ft. at an average FAR of 0.3\$0.5	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 430,000 sq. ft., primarily office and flex industrial with some retail		Development based on land supply and capacity; see Table 5-3 for assumptions
Jasper-Natron South	425 units			used to estimate development
Mohawk	Some multi-family infill; on the order of 40\$100 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 105,000 sq. ft. of office and retail		Depends on provision of internal streets
Riverbend - without hospital	1,350 single-family attached and multi-family units			and utilities; retail depends on extension of Pioneer Parkway

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 groundfloor 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.

February 2003

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).

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, 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

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.

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MEMORANDUM

CITY OF SPRINGFIELD

TO:

Springfield Planning Commission

COMMISSION TRANSMITTAL

FROM:

Sarah Summers, Planner II

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 31th 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 31th 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.

Page 2 Jo. No. 98-02-47

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 submitted with the application.

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.

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.

Page 4 Jo. No. 98-02-47

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 42^{nd} 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.

Page 8
Jo. No. 98-02-47

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.
- 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.
- 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.

Page 11 Jo. No. 98-02-47

28. Full street improvements along Marcola Road and 31st Street are required.

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.

<u>ORDER</u>

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

seen.

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.

<u>Electricity</u>. 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.

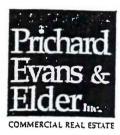
Sidewalks are also proposed and are now installed along the new section of roadway. They are constructed setback from the curb line with an undeveloped planting strip 4 feet wide. Along Marcola Road, the sidewalks will have to be adjoining the curb as the installed street light standards would conflict 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.



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

Luchard

.01 East Broadway Juite 101 Jugene, OR 97401 EL: (541) 345–4860 AX: (541) 345–9649

POAGE ENGINE LRING & 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.

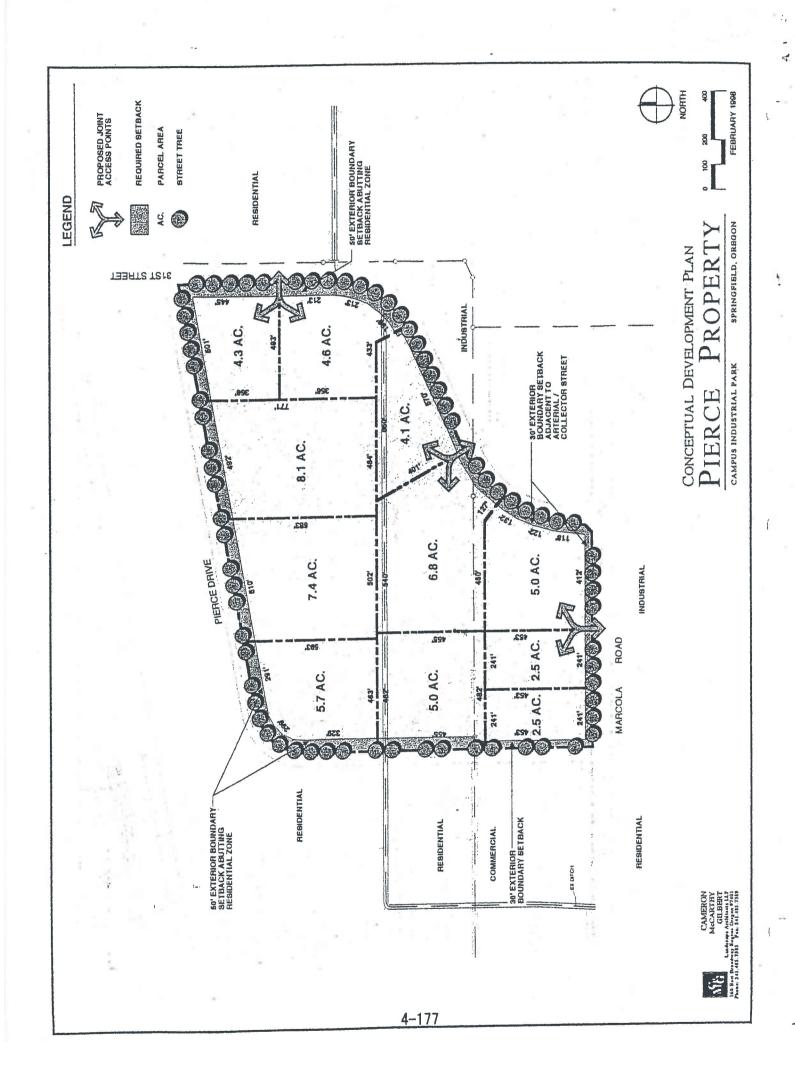
Should you need any additional information, please feel free to call.

Sincerely,

Thomas F. Poage

(2450L02.wp)

P.O. BOX 2527 • EUGENE, OR 97402 • 990 OBIE SAFREET • (541) 485 - 4505 • FAX (541) 485 - 5624



ATTACHMENT 5 REBUTTAL MATERIALS SUBMITTED BY THE APPLICANT

ATTACHMENT

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 metrowide 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

Planners, Landscape Architects and Environmental Specialists

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.

Page 2

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	ΡΑΡΑ 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		2,376		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	ΡΑΡΑ 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

Page 3

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.

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.

Page 4

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.

City of Springfield, Attn: Mayor Leiken and Councilors

The Villages at Marcola Meadows

Plan Amendment and Zone Change (City Files LRP 2006-00027 and ZON 2006-00054)

May 29, 2007

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 2 9 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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*Also admitted in Washington

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 spickerman@gleaveslav.com

jca

cc: SC Springfield, LLC

Attachment: Exhibit A - Tables

EXHIBIT A

Land Supply by Most Recent Acknowledged Type-Specific Study

			Acres				
General Use	UBG	Plan Yr	Inventory	ΡΑΡΑ 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	٤		
General Use	UBG	Plan Yr	Inventory	ΡΑΡΑ Δ	Total	Δ%	Source
Med. Density Res.	Metro	2015	239	19	258	8%	Metro Plan
Commercial	Springfield	2015	-172	37	-135	22%5	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

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.

City of Springfield Council Work Session Minutes May 7, 2007 Page 2

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.

City of Springfield Council Work Session Minutes May 7, 2007 Page 3

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

City of Springfield Regular Meeting

> 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.

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. <u>Jean Fraga, 2074 Lomond Ave., Springfield, OR.</u> 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

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.

against	ADOPTED by the Common Council of the City of Spring this day of, 2007.	field by a vote of for and
	APPROVED by the Mayor of the City of Springfield, this	day of, 2007.
ATTES	T:	
		Mayor
		`
		City Recorder

STATE 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

Engineers • Planners • Surveyors

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;

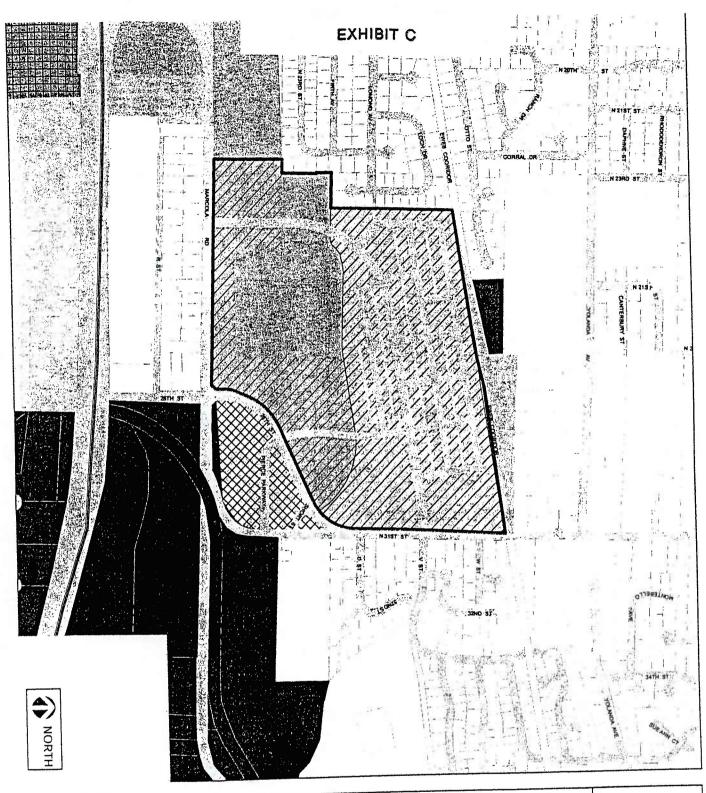
ALSO EXCEPT that portion described in deed to Lane County recorded October 19, 1955, Reception No. 68852, Lane County Oregon Deed Records;

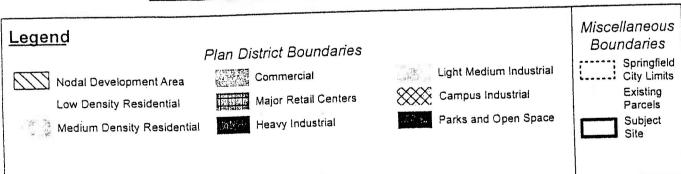
ALSO EXCEPT that portion described in deed to Lane County recorded January 20, 1986, Reception No. 8602217, Lane County Official Records;

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;

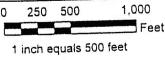
ALSO EXCEPT that portion described in Exhibit A of that Deed to the City of Springfield, recorded September 22, 1993, Reception No. 9360016, Lane County Official Records

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.





The Villages at Marcola Meadows
Proposed Metro Plan Diagram







ATTACHMENT 9 ORDINANCE AMENDING THE METRO PLAN DIAGRAM

ATTACHMENT

ORDI	NAI	NCE	NO.	(General)
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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
- 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 Spring against, this day of, 2007.	ngfield by a vote o	of for and
APPROVED by the Mayor of the City of Springfield, the	is day of	, 2007.
ATTEST:		
	Mayor	i
	City Recorder	

JOSEPH J LAZAMY

OS 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 wargin 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.

Engineers • Planners • Surveyors

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; AJSO EXCEPT that portion described in deed to Lane County recorded October 19,

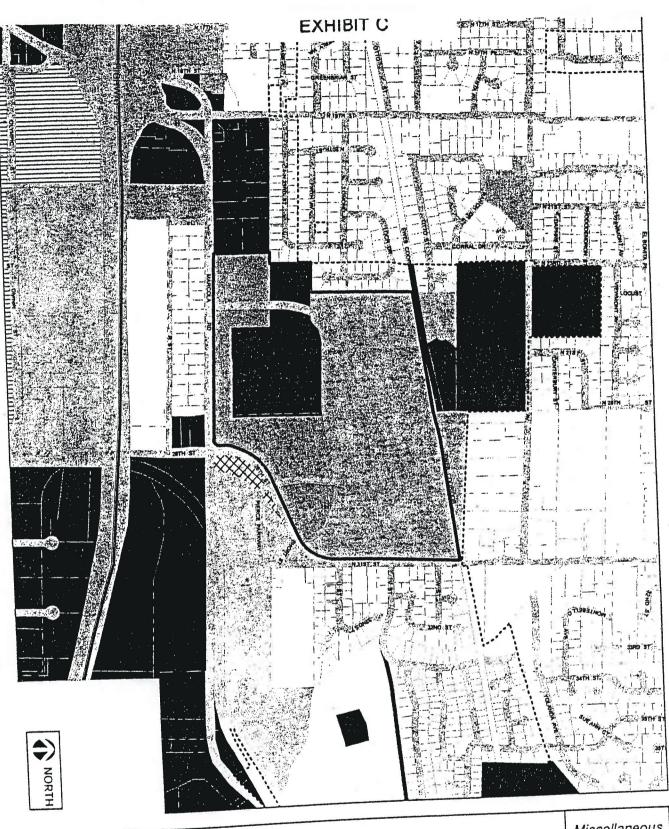
AJSO EXCEPT that portion described in deed to Lane County recorded October 19, 1955, Reception No. 68852, Lane County Oregon Deed Records;

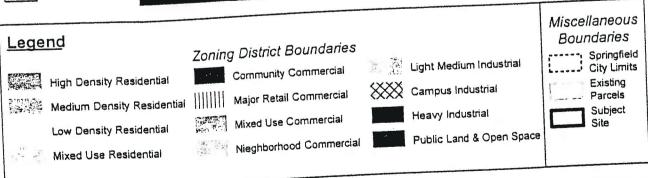
ALSO EXCEPT that portion described in deed to Lane County recorded January 20, 1986, Reception No. 8602217, Lane County Official Records:

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.







The Villages at Marcola Meadows

