

**AGENDA ITEM SUMMARY**

**DEPT OF**

**JUN 21 2007**

**LAND CONSERVATION  
AND DEVELOPMENT**

**SPRINGFIELD  
CITY COUNCIL**

**Meeting Date:** May 7, 2007

**Meeting Type:** Work  
Session/Regular

**Department:** Development  
Services

**Staff Contact:** Gary M. Karp *GK*

**Staff Phone No:** 726-3777

**Estimated Time:** 30/60 minutes

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<b>ITEM TITLE:</b>	PROPOSED AMENDMENTS TO THE METROPOLITAN AREA GENERAL PLAN DIAGRAM AND THE SPRINGFIELD ZONING MAP.
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<b>ACTION REQUESTED:</b>	Hold a work session to discuss the proposed Metro Plan diagram and Springfield Zoning Map amendments and open the public hearing continued from April 16 for a first reading of:  AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN GENERAL PLAN DIAGRAM BY REDESIGNATING 56 ACRES FROM CAMPUS INDUSTRIAL TO: COMMUNITY COMMERCIAL; MEDIUM DENSITY RESIDENTIAL/NODAL DEVELOPMENT AREA; AND COMMERCIAL/NODAL DEVELOPMENT AREA ON LAND LOCATED NORTH OF MARCOLA ROAD AND WEST OF 28 <sup>TH</sup> /31 <sup>ST</sup> 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 28 <sup>TH</sup> /31 <sup>ST</sup> STREETS.
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<b>ISSUE STATEMENT:</b>	The applicant's intent is to obtain the proper Metro Plan designations and zoning on 100.3 acres to allow the construction of a phased mixed-use residential and commercial development within a nodal development area (80.7 acres) called the Villages at Marcola Meadows. The applicant must also obtain Master Plan approval and then, individual Site Plan and Subdivision approval.
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<b>ATTACHMENTS:</b>	Attachment 1: Planning Commission Order and Recommendation Attachment 2: Differences Between 2001 and 2007 Attachment 3: Ordinance Amending the Metro Plan Diagram Attachment 4: Ordinance Amending the Springfield Zoning Map Attachment 5: Written Materials Entered into the Planning Commission Record Attachment 6: March 27, 2007 Planning Commission Packet Attachment 7: April 17, 2007 Planning Commission Packet Attachment 8: April 17, 2007 Planning Commission Draft Minutes Attachment 9: Spickerman's Concerns About a "De Novo" Public Hearing
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<b>DISCUSSION:</b>	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.
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**ATTACHMENT 1  
PLANNING COMMISSION ORDER AND RECOMMENDATION**

BEFORE THE PLANNING COMMISSION  
OF THE CITY OF SPRINGFIELD, OREGON

ORDER AND RECOMMENDATION FOR	]	
A METRO PLAN DIAGRAM AMENDMENT	]	CASE NUMBER LRP 2006-00027
AND A SPRINGFIELD ZONING MAP AMENDMENT	]	CASE NUMBER ZON 2006-00054

NATURE OF THE APPLICATIONS

This is a consolidated application for the above referenced case numbers. The applicant is proposing to amend the Metro Plan diagram from Campus Industrial (CI) to Commercial/Nodal Development Area (C/NDA), Community Commercial (CC) and Medium Density Residential (MDR/NDA); and to amend the Springfield Zoning Map from CI to CC, Mixed Use Commercial (MUC) and MDR. The applicant intends to obtain the proper Metro Plan designations and zoning to allow the submittal and approval of the appropriate applications (including, but not limited to: Master Plan, Subdivision and Site Plan Review) in order to construct a phased mixed-use residential and commercial development implementing TransPlan nodal regulations which will include design elements that support pedestrian environments and encourage transit use, walking and bicycling; a transit stop which is within walking distance (generally ¼ mile) of anywhere in the node); mixed uses so that services are available within walking distance; public spaces, such as parks, public and private open space, and public facilities, that can be reached without driving; and a mix of housing types and residential densities that achieve an overall net density of at least 12 units per net acre.

1. The applications were initiated and submitted in accordance with Section 3.050 of the Springfield Development Code on September 29, 2006 and accepted as complete on January 11, 2007. The applications were further revised on February 28, 2007 to change the requested LMI designation and zoning to CC due to issues raised by DLCD.
2. Timely and sufficient notice of the public hearing and changed hearing dates caused by the written record being held open has been provided, pursuant to Section 14.030 of the Springfield Development Code.
3. On March 27<sup>th</sup>, the Planning Commission held a work session and public hearing on the proposed amendments. The staff report and written comments were entered into the record. During the course of the public hearing, the Planning Commission was asked to hold the written record open until April 3<sup>rd</sup>, allow the applicant to submit rebuttal materials by April 10<sup>th</sup> and to deliberate and make their decision on April 17<sup>th</sup>.
4. Four people submitted written correspondence by the April 3<sup>rd</sup> date.
5. The applicant submitted rebuttal materials by the April 10<sup>th</sup> date.
6. On April 17<sup>th</sup>, the additional materials were entered into the record and the Planning Commission deliberated and forwarded a recommendation to the City Council based on the additional materials, the original Development Services Department staff notes and recommendation together with the oral testimony and written submittals of the persons testifying at the March 27<sup>th</sup> public hearing.
7. The March 27<sup>th</sup> staff report contained the following conditions of approval:

Condition of Approval #1

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

**Note:** The applicant has stated the intent to submit a Master Plan application. Rather than require a separate Memorandum of Understanding or similar document at this time, staff is highlighting potential issues as part of these applications that must be addressed during the Master Plan approval process. The Metro Plan diagram and Zoning Map amendment applications are concurrent. SDC Section 12.040 gives the City authority to add conditions "*...as may be reasonably necessary in order to allow the Zoning Map amendment to be granted.*" The Master Plan application process will require a public hearing and approval by the Planning Commission. This note applies to all of the additional conditions of approval that relate to the required Master Plan application.

Condition of Approval #2

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

Condition of Approval #3:

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

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

Condition of Approval #4

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

Condition of Approval #5:

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

Condition of Approval #6

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

Condition of Approval #7

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

Condition of Approval #8

Submittal of a Master Plan application that demonstrates that residential development will occur at 12 dwelling units per net acre.

Condition of Approval #9

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

Condition of Approval #10

Submittal of a Master Plan application that incorporates a "Development Phasing Plan". The intent of this plan is to address the "internal trip" issue by requiring a certain percentage of the residential portion of the site to be developed with a similar percentage of the commercial. The specific percentages will be made part of the approved Master Plan. The intent of this condition is to also ensure that the proposed land uses in Table 4C do not exceed the individual caps for these uses.

Condition of Approval #11

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

Condition of Approval #12

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

Condition of Approval #13

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

8. At the April 17<sup>th</sup> Planning Commission public meeting, during the Planning Commission deliberations, a 14<sup>th</sup> condition of approval was added:

Condition of Approval #14

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

**CONCLUSION**

On the basis of this record, the proposed amendments are consistent with the criteria of SDC Sections 7.030 and 12.030. This general finding is supported by the specific findings of fact and conclusion in the Staff Report and Findings and the additional information submitted for the April 17<sup>th</sup> meeting.

**ORDER/RECOMMENDATION**

It is ORDERED by the Springfield Planning Commission that approval, with conditions, of CASE NUMBER LRP 2006-00027, and CASE NUMBER ZON 2006-00054, be GRANTED and a RECOMMENDATION for approval, with conditions, be forwarded to the Springfield City Council for their consideration on May 7th.

  
\_\_\_\_\_  
Planning Commission Chairperson

**ATTEST**

AYES: 5  
NOES: 2  
ABSENT: ∅  
ABSTAIN: ∅

**ATTACHMENT 2  
DIFFERENCES BETWEEN 2001 AND 2007**

## DIFFERENCES BETWEEN 2001 AND 2007

1. The 2001 Home Depot application (Jo. No. 00-12-254) attempted to convert approximately 8 acres from the 56-acre Campus Industrial (CI) portion of the site to Community Commercial. There was an approved Conceptual Development Plan (1999) covering only the CI portion of the subject property. The 2007 Marcola Meadows proposal includes a proposed Lowes as well as multi-family, mixed use commercial and other community commercial uses. A condition of approval of these applications is a Master Plan for the 100.3 acre site which will govern how development may occur for all proposed zones on the entire property (see also #7., below). The proposed development scenario was peer reviewed by Crandall Arambula (an urban design/planning firm in Portland which designed Hillsboro's Orenco Station development) in July, 2006. Crandall Arambula listed 6 suggestions: 1) Relocate and redesign Main Street Retail; 2) Reconfigure the home improvement center site; 3) Include a park as a focus and active recreation amenity for new residential development; 4) Include an off-street pedestrian and bicycle trail system to provide safe and convenient access to "destinations" and "attractions" on and off the project site; 5) Make the residential street configuration pedestrian friendly; and 6) The residential buildings need a transition between the public and private realm. All but one of Crandall Arambula's suggestions (the reorientation of the home improvement center from east-west to north-south due to a 42" sanitary sewer line) has been incorporated into the Preliminary Plan Illustration submitted in the Planning Commission packet.
2. The 2001 Home Depot denial included a finding that there were other industrial sites suitable for the proposed use. In 2006, the Planning Commission approved a SDC interpretation (ZON 2006-024) stating that home improvement centers are permitted in industrial zoning districts. When staff proposed to amend the SDC to allow home improvement centers as a permitted use earlier this year, the Department of Land Conservation and Development (DLCD) stated that home improvement centers should not be permitted in industrial districts because it would create "**de facto mixed use districts**". Staff then withdrew the proposed SDC amendment. According to DLCD, a home improvement center is a retail use that is more appropriate in a commercial zone. The applicant originally proposed that the home improvement center site be designated and zoned Light-Medium Industrial based on the Planning Commission interpretation, cited above. When made aware of DLCD's position, the applicant revised these applications to request Community Commercial for the proposed home improvement site.
3. The 2001 Home Depot application focused on the Springfield CI inventory only. In 2007, staff has demonstrated that there are still a total of 116 vacant acres in the Gateway CI District in the Planning Commission staff report. However, the Metropolitan Industrial Lands Policy Report (MILPR) includes both Springfield's and Eugene's inventory. While the MILPR did not project demand specifically for CI land, the nearly 1,000 acres of land recommended for CI designation in the adopted and acknowledged MILPR was deemed sufficient until at least the end of the planning period. Since the inventory was completed, the net result of designation changes has increased the supply of CI land by over 160 acres.
4. In 2004, staff, under City Council direction, amended SDC Article 21, CI District, because there was intense demand for commercial development (business parks, business headquarters, etc.) in what is primarily an industrial district. That amendment allows these and other commercial uses (with limitations on retail uses) of up to 40 percent of the gross acreage of either CI site. For the record, there has been no new "industrial" development in the Gateway CI District since Shoreward was approved in 1997. The Pierce Property has been "shovel ready" for 30 years but for reasons cited in #6., below or for reasons known only to the previous owner, no CI development applications have ever been submitted for this site.

5. In March, 2007, DLCD stated that: ***"The city may not utilize for land use decision making but can consider the draft Jasper Natron Specific Development Plan designations in determining whether this application will negatively affect the CI land supply...."*** The draft Jasper Natron Specific Development Plan is now closer to reality because in March, Lane County commissioners ensured that the rest of the Bob Straub Parkway will be constructed, when they approved funding for the project's second phase. The parkway is expected to be completed by late 2009 and will open up approximately 600 acres for residential development, 180 acres for campus-industrial development and 22 acres for commercial development.
6. There is information in the record stating that the subject property is not an ideal CI site. The Industrial Study Task Force Final Report, L-COG, April 1981, stated in part ***"Problems associated with the site include air pollutants from surrounding heavy industrial uses and overhead electrical lines and nearby rail lines which cause problems for certain types of high technological industries. Several 'high tech' firms have considered the 'Pierce Property' for a potential location, and all have found it unsuitable because of these problems. Another problem with the site is opposition to industrial use from neighborhood residents."*** Additionally, as stated in the Planning Commission staff report, the Lane Metro Partnership confirmed this information.
7. In 2001 the Home Depot testimony was confrontational. The testimony to date has not been confrontational. On March 14<sup>th</sup>, the applicant held a "neighborhood meeting" at Briggs School to introduce the Marcola Meadows development scenario. The meeting was attended by approximately 40 nearby property owners and/or renters. The Home Depot applicant did not utilize this information sharing format prior to that public hearing process. The issues raised at this meeting and the Planning Commission public hearing included the impact on schools, drainage, traffic impacts, building height and street improvement costs. The issues raised will be fully addressed by the required Master Plan which must be approved after a public hearing by the Planning Commission.
8. In 2001, DLCD suggested that the City should deny the proposed Home Depot Metro Plan diagram amendment because the property was located in an area proposed to be designated as a Nodal Development/Mixed Use Employment District in the draft "revised" TransPlan. DLCD also suggested, in the alternative, that the City ***"delay adoption"*** until the revised TransPlan, the Mixed Use Zoning Districts and Nodal Development Overlay Districts were adopted by the City. DLCD also contended that approval of the subject application must be shown to be consistent with the ***"nodal development strategy for this area and citywide."*** TransPlan was amended in November of 2001. The Metro Plan was also amended at that time to include the Nodal Development Area land use designation. The City has several nodal areas that have been approved by the City Council. The proposed Metro Plan diagram amendment will implement portions of Proposed TransPlan Nodal Development Area 9C. The Metro Plan Nodal Development Area designation is proposed to be applied to the MDR and Mixed Use Commercial portions (80.7 acres of the 100.3 acres) of subject property. The Mixed Use Commercial zoning district will be implemented upon approval of these applications.



**ATTACHMENT 3  
ORDINANCE AMENDING THE METRO PLAN DIAGRAM**

ORDINANCE NO. \_\_\_\_\_ (General)

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

**THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD FINDS THAT:**

**WHEREAS**, Article 7 of the Springfield Development Code sets forth procedures for Metro Plan diagram amendments; and

**WHEREAS**, on September 29, 2006, the applicant initiated the following Metro Plan diagram amendment:

Redesignate 56 acres of land from Campus Industrial to: Community Commercial (11 Acres); Medium Density Residential/Nodal Development Area (19 Acres); and Commercial/Nodal Development Area (26 Acres), Case Number LRP 2006-00027, Tax Lot 01800, Assessor's Map 17-02-3-00 and Tax Lot 02300, Assessor's Map 17-03-26-11; and

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

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

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

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

**WHEREAS**, on May 7, 2007, the Springfield City Council held a work session and a public hearing (first reading) to accept testimony and hear comments on this proposal. The City Council is now ready to take action on this proposal based upon the above recommendation and the evidence and testimony already in the record as well as the evidence and testimony presented at this public hearing held in the matter of adopting this Ordinance amending the Metro Plan diagram.

**NOW THEREFORE, THE CITY OF SPRINGFIELD ORDAINS AS FOLLOWS:**

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

**Section 2:** The Metro Plan designation of the subject property is hereby amended from Campus Industrial to: Community Commercial; Medium Density Residential/Nodal Development Area; and Commercial/Nodal Development Area, more particularly described in Exhibit A and incorporated herein by reference.

**Section 3:** The specific boundaries of the zoning districts shall be determined as a condition of approval of the required Master Plan.

ADOPTED by the Common Council of the City of Springfield by a vote of \_\_\_\_ for and \_\_\_\_ against, this \_\_\_\_ day of \_\_\_\_\_, 2007.

APPROVED by the Mayor of the City of Springfield, this \_\_\_\_ day of \_\_\_\_\_, 2007.

ATTEST:

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
City Recorder

Joseph J. Lenti  
5/2/07

**ATTACHMENT 4  
ORDINANCE AMENDING THE SPRINGFIELD ZONING MAP**

ORDINANCE NO. \_\_\_\_\_ (General)

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

THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD FINDS THAT:

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

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

Rezone 56 acres of land from Campus Industrial to: Community Commercial (11 Acres); Medium Density Residential (19 Acres); and Mixed Use Commercial (26 Acres), Case Number ZON 2006-00054, Tax Lot 01800, Assessor's Map 17-02-3-00 and Tax Lot 02300, Assessor's Map 17-03-26-11; and

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

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

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

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

WHEREAS, on May 7, 2007, the Springfield City Council held a work session and a public hearing (first reading) to accept testimony and hear comments on this proposal. The City Council is now ready to take action on this proposal based upon the above recommendation and the evidence and testimony already in the record as well as the evidence and testimony presented at this public hearing held in the matter of adopting this Ordinance amending the Metro Plan diagram.

NOW THEREFORE, THE CITY OF SPRINGFIELD ORDAINS AS FOLLOWS:

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

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

**Condition of Approval #1**

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

**Condition of Approval #2**

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

**Condition of Approval #3:**

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

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

**Condition of Approval #4**

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

**Condition of Approval #5:**

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

**Condition of Approval #6**

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

**Condition of Approval #7**

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

**Condition of Approval #8**

Submittal of a Master Plan application that demonstrates that residential development will occur at 12 dwelling units per net acre.

**Condition of Approval #9**

Submittal of preliminary design plans with the Master Plan application addressing the proposed mitigation of impacts discussed in the TIA. The plans shall show the proposed traffic control changes allowing left-turns from the eastbound ramp center lane at the eastbound ramps of the Mohawk Boulevard/Eugene-Springfield Highway intersection. The intent of this condition is to have the applicant demonstrate to ODOT that the proposed mitigation is feasible from an engineering perspective and will be constructed

on a schedule that is acceptable to ODOT. Provided that construction of the proposed mitigation is determined to be feasible, then during Master Plan review and approval a condition shall be applied requiring the mitigation to be accomplished prior to the temporary occupancy of any uses in Phase 1 of the development.

**Condition of Approval #10**

Either:

Submittal of a Master Plan application that incorporates a "Development Phasing Plan". The intent of this plan is to address the "internal trip" issue by requiring a certain percentage of the residential portion of the site to be developed with a similar percentage of the commercial. The specific percentages will be made part of the approved Master Plan. The intent of this condition is to also ensure that the proposed land uses in Table 4C do not exceed the individual caps for these uses.

Or:

Submittal of a Master Plan application that incorporates a "Development Phasing Plan" shall be required. The intent of this condition is to:

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

**Condition of Approval #11**

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

**Condition of Approval #12**

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

**Condition of Approval #13**

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

**Condition of Approval #14**

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

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

**Section 4:** The legal description of the subject property is specified in Exhibit B. The specific boundaries of the zoning districts shall be determined as a condition of approval of the required Master Plan.

ADOPTED by the Common Council of the City of Springfield by a vote of \_\_\_\_ for and \_\_\_\_ against, this \_\_\_\_ day of \_\_\_\_\_, 2007.

APPROVED by the Mayor of the City of Springfield, this \_\_\_\_ day of \_\_\_\_\_, 2007.

ATTEST:

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
City Recorder

JOSEPH J. LEAHY  
5/2/07



**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 10-33 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.

**K & D ENGINEERING, Inc.**

*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.

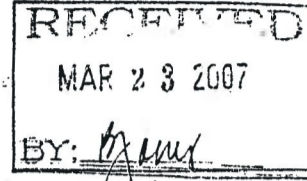
ALSO EXCEPT Marcola Road Industrial Park, as platted and recorded in File 75, Slides 897, 898 and 899, Lane County Plat Records, Lane County, Oregon.

**ATTACHMENT 5**  
**WRITTEN MATERIALS ENTERED INTO THE PLANNING COMMISSION RECORD**

On March 27<sup>th</sup> the following correspondence was entered into the record at the Planning Commission public hearing and added here for City Council review: Jim and Brenda Wilson, Darlene Hrouda, and Rick Satre.

On March 27<sup>th</sup>, the Planning Commission allowed the written record to remain open for 7 days (until April 3<sup>rd</sup>). The following persons submitted written correspondence after April 3<sup>rd</sup> and are now entered into the record: Lou Christian, G. Keith and June Roberts, and Leon Thompson.

Jim And Brenda Wilson  
2541 Marcola Road  
Springfield, Oregon 97477



ENTERED INTO  
RECORD 3/27

We want to keep the zoning as is on the "Pierce Property".

We would like to keep the original Metro Plan Diagram and  
the Springfield Zoning Map ~~as is~~ AS IS.

Marcola Road will not handle the added traffic of many additional  
commercial businesses. Already Marcola Road has increased by about half  
in the five years that we have lived here, because of the building of Walmart  
and Jerry's on Olympic Street. Marcola Road has become the main path for the flow of traffic  
to these businesses. The additional housing that is planned for the area off of 28<sup>th</sup> and 31<sup>st</sup> Streets  
will only add to the traffic flow problem as well.

Added noise from commercial businesses would make living on Marcola Road almost  
unbearable. Big trucks would be delivering freight at all hours of the night, as they do now for  
Walmart. Truck traffic is already bad enough.

Our view of the Coburg Hills would be almost completely blocked off by unsightly buildings.  
Anything over one story high along Marcola Road would be considered too high. Also I would  
like to see the businesses spaced at an appropriate space so they would be appealing to our eyes.

Sincerely,

Jim and Brenda Wilson

PUBLIC HEARING NOTICE, CITY OF SPRINGFIELD  
PLANNING COMMISSION AND CITY COUNCIL

CASE NUMBERS: LRP 2006-00027 and ZON 2006-00054

APPLICANT: Rick Satre, Satre Associates Representing SC Springfield, LLC

NATURE OF THE APPLICATIONS: LRP 2006-00027 is a Metro Plan Diagram Amendment from Campus Industrial (56 acres) to Community Commercial (11) acres, Commercial/Nodal Development Area (26 acres) and Medium Density Residential/Nodal Development Area (19 acres). ZON 2006-00054 is a Springfield Zoning Map amendment from Campus Industrial (56 acres) to Community Commercial (11 acres), Mixed Use Commercial (26 acres) and Medium Density Residential (19 acres).

AUTHORIZED USES: Uses in the Medium Density, Community Commercial and Mixed Use Commercial Zoning Districts are regulated by SDC Articles 16, 18 and 40 available in City Hall or on line at <http://www.ci.springfield.or.us/dsd/Planning/>.

APPLICABLE CRITERIA: SDC Section 7.030(3) contains the approval criteria for Metro Plan amendments and SDC Section 12.030 contains the approval criteria for Zoning Map amendments. The specific criteria are available in City Hall or on line at <http://www.ci.springfield.or.us/dsd/Planning/>.

SUBJECT PROPERTY LOCATION: The subject site, formerly known as the "Pierce Property" is located north of Marcola Road, west of 31<sup>st</sup> Street, east of Mohawk Marketplace Shopping Center and south of the EWEB bike path (Lane County Assessor's Map 17-02-30-00, Tax Lot 1800 and 17-03-25-11, Tax Lot 2300).

DATE, TIME, PLACE AND LOCATION OF THE PUBLIC HEARINGS: Planning Commission: Tuesday, March 27, 2007 at 7:00 p.m.; City Council: on Monday April 16, 2007 at 7:00 p.m. Both public hearings will be held in the Council Chambers of Springfield City Hall, 225 Fifth Street. Work sessions will be held prior to each public hearing on the same date.

ADDITIONAL INFORMATION: The applications, all documents and evidence submitted by or on behalf of the applicant are available for inspection at City Hall at no cost and will be provided for a reasonable cost. The staff report will be available 7 days prior to each hearing date.

CONTACT PERSON: Gary M. Karp at (541) 726.3777. Send written testimony c/o DSD, 225 Fifth Street, Springfield OR 97477, or attend the meeting and state your views. The hearings will be conducted in accordance with SDC Article 14.

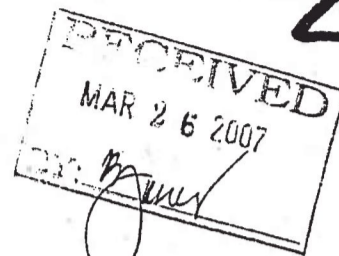
FAILURE TO RAISE AN ISSUE: Failure of an issue to be raised at the hearing, in person or in writing, or failure to provide statements or evidence sufficient to afford the decision-maker an opportunity to respond to the issue precludes appeal to the Land Use Board of Appeals on that issue.

3/20/07

I oppose any changes to the existing zoning and metro plans to the villages @ Marcola Meadows.

Home owner

Andrew, Doude<sup>85</sup> 2595 Marcola Rd.



ENTERED INTO  
RECORD 3/27



March 26, 2007

City of Springfield  
Development Services  
225 Fifth Street  
Springfield, Oregon 97477

Attn: Gary Karp, Planner

Re: The Villages at Marcola Meadows  
City Files LRP 2006-00027 and ZON 2006-00054

ENTERED  
INTO  
RECORD  
3/27

Dear Gary,

Please accept the enclosed document for the record as the applicant's response to the list of concerns received from DLCD in their March 12, 2007, letter addressed to the City of Springfield. We appreciate DLCD's review of our application and this opportunity to reply.

Please contact us should you have any questions or require any additional information in this regard.

Sincerely,

*Richard M. Satre*

Richard M. Satre, AICP, ASLA, CSI

Encl: Responses to March 12 DLCD List of Concerns

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

*Planners, Landscape Architects and Environmental Specialists*



**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.satrep.com

March 26, 2007

**THE VILLAGES AT MARCOLA MEADOWS  
METROPOLITAN PLAN AMENDMENT LRP 2006-00027  
ZONE CHANGE ZON 2006-00054**

**RESPONSES TO MARCH 12, 2007 DLCD LIST OF CONCERNS:**

Marguerite Nabeta, AICP, South Willamette Valley Regional Representative of the Department of Land Conservation and Development, sent a letter and an attached list of concerns dated March 12, 2007 to Gary M. Karp, Planner for the City of Springfield Development Services Department Community Planning Division, the staff planner assigned to these applications. Mr. Karp forwarded Ms. Nabeta's letter to us for responses. Our responses are given below.

**QUALITATIVE ANALYSIS  
DLCD Comments 1, and 3:**

Item #1 points out that Goal 9 compliance may be addressed with both quantitative and qualitative analyses. Item #3 acknowledges qualitative comments, but alleges that no analysis or reasonable conclusions are provided to justify redesignation.

In the applicant's revised Goal 9 findings of March 17, 2007, a qualitative analysis is presented in the sections titled "Site Specific Issues," "Competing Sites," and "Comparing Wages" on pages 6 through 10 of 12 pages. Additional information regarding the qualities of the site affecting its suitability for development under its current designation is presented in the Planning Commission Staff Report for March 27, 2007, in the "Executive Summary," and on pages 1-34 through 1-37.

In these two documents, there is extensive material regarding the history, context, conditions, and marketability of the subject site. The suitability of the site is analyzed in the context of changing market forces and in comparison to the progress of development in the Gateway Campus Industrial District, location of the majority of Springfield's

shovel-ready CI land. These discussions demonstrate the inferiority of the subject site compared to the rest of the CI inventory, and also point out the pressure for Commercial development on more suitable sites. A reasonable conclusion is made that redesignating the subject site will ease commercial development pressures on the best CI inventory, while sacrificing a site that in 23 years has shown no potential for development under its CI designation.

#### ACKNOWLEDGED INVENTORIES

DLCD Comments 2; 4.c, e; 8; 11:

Item #2 asks about “cumulative actions...since the 2002 [sic] Commercial study” and questions the use of figures from the 2006 *Industrial-Commercial Buildable Lands Study (CIBL)*. Item #4.c refers to a figure in the applicant’s February 28, 2007 responses to Goal 9 derived from older inventories. Items #4.d and 4.e refer to figures in the same February 28, 2007 document that were based on the *CIBL* study. Items #8 and #11 further question studies used in the previous version of the application.

The applicant’s March 17, 2007 document revised previous Goal 9 responses to rely only on inventories and studies that have been coordinated with the DLCDC. These include the most recent acknowledged inventory, the 2005 *Springfield Natural Resource Study Report*, which updated Industrial and Residential inventories in the Metropolitan UGB and the Commercial inventory in the Springfield UGB. This document was acknowledged by the DLCDC in December 2006.

#### CONSISTENCY WITH THE METRO PLAN

DLCD Comment 4.b:

Item #4.b alleges that the proposal is not consistent with OAR 660-009-0010(4) because it is not consistent with the City’s industrial conversion policies. In fact, the applicant’s responses, revised responses, and the Planning Commission Staff Report discuss this issue at length and present substantive arguments demonstrating compliance with comprehensive plan policies.

As discussed beginning on page 4 of the March 17, 2007 revised Goal 9 responses, and beginning on page 1-60 of the Planning Commission Staff Report, there is no requirement to meet every policy perfectly and completely and without contradiction. The *Metro Plan* acknowledges this fact and address conflicts and inconsistencies between and among goals and policies. Although the proposal is inconsistent with Economic Policy B.12, it is consistent with Economic Policy B.6 and other economic policies in the *Metro Plan* and the *Springfield Commercial Lands Study*.

Item #4.b also calls for “a discussion of how to weight the balancing.” The revised Goal 9 responses and the discussion in the “Inventory Equilibrium” section of this document



present methods of correlating the relevant inventories and determining a reasonable balance between them.

#### NODAL DEVELOPMENT DLCD Comments 5, 6, 7:

Items #5, 6, and 7 all question the inclusion of a home improvement center in the preliminary plan for the project. Item #5 states that there is no discussion of why a home improvement center is appropriate in a Nodal Development Area. In fact, this application does not seek to apply the Nodal Development Area designation to the land on which the home improvement store will be proposed by the Master Plan application. Potential Node 7C is not an official node. The proposed PAPA would create an official node on 80 acres of Medium Density Residential and Commercial land that do not include the possible site of the home improvement center. As proposed by the applicant, a home improvement center affiliated with the proposed Nodal Development Area will augment the neighborhood retail traffic of the stores within the Nodal Development designation, thereby increasing their chances for commercial success.

Item #6 disputes the transitional layout, scale, and design of the preliminary plan that accompanies this application. It states that a home improvement center is incompatible with a residential neighborhood. However, the preliminary plan separates the home improvement center from the proposed Medium Density Residential development by means of an extensively landscaped area for wetland mitigation and open space. Direct views of the home improvement center will be screened from the residential section by heavily planted berms against an 8-foot retaining wall. Vehicular and pedestrian paths from new and exiting residential areas to the home improvement center will first pass through neighborhood commercial areas. The home improvement center itself will be designed to resemble a series of smaller retail spaces, similar in scale to the others, rather than a single monolithic façade. The proposed commercial areas will be a very effective transition between the new and existing residential areas to the west and north, and the existing heavy industrial uses to the southeast.

Item #7 reiterates the earlier challenge to a home improvement center in a mixed-use project, but again, the center is not a part of the areas designated for Nodal Development or Mixed-use. The comment also espouses a version of what "true mixed-use" is, that it must be vertically integrated or at least horizontally integrated to some undefined standard. However, the Springfield Development Code has no such standards for Mixed-Use Zoning and Nodal Development Overlays. The preliminary plan has been prepared to meet or exceed all of the requirements of the adopted Nodal and Mixed-Use regulations.

INVENTORY EQUILIBRIUM  
DLCD Comments 4.a, b, d, f, h:

Items #4.a, b, d, f, and h all request further discussion, analysis and rationale for shifting land in the CI inventory to other designations.

The applicant's March 17, 2007 document revised previous Goal 9 responses to address these comments. The analysis and rationale for the proposed shifts of inventory are discussed further below:

The three sectors of the economy represented by the three principle land inventories (residential, commercial, and industrial) are economically interdependent and equilibrium between the inventories is essential to economic health. To put it simply, people need places to work, shop, and live. Growth in one sector of the economy will spur growth in the other two. If the inventory of land for one sector, industry for instance, is especially large compared to the others, that inventory may be elastic and affordable and therefore contribute to, or at least facilitate, an expansion of that sector. However, small or non-existent inventories of land for the other sectors create very inelastic supply curves. As expansion of the industrial sector creates an upward shift of the residential and commercial land demand curves, the inelasticity of supply will drive up prices rapidly. Because the sectors are interdependent, rising prices of land for the other sectors will squelch the expansion of the industrial sector, despite its apparently adequate land supply.

This cause – effect sequence doesn't have to be played out step by step for the mechanism to work. Industries considering expansion will study the overall land market and anticipate these problems. Unless these market forces are understood by policy makers, the lack of growth in a sector well supplied with land will have no apparent cause. Conversely, if the inventories for all three principle sectors are sufficient and balanced, expansion of one sector will spur orderly and proportioned growth in the others. Therefore it is essential for the health of the economy to maintain equilibrium between the inventories.

This raises the question of how to determine when the inventories are out of equilibrium and how to restore it. In this particular instance, commercial inventories are projected to be completely depleted by the end of the planning period. That fact alone is enough to justify shifting land from an inventory where there is a so-called "surplus." The question remains: how should we compare, and if needed, reapportion two inventories (industrial and residential) when positive balances of each are projected for the end of the planning period.

The method presented on pages 11 and 12 of the March 17<sup>th</sup> revised Goal 9 findings uses data from the U. S. Census Bureau and guidelines from the Oregon Department of Land Conservation and Development to establish a correlation between the inventories of industrial and residential land. Briefly, the method estimates the density of full-time employees living on residential land and job density on industrial land. Employee density is derived from U. S. Census data on individual and household income, and

*Metro Plan* target dwelling densities. Job density is based on DLCD economic opportunity analysis guidelines.

This method of analysis establishes a clear and rational justification for reapportioning land as proposed by the application. Shifting land from one inventory to another to achieve equilibrium between the inventories is sound economic and land planning practice that will facilitate and stabilize economic growth and the efficient use of land.

#### DLCD COMMENT #9

Item #9 asks when the *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan*, 2001 was adopted by the City. Springfield approved Ordinance No. 5992 November 5, 2001 adopting the *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan* as a refinement plan of the *Metro Plan*.

#### DLCD COMMENT #10

Item #10 questions whether Goal 2 requirements for coordination with other jurisdictions have been met. Referral of the proposed *Metro Plan* diagram amendment was sent to the City of Eugene and Lane County on March 16, 2007. The applicant's findings and the Planning Commission Staff Report for March 27, 2007 include discussions demonstrating compliance with Goal 2. In addition to those comments, the following is offered regarding coordination with other jurisdictions:

The Eugene/Springfield Metropolitan Area General Plan (*Metro Plan*) provides policy regarding coordination with jurisdictional partners within the metropolitan area in review and decision-making on proposed amendments to the *Metro Plan*. Specifically, *Metro Plan* policies are contained in the *Metro Plan* document's *Chapter IV: Metro Plan Review, Amendments, and Refinements*. Within said chapter, Policy 3 stipulates that *Metro Plan* amendments shall be classified as a Type I or Type II amendment. Policy 3.a states:

*"A Type I amendment shall include any change to the urban growth boundary (UGB) or the Metro Plan Boundary (Plan Boundary) of the Metro Plan; any change that requires a goal exception to be taken under Statewide Planning Goal 2 that is not related to the UGB expansion; and any amendment to the Metro Plan text that is non-site specific."*

Policy 3.b states:

*"A Type II amendment shall include any change to the Metro Plan Diagram or Metro Plan text that is site specific and not otherwise a Type I category amendment."*

Policy 5 sets forth the conditions under which the governing bodies of the three metropolitan jurisdictions participate in the approval process for Metro Plan amendments. Policy 5.e states:

*"Decisions on all Type II amendments within city limits shall be the sole responsibility of the home city."*

This proposed amendment:

- Includes site-specific changes to the Metro Plan Diagram
- Does not include any change to the UGB or the Metro Plan Boundary
- Does not require a goal exception to be taken under Statewide Planning Goal 2 that is not related to the UGB expansion; and
- Does not include any non-site specific amendment to the Metro Plan text.

Therefore, this proposed amendment must be classified as a Type II amendment. The specific site for which the amendment is proposed is located wholly within the Springfield city limits, as demonstrated by the Springfield Zoning Map. Given these circumstances and the cited *Metro Plan* policies, the City of Springfield is the home city and has sole responsibility for the decision on this amendment. The City is responsible for providing notice to all affected governmental units, which it has done. The City is also responsible for responding in its findings to the legitimate concerns of affected governmental units. At this time, the public record has not closed and there remain opportunities for comments and City to responses. Therefore, to the degree that a determination can be made at this time, and with regard to coordination, the proposal is consistent with Goal 2.

**KARP Gary**

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**From:** LouC [LouC@UA290.org]  
**Sent:** Wednesday, April 04, 2007 4:38 PM  
**To:** KARP Gary  
**Cc:** johne; lynette4  
**Subject:** Public Hearing Testimony

Re Case Numbers: LRP2006-00027 and ZON 2006-00054

To the City of Springfield Planning Commission and City Council

My name is Lou Christian. I am a Business Agent for Plumbers and Steamfitters Local 290, with a total membership of over 4,000 dedicated men and women in the plumbing and pipefitting industry. We vehemently oppose the zoning change for the 56 acres directly across from our union hall and training center. The current zoning, campus industrial, is a benefit for all those citizens who live and work in this area.

The proposal to change to community commercial for the benefit of a Lowe's Home Improvement is an extremely bad idea. Just check their record. They are a bad neighbor and gained a very poor reputation when they recently constructed their Lebanon, Oregon regional distribution center. They don't value Oregon wages or working conditions. Their idea of improving the local community was to bring in out-of-state workers and out-of-state contractors with no ties to the local economy.

We strongly recommend retaining the Campus Industrial designation.

Thank you for your consideration.

Lou Christian  
Business Agent Local 290  
2861 Pierce Pkwy  
Springfield, OR

**KARP Gary**

---

**From:** G. KEITH ROBERTS JUNE ROBERTS [jrobs@msn.com]  
**Sent:** Friday, April 13, 2007 4:17 PM  
**To:** KARP Gary  
**Subject:** RE: Pierce property

April 13, 2007

Dear Mr. Karp,

I realize this e-mail is a bit late but I hope you will still consider it.

My objection #1 to the proposed building on this property, ie, the zone change has to do with increased traffic in the area. Since Wall-mart came in the traffic has increased quite notably especially coming off of Lomond onto 19th street. Noise is also a concern.

My property, at 2370 Loch drive, has an easement going to the field in back of my home. This also presents problems that I have encountered with other properties in the area with easements. The area, I'm sure when new will look pristine and then down the line these areas are trash dumping grounds. I also oppose erecting multi-family dwellings that will obstruct the view of the hills. If the stuffed suits ie, Kennedy, can turn down needed energy wndmills, 7 miles out off the coast of MA., because he thinks them too unsightly, then I think this is a valid concern.

While I feel sure these, at least some of them, have been addressed prior to mine, I would like to at be able to have mine heard.

Sincerely,  
June Roberts  
746-7911

GIVEN TO SKARY

04/16/07

(1)

To - The City Council + Planning Commission

My name is Leon Thompson  
I live at 2777 Marcella Rd.

I would like to address my  
concerns about the Pierce Property.

My biggest concern is the traffic  
on Marcella Rd. From about 3:30 p.m.  
to 5:30 p.m., it is hard to get in & out  
of my driveway, as cars are backed  
up west of my driveway by signal  
light at 28<sup>th</sup> St.

I have some suggestions to cut  
down some of the congestion.

(1)

Get the truck traffic off of Marcella  
Rd. This can be done by having  
the trucks use Parkway west on to  
South "A", or use I-105 to 42<sup>nd</sup> St.  
and to Kingford Plant, as a lot of  
trucks use it.

(2) Do away with plans for Lewis as it is  
going to put more traffic on Marcella Rd.

(2.)

(3.) On "Oak" "Prairie Homes" make the lots bigger. Say 8.4 per acre instead of 10.4. That would take about 36 cars off of Marsala Rd - at 1 car per household.

(4.) I am no big fan of roundabouts but the ones we have seems like they are getting the traffic moving. My next concern is Lowe's. I feel is lucky to have a home owned "Jerry's Home Improvement" that does a great service, and I don't think we need another one within 4 blocks.

Lowe's moved out of their store over by D. 2. Joe's when Home Depot moved in next to them. If they can't make it with the competition, are they going to move out? And then will there be a boarded up building like K-Mart when Wal-Mart came? There is a boarded up building at the old M<sup>c</sup>Kay Store on Centennial.

The rest of Marsala Meadows I like, just make it simple, and don't let Lowe's in.



**ATTACHMENT 6  
MARCH 27, 2007 PLANNING COMMISSION PACKET**

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**MEMORANDUM****CITY OF SPRINGFIELD**

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**DATE OF WORK SESSION/PUBLIC HEARING:** March 27, 2007

**TO:** Springfield Planning Commission **PLANNING COMMISSION**  
**FROM:** Gary M. Karp, Planner III *GK* **TRANSMITTAL**  
**MEMORANDUM**

**SUBJECT:** Metro Plan Diagram Amendment - Case Number LRP 2006-00027  
Springfield Zoning Map Amendment - Case Number ZON 2006-00054  
Satre Associates, Applicant - Representing SC Springfield, LLC

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**ISSUE**

Conduct a work session and a public hearing on the proposed Metro Plan diagram and Springfield Zoning Map amendments and decide whether to advise the City Council to approve, approve with conditions or deny these applications.

**DISCUSSION**

The subject site, formerly known as the "Pierce" property is located north of Marcola Road, west of 31<sup>st</sup> Street, east of Mohawk Marketplace Shopping Center and south of the EWEB bike path. The subject site is 100.3 acres in size. The current Metro Plan designations and zoning are: Campus Industrial, Medium Density Residential and Community Commercial. The applicant requests approval of a: Type II Metro Plan diagram amendment to change the Campus Industrial designated portion of the subject site (currently 56 acres) to Commercial/Nodal Development Area, Community Commercial and Medium Density Residential/Nodal Development Area; and amendment of the Springfield Zoning Map from Campus Industrial to Community Commercial, Mixed Use Commercial and Medium Density Residential. The applicant's intent is to obtain the proper Metro Plan designations and zoning to allow the construction of a phased mixed-use residential and commercial development with nodal attributes called the Villages at Marcola Meadows. These applications are the first step in the process to obtain development review approval. The next steps are Master Plan approval and then, individual Site Plan and Subdivision approval. The public will be noticed during each review process. These applications use similar criteria of approval and have been combined into one staff report for ease of review. Both applications are interrelated: the proposed Metro Plan diagram amendments must be approved in order for the Zoning Map amendments to be approved because the plan designation and zoning must be consistent. In making their decisions, the Planning Commission and the City Council should consider: If the City will be better served by converting Campus Industrial land to Commercial and Multi-family Residential; if Springfield's citizens, especially the neighbors, can be assured that a "quality" development will be constructed over time; and if the removal of the Campus Industrial designation can be absorbed or should be offset by a commensurate addition of Campus Industrial designation elsewhere in the City as an element of the upcoming commercial and industrial land supply demand analysis.

**RECOMMENDATION**

Staff recommends approval of the proposed Metro Plan diagram Springfield Zoning Map amendments, as conditioned, based on the attached findings.

**ACTION REQUESTED**

Advise the City Council, by motion and signature of the attached order and recommendation by the Planning Commission Chairperson, to approve these applications, as conditioned, at their public hearing on April 16, 2007.

**ATTACHMENTS**

- Attachment 1: Staff Report, Findings and Order
- Attachment 2: Maps Submitted by the Applicant
- Attachment 3: Legal Description for the Zoning Map Amendment
- Attachment 4: The Preliminary Plan Illustration (a rendering of the proposed Master Plan)
- Attachment 5: ODOT Correspondence
- Attachment 6: DLCD Correspondence
- Attachment 7: TransPlan Proposed Nodal Development Area Map

**ATTACHMENT 1  
STAFF REPORT, FINDINGS AND ORDER  
CITY OF SPRINGFIELD, DEVELOPMENT SERVICES DEPARTMENT**

<p><b>Applicant:</b> Satre Associates PC, Applicant, representing SC Springfield, LLC</p>	<p><b>Case Numbers:</b> LRP 2006-00027 ZON 2006-00054</p>																																																								
<p><b>Requests:</b> This is a consolidated staff report for amendments to the Metro Plan diagram and the Springfield Zoning Map. These applications involve two parcels under common ownership totaling 100.3 acres (Assessor's Map 17-02-30-00, Tax Lot 01800 and 17-03-25-11, Tax Lot 02300).</p> <p>1. The Metro Plan Diagram Amendment proposes to change the Campus Industrial portion of the subject site to Commercial/Nodal Development Area, Community Commercial and Medium Density Residential/Nodal Development Area. The net effect on designated areas will be as shown below.</p> <p style="text-align: center;"><b>Existing and Proposed Plan Designations</b></p> <table style="width: 100%; border-collapse: collapse; margin-left: 20px;"> <thead> <tr> <th rowspan="2" style="text-align: left;">Plan Designation</th> <th colspan="2" style="text-align: center; border-bottom: 1px solid black;">Acres</th> <th rowspan="2" style="text-align: center;">%Change</th> </tr> <tr> <th style="text-align: center;">Existing</th> <th style="text-align: center;">Proposed</th> </tr> </thead> <tbody> <tr> <td>Medium Density Residential /ND</td> <td style="text-align: center;">35.7</td> <td style="text-align: center;">54.7</td> <td style="text-align: center;">53%</td> </tr> <tr> <td>Commercial</td> <td style="text-align: center;">8.6</td> <td style="text-align: center;">19.6</td> <td style="text-align: center;">128%</td> </tr> <tr> <td>Commercial /ND</td> <td style="text-align: center;">0.0</td> <td style="text-align: center;">26</td> <td style="text-align: center;">n/a</td> </tr> <tr> <td>Campus Industrial</td> <td style="text-align: center;">56.0</td> <td style="text-align: center;">0.0</td> <td style="text-align: center;">-100%</td> </tr> <tr> <td style="text-align: right;"><b>Total</b></td> <td style="text-align: center;"><b>100.3</b></td> <td style="text-align: center;"><b>100.3</b></td> <td></td> </tr> <tr> <td>/ND: Nodal Development Area Overlay</td> <td style="text-align: center;">0.0</td> <td style="text-align: center;">80.7</td> <td></td> </tr> </tbody> </table> <p>2. Springfield Zoning Map Amendment Case Number ZON 2006-00054 proposes to change the zoning from Campus Industrial to Industrial to Community Commercial, Mixed Use Commercial and Medium Density Residential. The net effect on zoning will be as shown below.</p> <p style="text-align: center;"><b>Existing and Proposed Zoning</b></p> <table style="width: 100%; border-collapse: collapse; margin-left: 20px;"> <thead> <tr> <th rowspan="2" style="text-align: left;">Zoning District</th> <th colspan="2" style="text-align: center; border-bottom: 1px solid black;">Acres</th> <th rowspan="2" style="text-align: center;">%Change</th> </tr> <tr> <th style="text-align: center;">Existing</th> <th style="text-align: center;">Proposed</th> </tr> </thead> <tbody> <tr> <td>Medium Density Residential</td> <td style="text-align: center;">35.7</td> <td style="text-align: center;">54.7</td> <td style="text-align: center;">53%</td> </tr> <tr> <td>Community Commercial</td> <td style="text-align: center;">8.6</td> <td style="text-align: center;">19.6</td> <td style="text-align: center;">128%</td> </tr> <tr> <td>Mixed-Use Commercial</td> <td style="text-align: center;">0.0</td> <td style="text-align: center;">26.0</td> <td style="text-align: center;">n/a</td> </tr> <tr> <td>Campus Industrial</td> <td style="text-align: center;">56.0</td> <td style="text-align: center;">0.0</td> <td style="text-align: center;">-100%</td> </tr> <tr> <td style="text-align: right;"><b>Total</b></td> <td style="text-align: center;"><b>100.3</b></td> <td style="text-align: center;"><b>100.3</b></td> <td></td> </tr> </tbody> </table>	Plan Designation	Acres		%Change	Existing	Proposed	Medium Density Residential /ND	35.7	54.7	53%	Commercial	8.6	19.6	128%	Commercial /ND	0.0	26	n/a	Campus Industrial	56.0	0.0	-100%	<b>Total</b>	<b>100.3</b>	<b>100.3</b>		/ND: Nodal Development Area Overlay	0.0	80.7		Zoning District	Acres		%Change	Existing	Proposed	Medium Density Residential	35.7	54.7	53%	Community Commercial	8.6	19.6	128%	Mixed-Use Commercial	0.0	26.0	n/a	Campus Industrial	56.0	0.0	-100%	<b>Total</b>	<b>100.3</b>	<b>100.3</b>		<p><b>Procedure Type:</b></p> <p style="text-align: center;">Type IV – Metro Plan diagram amendment</p> <p style="text-align: center;">Quasi-judicial zone change raised to a Type IV procedure</p>
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## VICINITY MAP



### I. EXECUTIVE SUMMARY

The applicant is proposing to amend the Metro Plan diagram from Campus Industrial (CI) to Commercial/Nodal Development Area (NDA), Community Commercial (CC) and Medium Density Residential (MDR)/NDA; and to amend the Springfield Zoning Map from CI to CC, Mixed Use Commercial (MUC) and MDR. Attachment 2 includes diagrams showing the current and proposed Metro Plan designations and zoning. These applications are the first steps towards implementing a comprehensive new development plan for the 100.3 acre site.

Future applications include a Master Plan for the entire site which will address phasing of development and the timing of infrastructure installation; individual Subdivision and Site Plan Review applications; and other applications, as necessary. The applicant cannot concurrently submit a Master Plan application because the Metro Plan designation and zoning must be in compliance. Compliance will not be achieved until these applications are approved. The applicant has included a "Preliminary Plan Illustration" (see Attachment 4) that is intended to be a depiction of the future Master Plan for use with these applications.

The "Pierce" property is listed in TransPlan as a potential nodal development area and was mentioned among the areas considered by the City Council for formal designation as a node. The applicant's Preliminary Plan Illustration includes elements consistent with nodal designation. The proposed development will include design elements that support pedestrian environments and encourage transit use, walking and bicycling; a transit stop which is within walking distance (generally ¼ mile) of anywhere in the node; mixed uses so that services are available within walking distance; public spaces, such as parks, public and private open space, and public facilities, that can be reached without driving; and a mix

of housing types and residential densities that achieve an overall net density of at least 12 units per net acre.

In 2001, the City Council denied a Metro Plan amendment on the "Pierce" property to site a Home Depot. That application showed a "piece-meal" development proposal without a comprehensive development proposal for the entire property. There was an approved Conceptual Development Plan for the Campus Industrial portion of the subject site. However, that plan showed only proposed lot layouts and a street system. The applicant's proposal shows specific plans for the commercial and residential development that would replace the Campus Industrial designation and zoning.

The "Pierce" property has been marketed as an industrial site for many years. Various characteristics of the site as well as changing market forces have worked against the development of the site. The proximity of the Kingsford Charcoal plant and potential vibration from the nearby rail spur has discouraged high-tech development of the site. Market forces are affecting the types of development that are attracted to campus industrial sites. Of the many employers located in the City's other Campus Industrial site (Gateway), only one, Shorewood Packaging, is a manufacturing use.

The justification for converting the industrial portion of the subject site to commercial and residential uses are described in more detail in the body of this report. Additional information on the history of the site and changing market forces are also included.

Of the several criteria of approval that apply to these applications, compliance with: 1) State-wide Planning Goal 9, "Economic Development"; and 2) State-wide Planning Goal 12, "Transportation" are essential and therefore, are specifically discussed in this executive summary:

Compliance with State-wide Planning Goal 9, "Economic Development".

The Home Depot Metro Plan diagram amendment/zone change application (2001) proposed to change 7.79 acres from Campus Industrial to Community Commercial leaving approximately 48 acres of CI designated and zoned land. There was significant neighborhood opposition to the development but the request was denied by the City Council for the following reasons:

- 1) The reduction of the CI land use designation and the variety of high tech manufacturing sector family wage jobs that might be lost as a result; and the fact that the CI designation was one of the City's smallest inventories and could not easily be replaced because the "high tech" industry demands large, constraint-free campus-like settings.
- 2) The apparent inconsistency of the Home Depot proposal with the intent of Policy 12 of the Economic Element of the Metro Plan, which states: ***"Discourage future Metropolitan Area General Plan amendments that would change development ready lands (sites defined as short-term in the metropolitan Industrial Lands Special Study, 1991) to non-industrial designations."***
- 3) The then recently adopted Springfield Commercial Lands Study conclusions were used as a substantial justification for the proposal. The fact that there was a shortage of vacant, developable commercial land in Springfield was not at question. However, the proposal to increase this supply, regardless of other relevant factors, was not sufficient reason to approve the proposal.

The issues cited above are still applicable and have been addressed by the applicant and staff's findings primarily under the responses to Goals 9, 10 and 12. There are also changes in circumstance pertaining especially to the lack of industrial development in the Campus Industrial District that should be considered. These changes are discussed under the response to Goal 9.

While there appears to be more demand for commercial than industrial development currently, this fact alone should not be the primary reason for the City Council to remove a "shovel ready" CI property in exchange for commercial development. The Planning Commission and the City Council should determine if the applicant and staff demonstrate that in order to comply with Statewide Planning Goal 9,

Metro Plan policies and adopted land inventories that Campus Industrial land should be converted to commercial and residential and that conditions that applied during the Home Depot review process in 2001 have changed. Staff contends these issues have been addressed in this staff report and recommends approval of these applications, with conditions. In making their decisions, the Planning Commission and the City Council should consider the impact of piece-meal conversions on the future availability of developable industrial land while using somewhat dated commercial and industrial land surveys.

Compliance with State-wide Planning Goal 12, "Transportation".

The applicant submitted information requesting a "trip cap" which can be implemented via a "Trip Monitoring Plan" to demonstrate compliance with Goal 12 and which argues in favor of mixed use development within a potential nodal development area.

- 1) The Oregon Transportation Planning Rule requires metropolitan areas with populations under one million to plan for a 5 percent per capita reduction in vehicle miles traveled (VMT) over the 20 year planning horizon. The revised TransPlan adopted by Springfield, Eugene and metro Lane County in 2001 allows for Nodal Development Areas as an alternative strategy to meet the VMT standard. The City Council selected and adopted the Nodal Development Area concept after reviewing a preliminary assessment of several potential Nodal Development Area sites in 2003 (7B in Riverbend; 8A in Glenwood; 8B in Downtown Springfield; 9A in Mohawk; and 9H and 9J in Natron). Last year, a previous Metro Plan diagram/Zoning Map amendment application initiated a portion of Proposed Nodal Development Area 9C at 30<sup>th</sup> and Main Streets. The TransPlan Potential Nodal Development Areas map shows that the subject site is within the boundary of Proposed Nodal Development Area 7C. Area 7C has not been "officially" approved by the City Council. Upon approval, these applications will add approximately 80 acres of MUC and MDR designated and zoned land to Springfield's "official" Nodal Development Areas.
- 2) The trip cap is an acceptable traffic capacity limitation tool allowed in the Transportation Planning Rule. The trip cap establishes a "worst case" scenario for trips generated by the current zoning for the entire site, in this case CI, MDR and CC. Trips generated by future MUC, MDR and CC uses cannot exceed the established trip cap. The response to the Goal 12 criterion was reviewed and accepted, as conditioned, by Gary McKenney, Springfield Transportation Planning Engineer and Ed Moore from the Oregon Department of Transportation's Springfield office (see Attachment 5).

**II STAFF/APPLICANT HISTORY**

During the early stages of this development proposal, representatives of the current property owners (SC Springfield LLC who purchased it in 2006 from the Pierce Trust) had several meetings with City staff before applying for a Development Issues Meeting (ZON 2005-00028) in July, 2005. The owner's representatives had several additional meetings with City staff and subsequently hired Satre Associates to prepare the required land use applications. A Pre-Application Report (ZON 2006-00030), the prerequisite for the submittal of a Master Plan, was submitted in May 2006. Staff requested that application out of sequence to have "formalized development proposal" to comment on. Staff had a number of concerns about that proposal and contracted with Crandall Arambula (an urban design/planning firm in Portland which designed Hillsboro's Orenco Station development) for a peer review of the application, which occurred in July, 2006. Crandall Arambula listed 6 suggestions: 1) Relocate and redesign Main Street Retail; 2) Reconfigure the home improvement center site; 3) Include a park as a focus and active recreation amenity for new residential development; 4) Include an off-street pedestrian and bicycle trail system to provide safe and convenient access to "destinations" and "attractions" on and off the project site; 5) Make the residential street configuration pedestrian friendly; and 6) The residential buildings need a transition between the public and private realm. All but one of Crandall Arambula's suggestions (the reorientation of the home improvement center from east-west to north-south due to a 42" sanitary sewer line) has been incorporated into the Preliminary Plan Illustration (see Attachment 4). The Pre-Application Report application is on hold until these applications are approved. Satre Associates submitted these applications on September 29, 2006. These applications

were determined to be incomplete and staff met with Satre Associates on October 24, 2006 to discuss the completeness issue. The additional information was submitted on December 21, 2006 and the applications were determined to be complete for review on January 11, 2007.

**Note:** The Oregon Department of Land Conservation and Development (DLCD) is currently on record stating that home improvement centers should not be permitted in industrial districts because it would create "de facto mixed use districts". The applicant originally proposed that the approximately 14 acre home improvement center site be designated and zoned Light-Medium Industrial (LMI) based on a recent Planning Commission interpretation allowing this use in the City's LMI, Heavy Industrial (HI) and Special Heavy Industrial (SHI) zoning districts. This means a home improvement center can be sited only on property designated and zoned Commercial. However, due to its size, this use is not allowed in the Mixed Use Commercial District; it can go into the Community Commercial District. The proposed nodal development area will not include the home improvement center site.

The applications were further revised on February 28 to change the requested LMI designation and zoning to CC due to issues raised by DLCD. Finally staff met with DLCD representative Marguerite Nabeta and the applicant to review DLCD comments made on March 12, 2007 (see Attachment 6). Additional information has been added into this staff report (The Goal 9 response was revised dated March 17, 2007) and/or will be submitted prior to the public hearing.

### **III PROPERTY DESCRIPTION/LAND USE HISTORY**

#### **Property Description and Existing Conditions.**

The subject site is located north of Marcola Road, west of 31<sup>st</sup> Street, east Mohawk Marketplace Shopping Center and south of the EWEB bike path and is 100.3 acres in size. The applicant has submitted the following information:

#### **"Subject Site:**

*The subject site has been used for a variety of agricultural uses. It is currently vacant, with the exception of a small industrial building to the south of the subject site. The Springfield City Limits abuts the subject site on small portions on the west and northeast. Tax Lot 2300 is partially developed with a vacant industrial building. Tax Lot 2300 was platted in 1994 as Parcel 3 of land partition plat 94-P0491. A property line adjustment was recorded with Lane County in 1997 affecting the common boundary between Parcels 2 and 3 of Land Partition Plat 94-P0491 in so doing completing the current configuration of the subject site (City of Springfield file# 97-02-029). Tax Lot 1800 is vacant. A storm drainage facility runs through the center of the subject site running east to west. The storm drainage facility is proposed to be enhanced through the process of development of the subject site. The site is located outside of both the 100-year flood and 500-year flood areas (see Exhibit 7, FIRM Map 41039C1153F).*

#### **Additional detail on adjacent uses is as follows:**

*North. The property to the north of the subject site is separated by an EWEB utility corridor that also serves as a multi-use path. North of the EWEB corridor is property owned by Willamalane Park and Recreation District (Tax Lots 1500 and 2300), Briggs Middle School and Yolanda Elementary (Tax Lots 2200 and 3002) and single family residential properties. The properties to the immediate north are zoned Medium-Density Residential with Public Land and Open Space zoning on the School and part of the Willamalane and EWEB properties.*

*West. The property to the west is zoned and developed with low-density single-family residential dwellings.*

*Southwest. The property to the southwest is zoned Community Commercial and is developed with a variety of retail commercial uses including a grocery store and a bank.*

*South. The property to the south is zoned and developed with low-density single-family residential dwellings.*

*Southeast. To the southeast are properties that are zoned for Light-Medium Industrial (across North 28<sup>th</sup> Street) and Heavy Industrial (across Marcola Road). Several of these properties are currently developed with industrial uses.*

*East. To the east (across North 28<sup>th</sup> Street) are properties zoned and developed with low-density single-family residential dwellings...."*

#### **Land Use History.**

Staff has prepared the following abbreviated land use history which is discussed here for two reasons: 1) It establishes the existing plan designation and zoning acreages; and 2) it lists the Home Depot applications which were denied, an issue that has a direct bearing on the proposed applications.

The "Pierce" property originally stretched from 19<sup>th</sup> Street to 31<sup>st</sup> Street and beyond to the base of Moe Mountain; and from Marcola Road to Briggs Middle School, north of the EWEB Bike Path. Since the "Pierce" property was annexed in 1975, there have been approximately 40 plan designation/zoning and development applications submitted to the City. However, only several of these applications are discussed for reasons cited above:

**82-10-028** The initial Zone Change application established 15 acres of Community Commercial extending from the corner of 19<sup>th</sup> Street and Marcola Road eastward a distance of approximately 1350 feet; 48.7 acres of Medium Density Residential; 59.4 acres of Special Light Industrial (now Campus Industrial); and 25 acres of Light-Medium Industrial (located east of the subject site). There was 17.5 acres of Low Density Residential that was not rezoned. The City Council adopted Ordinance 5160 on June 6, 1983. Conditions of zoning approval included:

- a) The dedication of land for a park of at least 5 acres in the vicinity of the EWEB Bike Path with access to a public street and the bike path.<sup>1</sup>
- b) The creation of a new street to smooth the transition between 28<sup>th</sup> and 31<sup>st</sup> Streets.<sup>2</sup>
- c) A "collector" street beginning opposite V Street for approximately 1900 feet and then turning south to connect with Marcola Road to serve as the boundary between the Campus Industrial and the Medium Density Residential zoning.<sup>3</sup>

<sup>1</sup> The last Campus Industrial Conceptual Development Plan (98-02-047) approved in 1999 stated that 8 acres were dedicated for park use in 1993. This park land, which remains undeveloped, is listed in Willamalane's Park and Recreation Comprehensive Plan as a proposed Neighborhood Park. See also the discussion under State-wide Planning Goal 8.

<sup>2</sup> The Pierce Trust dedicated the right-of-way and the 28<sup>th</sup> /31<sup>st</sup> Connector was constructed in 1993.

<sup>3</sup> The collector street (V Street to Marcola Road – TransPlan Chapter 3, Page 21) is shown on the TransPlan Federally Designated Roadway Functional Classification Map and as Project # 777 on the Financially Constrained Roadway Projects Map in Appendix A of TransPlan. See also the discussion under State-wide Planning Goal 12 concerning both this issue and Potential Nodal Development Area 7C.

**95-02-036** This City initiated Metro Plan amendment and Zone Changes eliminated inconsistencies between the zoning approved by Ordinance 5160 and the updated 1987 Metro Plan diagram. Ordinance 5785 was adopted by the City Council on May 15, 1995. This application also:

- a) Added 5 acres of Community Commercial zoning along Marcola Road, taken from the Medium Density Residential zoning;



- b) Changed the Low Density Residential/Medium Density Residential zoning shown in Atlee Park North to Low Density Residential;
- c) Showed the future park zoned entirely PLO; and
- d) Did not change the Campus Industrial designation and zoning shown on Map 4, Area1 at this time (see 96-10-208).

Ordinance 5785 also required specific landscaped buffer areas applicable to all future development.

**96-10-208** This City initiated Metro Plan Amendment and applicant initiated Zone Changes application eliminated additional zoning and plan diagram inconsistencies. The zone changes were from:

- a) Community Commercial to Medium Density Residential for 1.28 acres (extending the residential zoning to the south) so that the northern boundary of the commercial zoning would be located within a 20 foot-wide sanitary sewer easement; and
- b) Campus Industrial to Community Commercial for 1.28 acres (extending the commercial zoning east) to keep the commercial zoning at the same acreage. The zone changes were approved by the Planning Commission on February 19, 1997

The Metro Plan diagram amendment was from Heavy Industrial to Light-Medium Industrial for 11.5 acres located east of the 28<sup>th</sup>/31<sup>st</sup> Street connector and north of Marcola Road. Ordinance 5851 was approved by the City Council on April 7, 1997 (**Note:** these 11.5 acres is outside of the boundary of the subject property).

**97-02-029** This Property Line Adjustment moved the common property line of Parcels 2 and 3 of Partition Plat 94-P0491 approximately 142 feet to the west to allow the existing drainage ditch to be entirely on Parcel 3. The survey was recorded at Lane County on April 3, 1997.

The current acreages are as follows: 1) Community Commercial 8.8 acres; 2) Campus Industrial 56 acres; and 3) Medium Density Residential 35.5 acres.

**00-12-254** Metro Plan Amendment application. **Home Depot** requested a Metro Plan diagram amendment from Campus Industrial to Community Commercial for 7.79 acres. On June 18, 2001 the City Council voted 4-1 with one absent to deny the request. The approval of concurrent zone change and Site Plan Review applications was dependent upon the adoption of the Metro Plan diagram amendment. Since the City Council denied this application, those applications were denied also.

#### **IV. APPLICATION TEAM**

Owner/Applicant:  
 SC Springfield, LLC  
 5440 Louie Lane, Suite 102  
 Reno, Nevada 89511  
 Attn: Jeff Belle

The property owner has put together the following development team:

Project Developer:  
 The Martin Company  
 PO Box 1482  
 Albany, Oregon 97321  
 Attn: Bob Martin

Planner/Landscape Architect:  
Satre Associates, P.C.  
Planners, Landscape Architects and Environmental Specialists  
132 East Broadway, Suite 536  
Eugene, Oregon 97401  
Attn: Richard M. Satre, ASLA, AICP

Architect:  
Waterbury Shugar Architecture LLC  
225 West 5<sup>th</sup> Avenue  
Eugene, Oregon 97401  
Attn: Richard Shugar, AIA

Civil Engineer/Surveyor:  
K & D Engineering, Inc.  
PO Box 725  
Albany, Oregon 97321  
Attn: Dan Watson, PE  
Transportation Engineer:  
Access Engineering, LLC  
134 East 13<sup>th</sup> Avenue, Suite 2  
Eugene, Oregon 97401  
Attn: Mike Weishar, PE

#### **V. PROPOSED DEVELOPMENT**

The applicant states that: *"This PAPA, submitted concurrently with the zone change application, is in preparation for appropriate land use permit applications to construct a mixed-use residential, and commercial development as described herein. The appropriate land use permit applications include [but are not limited to] Master Plan Review and Traffic Impact Analysis Review.*

*Although applications for Master Plan, Subdivision and Site Plan approvals would be premature at this time, elements of the anticipated Preliminary Plan Illustration are material to the current application. To provide specific information about the intended mixed-use development and its relevance to the current application, a Preliminary Plan Illustration has been submitted as [Attachment 4] and as described below.*

*... The Villages at Marcola Meadows is a proposed mixed-use development comprised of residential, office and retail villages. Referencing the dramatic wooded backdrop of the Coburg and Marcola hills to the north, and the large plane of valley floor meadow on site, Marcola Meadows has been conceived to blend in with this overall setting while creating a bridge and supportive transition in the scale and intensity of larger commercial uses to the south with quiet residential neighborhoods to the north. Within Marcola Meadows a suite of eight Villages will exist. Four residential villages comprised of single family homes, apartment homes, townhomes and an assisted living facility with senior cottages will occupy the northern extent of the site, buffering existing residential developments to the northwest, north, and northeast. One office village, consisting of professional offices, will occupy the southeast area. Three retail villages, general retail, neighborhood retail, main street retail will face 28<sup>th</sup> Street and Marcola Road. Each of the Villages is envisioned to be unique, yet part of the whole. The overall Meadows theme will appear throughout, with the use of meandering waterways, native plants and generous open space. Within each Village, Pacific Northwest design aesthetic will prevail, supported with the generous use of stone, wood and steel. Marcola Meadows will not only be a great place to call home, but an exciting place to shop; with specialty retail shops and unique dining venues. Stores will have welcoming front doors, large windows and high ceilings, all with natural materials and muted colors. It will be easy to get around, and to do so on foot. All streets will have wide sidewalks, many of them setback from vehicle traffic. The entire community will be connected with all-weather multi-use off street pathways. It will be convenient, and safe, to walk from one Village to the next. It will be a great place to be outdoors, with meadow-flavored open spaces, native plant communities, lighting, bridges, seating, and overlooks to support*

walking and relaxing. It will be a healthy place; with ample use of oxygen-generating trees to cleanse the air, catch the wind and cool the temperature. It will be an environmental place, utilizing a network of bioswales, shallow seasonal ponds, and a meandering drainageway to capture and cleanse stormwater. In all, The Villages at Marcola Meadows will not only be a great addition to the community but a wise use of land and smart approach to design."

#### **VI. TYPE OF METRO PLAN AMENDMENT/THE ZONING MAP AMENDMENT AS A TYPE IV REVIEW**

- 1) This Metro Plan diagram amendment application involves the site-specific amendment of the Metro Plan diagram from Campus Industrial to Campus Industrial portion of the subject site (currently 56 acres) to Commercial/Nodal Development Area, Community Commercial and Medium Density Residential/Nodal Development Area. This Metro Plan amendment is a Type II amendment as defined in SDC Section 7.030 because it does not have "regional impact" by:

- "(a) Changing the urban growth or the jurisdictional boundary of the Metro Plan because the subject site is within the city limits;*
- (b) Requiring an exception to a State-wide goal; and*
- (c) Requiring a non-site specific amendment of the Metro Plan text."*

This Metro Plan amendment is a Type II amendment as defined in SDC Section 7.030 because it is a site specific diagram amendment; not a specific text amendment:

- "(a) Amendment of the Metro Plan diagram; and*
- (b) Is a site specific text amendment."*

- 2) SDC 12.020(1)(a)1. states: *"...Zoning Map amendments shall be reviewed as follows:*
  - (a) Legislative Zoning Map amendments involve broad public policy decisions that apply to other than an individual property owner, generally affecting a large area and/or require a concurrent Metro Plan diagram amendment as specified in Article 7 of this Code. Legislative Zoning Map amendments shall be reviewed using Type IV procedure.*
1. *Metro Plan diagram amendment determination. An amendment to the Metro Plan diagram shall be required if the proposed Zoning Map amendment is not consistent with the Metro Plan diagram. Both amendments may be processed concurrently."*

The applicant has submitted the Zoning Map amendment application concurrently with the Type II Metro Plan diagram amendment application.

#### **Type of Metro Plan Amendment Conclusion and Finding:**

Springfield is the "home city" for this proposal because the subject site is located within the city limits and the application does not have regional impacts. Therefore, the consideration of the Metro Plan amendment request is the exclusive responsibility of the Springfield City Council. However, referrals have been sent to both the Eugene and Lane County Planning Directors as specified in SDC Section 7.050.

#### **VII. PROCEDURAL REQUIREMENTS**

Procedural requirements for: Metro Plan diagram amendments are described in SDC Article 7; Springfield Zoning Map amendments are described SDC Article 12; and notice requirements are described in SDC Article 14.

SDC Article 7 indicates that the City Council or a citizen can initiate Metro Plan diagram amendments. These amendments of are reviewed under a "Type IV" procedure and require public hearings before the Planning Commission and the City Council. Type IV procedures are detailed in SDC Section 3.100.

SDC Article 12 indicates that the Planning Director, Planning Commission, City Council or a citizen can initiate Zoning Map amendments. These amendments are reviewed under a "Type IV" procedure when combined with a Metro Plan diagram amendment and require public hearings before the Planning Commission and the City Council. Type IV procedures are detailed in SDC Section 3.100.

SDC Section 14.030(2) requires that legislative land use decisions be advertised in a newspaper of general circulation, providing information about the legislative action and the time, place and location of the hearing. In addition, notice is required to be mailed to all property owners and occupants within 300 feet of the subject site.

The applicant submitted applications that have similar criteria of approval. Where the applicant's submittal responds to a similar criterion is used in another application, staff will reference the location of that response. Where the applicant's submittal responds to a criterion that is not used in another application, staff will address that response as such.

**Procedural Requirement Conclusion and Findings:**

Satre Associates, representing SC Springfield, LLC has initiated these applications. The Metro Plan diagram is a Type IV review procedure and the quasi-judicial Zoning Map amendment has been raised from a Type III review procedure to a Type IV review procedure for concurrent review.

"Notice of Proposed Amendment" was mailed to the Department of Land Conservation and Development (DLCD) on February 8, 2007, alerting the agency of the City's intent to amend the Metro Plan diagram and Springfield Zoning Map. The notice was mailed more than 45 days in advance of the first evidentiary hearing as required by ORS 197.610. Due to the applicant's decision to change the originally proposed LMI designation and zoning to CC for the home improvement center portion of the subject site, revised documents reflecting these changes were mailed to DLCD on March 6, 2007.

Referral of the proposed Metro Plan amendment was sent to Eugene and Lane County on March 16, 2007 as specified in SDC Section 7.050.

Notice of the public hearings concerning these applications was mailed to property owners and residents within 300 feet of the subject site on March 15, 2007. Notice of the public hearings concerning these applications was published on March 16, 2007 in the Register Guard. These notices advertised both the hearing before the Springfield Planning Commission on March 27, 2007 and the City Council on April 16, 2007. The content of the notices followed the direction given in SDC Section 14.030(2) for legislative actions and the direction given in ORS 227.186.

Procedural requirements described in SDC Articles 7, 12 and 14 have been followed as well as notice requirements established by DLCD for legislative applications.

**VIII. DECISION CRITERIA AND FINDINGS**

The Metro Plan diagram and Zoning Map amendments have been combined into one staff report for ease of review. Both applications have criteria requiring consistency with State-wide Planning Goals and Metro Plan policies. Rather than repeat these criteria for each application, they will be addressed only once and then referenced where appropriate. Criteria that are different will be addressed separately; the end result will be that all applicable criteria will have been addressed and findings prepared.

**IX. METRO PLAN AMENDMENT CRITERIA AND FINDINGS**

Article 7 describes the criteria to be used in approving a Type II Metro Plan amendment. SDC Section 7.070(3) states that "***The following criteria shall be applied by the City Council in approving or denying a Metro Plan amendment application: (a) The amendment must be consistent with the relevant statewide planning goals adopted by the Land Conservation and Development***

*Commission; and (b) Adoption of the amendment must not make the Metro Plan internally inconsistent."*

**SDC Section 7.070(3) "(a) The amendment must be consistent with the relevant statewide planning goals adopted by the Land Conservation and Development Commission; and"**

**GOAL 1: CITIZEN INVOLVEMENT**

*"To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process."*

**Applicant's Submittal:**

*The City of Springfield has an acknowledged citizen involvement program and an acknowledged process expressed in the Springfield Development Code for securing citizen input on all proposed zone map amendments. It insures the opportunity for citizens to be involved in all phases of the planning process and sets out requirements for such involvement. The amendments proposed do not amend the acknowledged citizen involvement program. The process for adopting these amendments complies with the requirements of the citizen involvement provisions.*

*The Metro Plan contains an acknowledged citizen involvement program satisfying Goal 1. The citizen involvement program is in Metro Plan Chapter III, pp. III-K-1 to III-K-4. The proposed amendment complies with and does not affect or amend the citizen involvement element in the Metro Plan.*

*The Metro Plan diagram amendment is subject to the public notification and public hearing processes provided for Type IV application procedures as stipulated in SDC 3.100(1) through (7), which, along with the remainder of the Code and with State-wide Goals and state statutes, provide the provisions for citizen involvement.*

*The City's acknowledged program for citizen involvement, including public notice, public hearings at the level of the planning commission and city council, notification of decision and notification of the right of appeal, provides citizens the opportunity to review and make recommendations in written and oral testimony on the proposed amendments to the Metro Plan Diagram and on the proposed zone map amendment. These acknowledged citizen involvement provisions afford ample opportunity for citizen involvement consistent with Goal 1.*

*For the reasons cited, including the Metro Plan's and the City of Springfield's acknowledged programs for citizen involvement, the amendment is consistent with Goal 1."*

**Staff's Response:**

Staff concurs with the applicant's submittal. Goal 1 requires a citizen involvement program. The applicant has described that program above and staff concurs with that discussion. Combined Metro Plan diagram and Zoning Map amendments require an initial public hearing before the Planning Commission and a legislative public hearing before the City Council. DLCD and neighborhood notice of these hearings, including local jurisdiction referral was provided as described in Section VI. (Procedural Proceedings) of this staff report.

In addition, the applicant held a neighborhood meeting on March 14, 2007. The applicant mailed notice of this meeting to: all property owners within 300 feet of the subject site (the same notice area as mandated to the City by the State); individuals on staff's interested persons list; and to affected public agencies. Approximately 40 people attended.

**Staff Finding:**

These applications comply with Goal 1 because they are being reviewed under an acknowledged citizen involvement program and public notice procedures were complied with.

## GOAL 2: LAND USE PLANNING

*"To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions."*

### Applicant's Submittal:

*"Goal 2 requires that plans be coordinated with the plans of affected governmental units and that opportunities be provided for review and comment by affected governmental units. In order to comply with the Goal 2 coordination requirement, the City will be responsible for coordinating the adoption of this amendment by providing notice to all affected governmental units and responding in its findings to the legitimate concerns of affected governmental units. There are no Goal 2 Exceptions required."*

*The Eugene/Springfield Metro Area General Plan (Metro Plan), the Springfield Code, and the State-wide Planning Goals and applicable state statutes and administrative regulations, provide policies and criteria for the evaluation of plan amendments. Compliance with these measures assures an adequate factual base for approval of the amendment. As discussed elsewhere in this document, the amendment is consistent with the Metro Plan, the Springfield Code, and the State-wide Goals. Therefore, the amendment is consistent with Goal 2."*

### Staff's Response:

Staff concurs with the applicant's submittal. On August 23, 1982, DLCD acknowledged that the Metro Plan and the all implementing measures were found to be in compliance with the State-wide Planning Goals pursuant to ORS 197.245 and 197.250. This act established, for the Eugene-Springfield metropolitan area and for Springfield in particular, a land use planning process and policy framework for all decision and actions related to use of land and assurance for an actual factual base for such decisions and actions. The Metro Plan has been amended several times since 1982. The SDC was adopted in May 1986 and also has been amended several times. The SDC implements the policies and direction of the Metro Plan.

In addition, the Metro Plan and the SDC contain guidelines and regulations for amendments, including making a distinction between the "type" of Metro Plan amendment (either a "I" or a "II"), who may or must participate as decision-makers (home city, regional impact), and how each level of amendment is processed. These applications are being reviewed under a Type II Metro Plan amendment procedure. Notification of these applications has been sent to both Eugene and Lane County.

Furthermore, various adopted refinement plans and specific area plans, including TransPlan, provide more detailed direction for planning under the umbrella of the Metro Plan. TransPlan guides regional transportation system planning and development in the Eugene-Springfield area. TransPlan was last amended in December 2001 with the goal of reducing vehicle miles traveled. Consistent with this goal, the applicant is proposing to apply the Metro Plan **"Nodal Development Area" land use designation to the subject. This land use designation emphasizes "... a mix of diverse and compatible land uses and public and private improvements designed to be pedestrian and transit oriented."** The subject site is within TransPlan Potential Nodal Development Area 7C (See the response to Goal 12).

As the hearing process evolves from the Planning Commission to the City Council, the record of the hearings will include all testimony and factual evidence intended to support the decision.

Finally, the SDC requires affirmative findings in support of the applicable criteria in order to approve these applications. The application of the implementing zoning districts will be consistent with the Metro Plan diagram and any applicable Metro Plan text. Citations of Metro Plan compliance are included in this report under criterion SDC Section 7.070(3)(b).

**Staff Finding:**

These applications comply with Goal 2 because the SDC requires consistency between the State-wide Planning Goals, the acknowledged Metro Plan, adopted refinement plans and special area plans and consistency with the local jurisdiction's zoning.

**GOAL 3: AGRICULTURAL LAND**

***"To preserve and maintain agricultural lands."***

Goal 3 defines "agricultural lands" by stating, in part, that they: ***"...do not include land within acknowledged urban growth boundaries or land within acknowledged exceptions to Goals 3 or 4."***

**Applicant's Submittal:**

*"This goal applies to lands that are designated Agricultural. This amendment is for property located within the city limits of Springfield and does not affect land designated for agricultural use. Therefore, Goal 3 is not applicable or relevant to the amendment."*

**Staff's Response:**

Staff concurs with the applicant's submittal. The subject site is located within the city limits on land planned and zoned for urban use for over 30 years. The City does not have any agricultural zoning districts, either within its city limits or within the urban growth boundary.

**Staff Finding:**

Goal 3 does not apply to these applications because the subject site is within Springfield's city limits and the City does not have any agricultural lands.

**GOAL 4: FOREST LANDS**

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

**Applicant's Submittal:**

*"This amendment is for property located within the city limits of Springfield and does not affect land designated for forest use. Therefore, Goal 4 is not applicable or relevant to the amendment."*

**Staff's Response:**

Staff concurs with the applicant's submittal. The subject site is located within an acknowledged urban growth boundary. Goal 4 does not apply within urban growth boundaries.

**Staff Finding:**

Goal 4 does not apply to these applications because the subject site is within Springfield's city limits and the City does not have any forest lands.

**GOAL 5: NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES**

***"To protect natural resources and conserve scenic and historic areas and open spaces."***

**Applicant's Submittal:**

*"Pursuant of Goal 5, the City of Springfield has adopted the following documents:*

- *Eugene-Springfield Metropolitan Area General Plan, revised 2004*
- *City of Springfield, Local and National Wetlands Inventory Map, December 2005*
- *City of Springfield Natural Resource Study, adopted, November 2005*

*Oregon Administrative Rule 660-023-0250 establishes the applicability of Goal 5 rules to Post Acknowledgement Plan Amendments (PAPA), and specifies certain procedures and requirements for local governments to follow in the adoption or amendment of all plan or land use regulations pertaining to Goal 5 resources. The rule states:*

*"(3) Local governments are not required to apply Goal 5 in consideration of a PAPA unless the PAPA affects a Goal 5 resource. For purposes of this section, a PAPA would affect a Goal 5 resource only if:*

*(a) The PAPA creates or amends a resource list or a portion of an acknowledged plan or land use regulation adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5;*

*(b) The PAPA allows new uses that could be conflicting uses with a particular significant Goal 5 resource site on an acknowledged resource list; or*

*(c) The PAPA amends an acknowledged UGB and factual information is submitted demonstrating that a resource site, or the impact areas of such a site, is included in the amended UGB area."*

*The following discussion will demonstrate that the proposed PAPA does not raise any issues that would require the City of Springfield to apply Goal 5.*

*Firstly addressing OAR 660-023-250(a): The changes sought by this application do not create or amend a resource list or any portion of an acknowledged plan or land use regulation adopted in order to protect a significant Goal 5 resource on the subject site.*

*Secondly addressing OAR 660-023-250(b): The changes sought by this application will not allow new uses that could conflict with a significant Goal 5 resource site. There are no significant Goal 5 resources on the site itself. None of the various studies, inventories, refinement plans, and facilities plans list this specific site as a significant resource, apply a Goal 5 resource overlay, or otherwise regulate or limit the redevelopment of this site as a Goal 5 resource.*

*There is drainage ditch on the site that was inventoried and listed (M32) by the City of Springfield Natural Resource Study. It was classified as a Low Quality Wetland and did not meet the significance criteria of the Oregon Freshwater Wetland Assessment Methodology. The closest Goal 5 resource identified by the City of Springfield Natural Resource Study is the Irving Slough located approximately 550 feet to the east. It is listed as both a High Quality Riparian Resource Site (S20 and S21) and a Moderate Quality Wetland (M16b and M16c). However, the resource impact area, defined by the study, does not reach the subject site. Therefore, the uses allowed by the proposed PAPA will not conflict with a Goal 5 resource.*

*Lastly addressing OAR 660-023-250(c): The changes sought by this application do not amend the acknowledged City of Springfield Urban Growth Boundary. Therefore, with regard to this criterion, the City is not required to apply Goal 5.*

*Oregon Administrative Rule 660-023-0250 "Applicability" stipulates that local governments are required to apply Goal 5 when considering a Post Acknowledgment Plan Amendment if the amendment affects a Goal 5 resource. For the purposes of that rule, the section lists three circumstances (OAR 660-023-0250(3)(a), (b), and (c) quoted above) under which, and only under which, a Post Acknowledgment Plan Amendment would affect a Goal 5 resource. As evidenced above, none of the three circumstances are*



*raised by the proposed amendment, and therefore the amendment will not affect a Goal 5 resource. The City is not required to apply Goal 5 when considering the proposal. The City of Springfield can find that the action requested by this application is consistent with State-wide Planning Goal 5."*

**Staff's Response:**

Staff concurs with the applicant's submittal. Goal 5 protection begins with an acknowledged inventory of Goal 5 resources and then proceeds through an economic, social, environmental and energy analysis to determine whether the resource should be protected from conflicting uses; limit conflicting uses; or allow conflicting uses fully (OAR 660-016-0010). The City has an acknowledged historic structures inventory, a local wetland inventory and recently adopted a natural resources inventory that considered uplands, wildlife habitat and riparian corridors. The subject site has been planned and zoned for intensive urban development and use prior to Metro Plan acknowledgement in 1982 (see Section II of this staff report, Property Description/Land Use History). The Department of State Lands and the Army Corps of Engineers have determined that the existing drainage ditch did not fall under either agency's jurisdiction during the review Home Depot applications in 2001, but that determination has expired. For the record, the existing drainage ditch and any potential wetland and/or riparian issues on other portions of the subject site must be addressed during the Master Plan application process (a condition of approval of these applications).

**Staff Finding:**

As conditioned, these applications comply with Goal 5 because it has been demonstrated that there are no inventoried resources on the subject site. However, the applicant shall obtain documentation stating that the existing drainage ditch is not a regulated wetland and confirm if there are any other wetland areas on the subject site.

**Condition of Approval #1**

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

**Note:** The applicant has stated the property owner's intent to submit a Master Plan application. Rather than require a separate Memorandum of Understanding or similar document at this time, staff is highlighting potential development issues as part of these applications that must be addressed during the Master Plan approval process. The Metro Plan diagram and Zoning Map amendment applications are concurrent. SDC Section 12.040 gives the City authority to add conditions **"...as may be reasonably necessary in order to allow the Zoning Map amendment to be granted."** The Master Plan application process will require a public hearing and approval by the Planning Commission. This note applies to all of the additional conditions of approval.

**Condition of Approval #2**

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

**GOAL 6: AIR, WATER AND LAND RESOURCES QUALITY OAR 660-015-0000(6)**

***"To maintain and improve the quality of the air, water and land resources of the state."***

**Applicant's Submittal:**

*"Nothing in the proposal or the character of the site or potential uses indicates a future development that would compromise air, water and land resources. Future development of the site will be in conformance with local, state and federal law including aspects of the Springfield Code. As indicated in findings*

regarding Goal 11, incorporated herein by reference, options for accessing or providing the necessary urban services are available. Therefore, the amendment is consistent with Goal 6.

Goal 6 requires all waste and process discharges from existing and future development to be consistent with applicable state or federal environmental quality statutes. Specifically, it requires local governments to establish that there is a reasonable expectation that a proposed use will be in compliance with the applicable state and federal environmental quality standards (*Friends of the Applegate v. Josephine County*, 44 Or LUBA).

There are three federal environmental quality acts relevant to State-wide Planning Goal 6: Clean Water, Clean Air, and the Resource Conservation and Recovery Acts<sup>1</sup>. These acts are enforced by the Environmental Protection Agency (EPA) to maintain air, water, and land resource quality. The EPA delegates authority to Oregon Department of Environmental Quality (DEQ) to enforce federal environmental statutes in the State of Oregon (i.e. Clean Air Act, Clean Water Act, and Resource Conservation and Recovery Act). The DEQ administers the federal statutes (acts) through the Oregon Administrative Rules (OAR), Oregon Revised Statutes (ORS), and Department programs.

The OARs regulate noise control, groundwater quality protection, solid waste, hazardous waste management, ambient air quality standards, and transportation conformity. The ORSs provide procedures for compliance with sewage treatment and disposal systems, solid waste management, reuse and recycling, hazardous waste and hazardous materials, noise control, and air and water quality standards. At the local level, the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) contains policies related to Goal 6 that maintain air, water and land resource quality in the metropolitan area and are as follows:

C.25 Springfield, Lane County, and Eugene shall consider downstream impacts when planning for urbanization, flood control, urban storm runoff, recreation, and water quality along the Willamette and McKenzie Rivers.

C.26 Local governments shall continue to monitor, to plan for, and to enforce applicable air and water quality standards and shall cooperate in meeting applicable federal, state, and local air and water quality standards.

C.27 Local governments shall continue to cooperate in developing and implementing programs necessary to meet air quality standards. This effort should include but not be limited to:

- a. Review of all major public capital expenditure projects for potential air quality impacts.
- b. Integration of air quality concerns into the comprehensive land use plan.
- c. Active participation in developing and implementing additional controls, as needed.

Supplemental to the Metro Plan is the Central Lane Metropolitan Planning Organization Regional Transportation Plan (RTP). This plan is the federal Regional Transportation Plan for the Eugene-Springfield metropolitan area. A plan as such, must comply with the federal Transportation Equity Act for the 21<sup>st</sup> Century (TEA 21), National Ambient Air Quality Standards, and the State of Oregon Transportation Planning Rule (TPR). Additionally the RTP must demonstrate consideration for system preservation and efficiency, energy conservation, and congestion relief.

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<sup>1</sup> The Clean Water Act establishes the basic regulatory structure for regulating discharges of pollutants in the waters of the United States. The Clean Water Act is implemented through industry standards and requirements. The Clean Air Act regulates air emissions from area, stationary, and mobile sources. This Act sets maximum pollutant standards and directs states to develop state implementation plans (sips) applicable to appropriate industrial sources. Finally, the Resource Conservation and Recovery Act controls hazardous waste from the "cradle-to-grave", which includes the generation, transportation, treatment, storage, and disposal of hazardous waste. This act also sets forth a framework for the management of non-hazardous wastes.

*The proposed Post Acknowledgement Plan Amendment (PAPA) does not amend any of the Regional Transportation Plan goals, objectives, or policies. Future land use planning applications (Conditional Use Permit and Site Plan) will conform to federal, state, and local regulations related to State-wide Planning Goal 6. Further, when land use approvals are procured, at that time the applicant will obtain the relevant air quality permits from the Lane Regional Air Protection Agency (LRAPA). Specifically, the applicant will obtain Air Contaminant Discharge Permits as needed and Indirect Source Construction Permits for the proposed parking facilities.*

*In the Eugene-Springfield metropolitan area, Lane County, Lane Council of Governments (Metropolitan Planning Organization), Lane Regional Air Pollution Agency, and the City of Eugene maintain compliance with DEQ regulations by the following:*

- *Lane County provides residents with waste management services through a network of disposal sites. The County's waste reduction and recycling programs are managed to conserve resources and prevent waste.*
- *The Lane Council of Governments provides wastewater and stormwater systems, ground and surface water, drinking water source assessment, watershed assessment studies and planning and protection for the Eugene-Springfield Metropolitan Area. Additionally, the Lane Regional Air Pollution Agency regulates regional air quality in Lane County through regulations, programs and permits for residents and businesses.*
- *The City of Springfield Public Works Department maintains water quality in the city through metropolitan sewage stormwater treatment systems that are required to operate under specific guidelines set forth by the DEQ. The City of Springfield also has design standards for wastewater and stormwater collection systems in the City of Springfield Public Works, Standard Construction Specifications and the Engineering Design Standards & Procedures. The City of Springfield's Development Code has three articles relevant to Goal 6 that provide resource protection: Article 17 – DWP Drinking Water Protection Overlay District, Article 27 – FP Floodplain Overlay District, Article 32 – Public and Private Improvements.*

*The proposed PAPA does not amend any of the Goal 6 related policies of the Metro Plan or the Regional Transportation Plan nor amend any regulations implementing those policies. As demonstrated in responses regarding Goal 11, incorporated herein by reference, these urban services are available.*

*Because the proposed PAPA does not authorize any specific development at this time, there can be no direct impact to air, water, or land resource quality. When development occurs on the subject site, all development will comply with all applicable local, state, and federal regulations that protect air, water and land resources. As indicated in findings regarding Goal 11, incorporated herein by reference, options for accessing or providing the necessary urban services are available. Therefore the proposed amendments are consistent with Goal 6.*

*In addition to the preceding facts, the evidence supports a reasonable expectation that future development resulting from the proposed PAPA will be consistent with Goal 6 requirements. Therefore, the City of Springfield can reasonably expect that future development under the proposed PAPA will comply with applicable state and federal environmental quality standards. The proposed PAPA is consistent with Goal 6.*

**Staff's Response:**

Staff concurs with the applicant's submittal. The purpose of Goal 6 is to improve and maintain the quality of the air, water and land resources of the state.

The subject site is located within Potential Nodal Area 7C as shown on the on the Potential Nodal Development Area Map in TransPlan. The proposed development will implement mixed-use and nodal development standards intended to reduce automobile trip frequency and duration both on-site (between the proposed community commercial services in the south and the proposed medium density residential areas in the north of the subject site) and off-site (between the existing nearby residential development and existing industrial uses, to the east and south of the subject site). The proposed development will also allow higher density, transit supportive development that also provides opportunities for bicycle or pedestrian trips both internally and externally. For these reasons the proposed development will help maintain the air resources of the state and will not alter the environmental protections provided by the Metro Plan for airborne discharges.

The proposed MUC portion of the development will require compliance with mixed use design standards specified in SDC Article 40. The proposed MDR portion of the development area will require compliance with design standards for Multi-Family development (apartments) and for Cluster Development (single-family housing) in SDC Article 16. These design standards foster pedestrian safety and infill development.

Site drainage issues will be addressed during the Master Plan, Site Plan Review and Subdivision application review processes and thus will be subject to the development permitting and approval process of the SDC; various building safety codes and the Public Works Design Manual for on-site storm water management; and other applicable state and federal regulations.

Finally, the City has an adopted drinking water protection plan and overlay zone requiring observance of certain development standards and prohibitions of specific chemicals and chemical storage. The subject site must comply with the Drinking Water Protection Overlay District standards, regardless of plan designation or zoning. The "Pierce" wellhead protection area is proposed but has the same standing as if a well was already in place. The City's adopted wellhead protection map shows the proposed wellhead on the Willamalane Park and Recreation District property outside of the subject site, north of the EWEB Bike Path. Site specific drinking water protection issues are addressed during the application review process (SDC Articles 17 Drinking Water Protection Overlay District and Article 31 Site Plan Review). These regulations especially apply to the proposed home improvement center.

**Staff Finding:**

As conditioned, these applications comply with Goal 6 because the PAPA implements the Nodal Development Area Metro Plan designation and thereby TransPlan Potential Nodal Area 7C, and there are regulations currently in place concerning stormwater management and protecting the City's drinking water supply, 95 percent of which is from groundwater.

**Condition of Approval #3:**

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

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

**Condition of Approval #4**

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

**GOAL 7: AREAS SUBJECT TO NATURAL HAZARDS**

*"To protect people and property from natural hazards."*

**Applicant's Submittal:**

*"Goal 7 requires that development subject to damage or that could result in loss of life not be planned or located in known areas of natural hazards and disasters without appropriate safeguards. The goal also requires that plans be based on an inventory of known areas of natural disaster hazards (floods, landslides, earthquakes, wildfires and other related hazards). The Multi-Hazard Mitigation Plan for the Eugene/Springfield Metropolitan Area (Metro Hazard Plan) that was adopted by the City of Springfield is a non-regulatory plan but provides an inventory of known hazards.*

*The Metro Hazard Plan does not identify any known hazards within the area of the subject site. Additionally, the subject site is outside of the 100 year and 500 year flood plains (Exhibit 7). There are no adopted or non-adopted maps that identify the subject site to be within a know hazards area. The proposed amendments do not affect any additional geographic area than the subject site, nor is any specific development proposed at this time. In due time, future development of the subject site will include a full analysis of hazard risk and mitigate the risk through appropriate construction. As such this amendment is in compliance with Goal 7"*

**Staff's Response:**

Staff concurs with the applicant's submittal. Goal 7 is intended to minimize the risk of hazards to human health and the risk of loss of human life. Goal 7 also intends to minimize costs associated with redeveloping after a natural disaster by restricting development in areas that are prone to natural disasters and hazards. Two primary areas of concern involve development in the flood plain and on steep slopes. The subject site is flat and is not located within a floodway.

**Staff Finding:**

These applications comply with Goal 7 because it has been demonstrated that the subject site is not located within an inventoried hazard area.

**GOAL 8: RECREATIONAL NEEDS**

***"To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts."***

**Applicant's Submittal:**

*"Regarding recreation, State-wide Planning Goal 8 states, 'The requirements for meeting such needs, now and in the future, shall be planned for by governmental agencies having responsibility for recreation area, facilities and opportunities:*

- 1. In coordination with private enterprise,*
- 2. In appropriate proportions; and*
- 3. In such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements.'*

*Pursuant to Goal 8 requirements, the City of Springfield and other local jurisdictions have developed the following relevant plan documents:*

- Eugene-Springfield Metropolitan Area General Plan (Metro Plan), Revised 2004*
- Rivers to Ridges, Metropolitan Regional Parks and Open Space Study, 2003*
- Lane County Parks Master Plan, 1980*
- Willamalane 20-year Park and Recreation Comprehensive Plan, 2004*

*The proposed Metro Plan Land Use Diagram amendment will not change the status of any recreation area, facility or opportunity that has been inventoried and designated by the Metro Plan or any other relevant facility plans regarding recreational needs. None of the various studies, inventories, and facilities plans have designated the subject site for parks and open space in an adopted inventory, declared it a significant resource, or slated this privately owned property for acquisition.*

*The Willamalane Park and Recreation District, responsible for parks and recreation planning in the City of Springfield, has developed the Willamalane 20-year Parks and Recreation Comprehensive Plan. The City of Springfield has adopted this plan as a refinement of the Metro Plan. The plan proposes a 5.5 acre community park on two undeveloped parcels north of the subject site, between Briggs Middle School and the EWEB utility easement (bike path), and owned by the Willamalane Parks and Recreation District. The Willamalane comprehensive plan refers to these parcels as 'the Pierce property,' donated in 1993 and elsewhere identified with adjacent parcels as the 'Yolanda/Briggs/Pierce School Park.' The plan observes that "there are opportunities to work with the School District and EWEB on future improvements to the Pierce property as a neighborhood park and a wayside for the EWEB Bike Path' (pg A-46-7).*

*The Willamalane 20-year Parks and Recreation Comprehensive Plan, 'Table 1: Neighborhood Parks' lists action items for neighborhood parks. Action 1.4 suggests, 'Investigate expansion of the park onto the vacant land to the south,' the subject site. However, such investigations, if they have been pursued, have led to no further defined action or policy. Action 1.5 suggests, 'pursue opportunities to improve the EWEB bicycle path and develop park facilities on adjacent land to help meet neighborhood park needs...'. The Preliminary Plan Illustration for the subject site includes several pedestrian and bicycle connections to the EWEB path and the proposed parks to the north. The subject site itself will include extensive public open spaces. As a commenting agency, the Willamalane Parks and Recreation District will have, through the Preliminary Plan Illustration and site plan review processes, the opportunity to coordinate plans with future development.*

*Rivers to Ridges, Metropolitan Regional Parks and Open Space Study does not identify the subject site as a resource. The study maps the EWEB bicycle path that borders the northern boundary of the subject site as an element of the area's 'Major Public Parks and Open Space.' However, this bicycle path is outside the boundaries of the subject site.*

*No part of the subject site is designated by the Metro Plan as Parks and Open Space. The Willamalane 20-year Park and Recreation Comprehensive Plan does not identify the subject site as an 'existing park and recreation resource'. No acknowledged plan declares it a significant resource or slates this privately owned property for acquisition. Therefore, the proposed PAPA is consistent with State-wide Planning Goal 8.*

**Staff's Response:**

Staff generally concurs with the applicant's submittal. Willamalane Parks and Recreation District is the local agency responsible for park planning within Springfield's city limits and Urban Growth Boundary. Willamalane's Comprehensive Plan (WCP) was adopted by the City as the acknowledged Goal 8 comprehensive planning element on November 14, 2004. There are no existing or proposed parks within the boundary of the subject site. However, as the applicant has stated above, the WCP shows a future neighborhood park, north of the EWEB bicycle path.

Chapter 4 of the WCO contains strategies and actions for parks and open space.

A3. under Parks and Open Space states: ***"Work with the City to encourage the private provision of quality parks, urban plazas, trails, linear parks, rooftop open space, and other amenities in private developments, where consistent with the goals and standards of this Plan."*** (P. 23)

On the Preliminary Plan Illustration, the applicant shows a proposed private park that will serve the residents of this development. Off-street pedestrian walkways are also shown along the proposed water feature that will cross the subject site from east to west.

The applicant states: "None of the various studies, inventories, and facilities plans have designated the subject site for parks and open space in an adopted inventory, declared it a significant resource, or slated this privately owned property for acquisition." [and] "No acknowledged plan declares it a significant resource or slates this privately owned property for acquisition."

The applicant also states: "The plan proposes a 5.5 acre community park on two undeveloped parcels north of the subject site, between Briggs Middle School and the EWEB utility easement (bike path), and owned by the Willamalane Parks and Recreation District. The Willamalane comprehensive plan refers to these parcels as 'the Pierce property,' donated in 1993 and elsewhere identified with adjacent parcels as the 'Yolanda/Briggs/Pierce School Park.' The plan observes that "there are opportunities to work with the School District and EWEB on future improvements to the Pierce property as a neighborhood park and a wayside for the EWEB Bike Path"

Staff would like to clarify the applicant's statements above by citing the following sections of the WCP.

A20. under Neighborhood Parks states: "**Develop partnerships with public agencies, developers, and property owners to help meet neighborhood park needs in served, as well as unserved areas.**" (P.29)

Table 1: Neighborhood Parks lists:

**"Project 1.3 Yolanda/Briggs/Pierce School Park – Work with SD 19 to develop and develop a school/park master plan for the Pierce property and adjacent Briggs and Yolanda school grounds that provides for coordinated development and optimizes outdoor recreational facilities."** (P.40)

**"Project 1.4 Pierce property Expansion – Investigate expansion of the park onto the vacant land to the south."** (P.40)

During the approval process for these applications, staff is requesting that the applicant begin a dialogue by discussing the proposed development with representatives from Willamalane and whether there can be coordination to achieve park development north of the subject property in conjunction with Marcola Meadows development.

In addition, when Marcola Meadows residential and Willamalane park development occurs, residents will need to cross the EWEB facility to utilize the park/recreation facilities. The EWEB right-of-way is approximately 60 feet-wide and the existing bike/pedestrian path, within that right-of-way is approximately 10 feet-wide. The Preliminary Plan Illustration shows pedestrian connections from the subject site to the bike/pedestrian path. As part of the Master Plan and other required land use applications, the applicant will be required to obtain the necessary easements from EWEB to allow residents of the proposed development to cross their facility.

These applications can be conditioned to fully comply with Goal 8.

**Staff Finding:**

As conditioned, these applications comply with Goal 8 because in addition to private on-site open space, there are nearby park facilities that can serve future residential development.

**Condition of Approval #5:**

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

**Condition of Approval #6**

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

**GOAL 9: ECONOMIC DEVELOPMENT**

***“To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.”***

**Note:** These applications were submitted to the City on September 29, 2006. The applicant is using existing, adopted land inventories and supplemental land use information to make the case for Goal 9 and related Goals (10) and (12).

**Applicant's Submittal**

**“Response:**

*Statewide Planning Goal 9 – Economy of the State, requires communities to inventory, plan, and zone enough commercial and industrial land to support the diversification and improvement of the economy. Pursuant to this, the City of Springfield has adopted the following documents:*

*Eugene-Springfield Metropolitan Area General Plan (Metro Plan), Revised 2004  
Springfield Commercial Lands Study, February 2000  
Metropolitan Industrial Lands Special Study:  
Metropolitan Industrial Lands Inventory Report, July 1993  
Metropolitan Industrial Lands Policy Report, July 1993*

*Also relevant to this discussion are studies regarding other statewide planning goals. These other documents include:*

*Springfield Natural Resource Study Report, October 2005  
Eugene-Springfield Residential Lands Study, 1999*

*The Metropolitan Industrial Lands Special Study (MILSS) commenced in 1989 and produced two documents, the Metropolitan Industrial Lands Inventory Report (MILIR) and the Metropolitan Industrial Lands Policy Report (MILPR). In 1995, the Springfield Commercial Lands Study (SCLS) was initiated. The City of Springfield adopted the study in 2000 and the Oregon Department of Land Conservation and Development (DLCD) acknowledged the SCLS as a periodic review task. The study looked only at lands within Springfield's urban growth boundary and did not make changes to either the Metro Plan or the Springfield Development Code. However, as an area specific periodic review task, it updates the “Economic Element” of the Metro Plan and includes findings, policies and implementation strategies regarding the supply of commercial lands.*

*Because the proposed amendment would shift land from Industrial to Commercial and Residential, the two additional documents listed above are relevant. Findings of the Eugene-Springfield Residential Lands Study were incorporated into the Metro Plan along with other periodic review amendments in the 2004 Update. The Springfield Natural Resource Study Report (SNRS) updated inventories of Residential, Commercial, and Industrial lands, and was acknowledged by the DLCD in December 2006.*

*Oregon Administrative Rule (OAR) 660-009-000 et seq. (Division 9) establishes the applicability of Goal 9 rules to Post Acknowledgement Plan Amendments (PAPA), and specifies certain procedures and requirements for local governments to follow in the adoption or amendment of all plan or land use regulations pertaining to Goal 9. In OAR-660-009-0010(4) the rule discusses procedures relevant to this application and states:*



*'Notwithstanding paragraph(2),[660-009-0010(2)], a jurisdiction which changes its plan designations of lands in excess of two acres to or from commercial or industrial use, pursuant to OAR 660-Division 18 (a post acknowledgement plan amendment), must address all applicable planning requirements; and:*

- (a) Demonstrate that the proposed amendment is consistent with the parts of its acknowledged comprehensive plan which address the requirements of this division; or*
- (b) Amend its comprehensive plan to explain the proposed amendment, pursuant to OAR 660-009-0015 through 660-009-0025; or*
- (c) Adopt a combination of the above, consistent with the requirements of this division.'*

*The plan designation changes anticipated by the proposed PAPA will remove 56.0 acres of Campus Industrial designation. In its stead, the supply of land with Commercial designation will increase 37.0 acres and the remaining 19.0 acres will receive a Medium Density Residential designation. Additionally, 26.0 acres of the Commercial land will also have a Nodal Development Area overlay designation. [See Attachment 2]. The following facts will demonstrate that the proposed amendment is consistent with the most recent economic opportunities analysis and with the sections of the acknowledged Metro Plan which address the requirements of Division 9.*

*The Metropolitan Industrial Lands Inventory Report (MILPR) estimated that the industrial land supply at the beginning of the planning period (study year) was about 3,600 acres within the Metro UGB. The Campus Industrial<sup>2</sup> share of all vacant unconstrained industrial land was 27% (derived from Table 5 of the MILIR, p. 47). About 709 acres of the Metropolitan study year industrial land supply was within the Springfield portion of the UGB (MILPR, Table 5, p. 47). The MILPR does not estimate demand within the Springfield UGB alone, nor does it segregate the estimated demand for Campus Industrial land in the Metro area. The subject site was included in the list of short-term sites for new industry (MILPR, p. 20 and p. 45, Subregion 7, Site 5). The study further estimated that the projected 20-year demand for industrial land for the Metro UGB would be between 650 and 1,172 acres, one-fifth to one-third of the supply (MILPR, p. 7). In response to this study, the Metro Plan was amended deleting a finding that the supply was not adequate to meet the projected growth in the commercial and light manufacturing segments of the economy (MILPR, p. 11).*

*The MILPR reported that in the study year there were 255 acres of the Campus Industrial land in the Springfield UGB. Unfortunately, there are no estimates of the depletion of Campus Industrial land in the adopted and acknowledged studies. If we apply the same 23% and 42% low and high depletion rates seen in the overall Industrial supply, we derive a range of 148 to 196 acres of CI land in Springfield at the end of the planning period.*

*The 2004 Metro Plan update estimated the supply of Medium Density Residential land in the study year to be 828 acres, and projected the consumption of 589 acres during the planning period, leaving a plan year (2015) inventory of 239 acres. The Springfield Commercial Lands Study (SCLS) updated plan year estimates of Springfield's Commercial land inventory (within the UGB). It projected a significant deficit of buildable land by 2015 if the historic rate of consumption continued.*

*The inventories of all three general categories of land were studied by the Springfield Natural Resource Study Report to gauge the impact of setting aside Goal 5 lands within the Springfield UGB. The 2005 study modified earlier inventory estimates by including plan amendments approved since the original studies and considering the maximum possible impact of Goal 5 protection measures. These modified estimates are the basis of Tables 2, 9, 10, 11, and 12. The exception is the inventory of Medium Density Residential land which was not reported separately by the SNRS. These tables analyze the impact of the proposed PAPA on the adopted and acknowledged inventories of lands. The estimates most specific to the situation are used.*

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<sup>2</sup> The MILSS uses the term "Special Light" which has since been changed to "Campus Industrial." In this report we will use the later term "Campus Industrial".

**Table 2: Proposed Impact on Projected Plan Year Land Inventories**

General Use	UBG	Plan Yr	Acres			Δ%	Source
			Inventory	PAPA Δ	Total		
Med. Density Res.	Metro	2015	239	19	258	8%	Metro Plan
Commercial	Springfield	2015	-172	37	-135	22%	SNRS
Industrial (high est.)	Metro	2010	2,122	-56	2,066	-3%	SNRS
Industrial (low est.)	Metro	2010	1,600	-56	1,544	-4%	SNRS

All three categories of land are important. Equilibrium between them is mutually beneficial and essential to the overall economic and social health of the community. The table above shows that the proposed PAPA has a relatively insignificant affect on the supply of Industrial land. The proportion of gain for MDR land is twice the loss of industrial land, and the projected deficit of Commercial land is reduced 22%.

Deciding to reduce the supply of CI land is not an easy choice, a matter of robbing Peter to pay Paul. Nonetheless, if we posit that providing land for the industrial sector is essential to our economy, we must also acknowledge that manufacturers considering new sites will consider only areas that provide the commercial support they require. They also look closely at housing costs for their employees and managers. There is synergy between Residential, Industrial and Commercial land uses and a balance should be maintained. Policies in the Metro Plan, weighed carefully, support the proposed PAPA.

**COMPREHENSIVE PLAN POLICIES**

The Metro Plan has the following policies directly relevant to the proposed PAPA:

**Economic Element Policy #B.6**

*'Increase the amount of undeveloped land zoned for light industrial and commercial uses correlating the effective supply in terms of suitability and availability with the projections of demand.'*

**Economic Element Policy #B.12**

*'Discourage future Metro Plan amendments that would change development-ready industrial lands (sites defined as short-term in the metropolitan Industrial Lands Special Study, 1991) to non-industrial designations.'*

Clearly, these two policies often will be in conflict. With a limited supply of urbanizable land, increasing the amount of undeveloped commercial land will frequently be at the expense of the inventory of industrial land. The Metro Plan addresses the issue of conflict between policies:

*'The respective jurisdictions recognize that there are apparent conflicts and inconsistencies between and among some goals and policies. When making decisions based on the Metro Plan, not all of the goals and policies can be met to the same degree in every instance. Use of the Metro Plan requires a balancing of its various components on a case-by-case basis, as well as a selection of those goals, objectives, and policies most pertinent to the issue at hand.'*

The Springfield Commercial Lands Study, the most recent economic opportunities analysis regarding land supply, contains the following key policies:

*'Policy 1-A: Maintain a mixed supply of large and small commercial sites through strategies such as rezoning or annexation to serve Springfield's future population.'*

*'Policy 1-B: Ensure that an adequate amount of commercial land is designated in the undeveloped identified nodes such as Jasper/Natron and McKenzie/Gateway, to accommodate a portion of the demand for commercial acreage, and to implement the policies and objectives of the TransPlan.'*

*'Policy 1-C: Maintain at least a five-year supply of commercial land within the Urban Growth Boundary (UGB) that is currently served or readily serviceable with a range of urban public facilities and services.'*

***'Policy 3-A: Redesignate and rezone portions of industrial land or residential land within identified Employment Center, Neighborhood Center, or Commercial Center nodes to Mixed-Use Commercial to achieve the objectives of TransPlan, Transportation Planning Rule 12, and to incorporate higher intensity development in conjunction with residential and employment opportunities.'***

#### CONVERSION TO COMMERCIAL DESIGNATIONS

A projection of a Commercial land inventory deficit within the planning period is unacceptable under the rules of Statewide Planning Goal 9. The necessity of replenishing the inventory is not debatable. Nonetheless, the issue of trading Industrial land, in this case Campus Industrial, for Commercial land needs to be examined carefully. Because meeting all land use policies perfectly and completely is impossible, their priority must be considered. Metro Plan Economic Element "Policy #B.6" is imperative and provides clearer guidance than "Policy #B.12," which merely discourages. The policies of the Springfield Commercial Lands Study, particularly "Policy 3-A," clearly trump "Policy #B.12" when considering the proposed PAPA. The proposed PAPA places the Nodal Development Area overlay designation on most of the site, addressing "Policy 1-B," and "Policy 3-A."

The Land Conservation and Development Commission (LCDC) recently reported to the Governor on the conversion of industrial land to non industrial land. The report was concerned with maintaining an adequate local supply of industrial land and preventing conversions of prime industrial land to non-industrial uses. Their report was titled "Promoting Prosperity: Protecting Prime Industrial Land for Job Growth." It made the following observation:

***'The issue of conversion of industrial lands is linked directly to the goal of providing an adequate supply of industrial and other employment land for a variety of economic activities. Untimely or undesirable conversion of industrial lands, particularly conversion of strategic sites with unique market features, can interfere with accomplishing the goal of providing adequate land development opportunities for economic growth and job creation.'*** (p.11)

***'The GMELS' [Greater Metropolitan Employment Lands Study] Phase 1 findings reinforce the committee's assertion that traditional industrial areas, including those featuring heavy manufacturing, warehouse/distribution, industrial service and waste management activities should be protected from encroachment by incompatible non-industrial uses by placing these areas in so-called industrial sanctuaries.'*** (p. 19)

However, the report also observed,

***'To better understand the concept of 'employment lands,' the committee examined the Phase I findings of the Greater Metropolitan Employment Lands Study (GMELS). The study is based on an assessment of the need for a broad category of employment lands within the greater Portland metropolitan region. Committee members concurred with a major finding of GMELS that the line between industrial and non-industrial use is becoming increasingly blurred in the new economy because many traded-sector and industrial activities are now carried out in office and tech-flex settings. The latter type of industrial uses is perfectly compatible with other employment activities and, thus, can be accommodated in mixed-use zoning districts that include retail, office, institutional and/or light industrial and even residential uses.'*** (p. 18)

***'New and emerging industrial uses: These are high-tech, biotech, some manufacturing and research and development and are often located in office and tech-flex settings. They are most productive when adjacent to similar companies and their non-industrial suppliers, lenders and support systems. Suitable locations for these activities include many mixed-use zones, as long as their scale, design and operational characteristics are compatible with surrounding uses.'*** (p. 20)

Although the conversion of CI land to other designations may seem to have a negative effect on the potential for economic development, the net effect is very positive when considering the benefits of

adding to the extremely scarce supply of commercial land. As the DLCD report to the Governor points out, high-tech research and development firms are most productive when non-industrial suppliers and supporting services are available to them. Additionally, Commercial land is suitable for many high-wage, economic export employers. New and growing sectors of the economy blur the line between commercial and industrial land use.

#### SITE SPECIFIC ISSUES

The Campus Industrial portion of the site has been reserved as development ready land since 1995. It was designated as Special Light Industrial (the precursor of Campus Industrial) for years before that. Despite the dwindling supply of CI land, not one industrial development has been proposed for it. The reasons it has not yet been developed are complex. However, the site is not ideal with regard to the qualities that the CI designation is intended to foster and preserve. To attract the desired industries, the zone imposes performance standards to reduce conflicts with adjacent zoning districts and negative impacts between sites within the CI district itself. From the Metro Plan, **'The activities of such firms are enclosed within attractive exteriors and have minimal environmental impacts, such as noise, pollution, and vibration, on other users and on surrounding areas.'**

However, the site and surrounding areas are already subject to some of these impacts, which may partially explain why the site has not yet been developed with CI uses. The City's pre-application report lists **'air pollutants from surrounding heavy industrial uses, overhead electrical lines and nearby rail lines which cause problems for certain types of high technological industries. Several high tech firms had considered the Pierce Property for a potential location, and all found it unsuitable because of these problems.'**

Lane Metro Partnership confirms this information. The agency provides economic development and business information for Eugene, Springfield and Lane County, and maintains a computerized inventory of vacant industrial land and buildings. They report that while numerous inquiries about the subject site are received from businesses considering it as a location for new facilities, there are common objections. These include the site being too close to established residential areas for industrial uses, and too close to the Kingsford charcoal plant for high-end office or research facilities. Operating Permit 204402, issued by the Lane Regional Air Pollution Authority, allows the Kingsford plant to emit up to 1,075 tons of particulate and gaseous pollutants per year.

#### COMPETING SITES

Long after the subject site was zoned for industrial use, the McKenzie-Gateway Corporate Park became available. It has drawn light-industrial and high-tech uses while the subject site has remained fallow. Companies building or acquiring facilities there have included Sony, Symantec, and Shorewood Packaging. However, the Gateway Park has undergone significant pressure from the pent-up demand for Commercial property. Most of the Sony facility has been converted to office use. Symantec focuses on a customer service call center rather than research and development. In 2004, the City revised CI regulations to further limit types of commercial uses and limit their coverage to 40% of gross acreage. Gateway gross acreage in commercial use is now nearly 30%. While the market place has clearly indicated the superiority of Gateway over the subject site as a location for Campus Industrial development, the shortage of Commercial land threatens the remaining buildable land at the more desirable location. Though conversion of the subject site would reduce the inventory of CI land, it would take some of the commercial development pressure off Gateway. This would help reserve Gateway for industrial development, thus sacrificing a marginal resource to foster more productive use of a superior one.

#### COMPARING WAGES

How might the conversion of the subject site's CI land to Commercial affect the ability of Springfield to attract jobs that provide a family wage? We begin by asking what a family wage is in Springfield. Although there is no precise definition of "family wage," the term came into use during the Industrial Revolution when work was separated from home to a degree not seen before. The concern was that the breadwinner earn enough to allow the spouse to stay home tending the house and children. It became a somewhat controversial term, some commentators assigning sexist overtones to it. Data in the following

tables create a statistical context for the discussion. If "family wage" can be defined as the gross income needed to cover typical expenses of the average family, the tables below estimate these figures in Springfield and Oregon.

**Table 3: Springfield, Oregon Average Household and Family Size**

	Number of Individuals
Average Household	2.55
Average Family	3.03

Source: U.S. Census Bureau, Census 2000 Summary File 3

**Table 4: Springfield, Oregon Typical 2004 Family Expenses**

Source	Two Adults, One Child	Two Adults, Two Children
Poverty in America <sup>1</sup>	\$34,905	\$43,862
E. P. I. <sup>2</sup>	\$36,408	\$41,748

1: Poverty in America Project, Penn State University

2: Economic Policy Institute

Figures are for typical expenses. Figures for One Adult and Two Children are within approximately one percent of Two Parent, One child expenses.

The table below gives U. S. Census data regarding the median incomes of individuals and households. Note that the family household income is significantly higher than the highest individual median income. Data about the proportion of two-income households or the average wage of principle breadwinners is not available. Heads of family households may be making significantly more than the average or many households may have two incomes. Some combination of the two is likely. Regardless, it indicates caution should be used when making assumptions about family wages.

**Table 5: Springfield and Oregon Median Incomes**

	Oregon	Springfield, Oregon
Family Households	\$55,196	\$43,539
Non-family households	\$29,209	\$23,734
All Households	\$46,393	\$37,452
Male full-time, year-round workers	\$41,485	\$35,118
Female full-time, year-round workers	\$30,591	\$25,524

Source: U.S. Census Bureau, Census 2000 Summary File 3, adjusted to 2004 Consumer Price Index

To assess impact of the PAPA on family wage jobs, we can estimate the average wage of employment in the relevant land use designations. The table below uses information from the Lane County Council of Governments and the Oregon Labor Market Information Service to correlate the estimated number of people employed by each industry sector within a plan designation, and the Lane County average pay within each sector, to derive an estimated average pay for employment in a land use designation.

**Table 6: Plan Designation Average Wage**

Industry	Commercial Employment		Comm. Mixed Use Employment		Average Pay
Construction	676	2%	107	4%	\$37,751.00
Manufacturing	779	2%	99	4%	\$38,057.21
Trans., Comm., and Utilities	767	2%	128	5%	\$35,090.20
Wholesale Trade	585	2%	68	3%	\$40,622.86
Retail Trade	8,890	25%	332	13%	\$19,309.19
Finance, Insurance and Real Estate	2,455	7%	342	13%	\$34,737.05
Services	20,348	57%	1,252	48%	\$27,340.14
Government	1,218	3%	279	11%	\$37,239.00
Total	35,718	100%	2,607	100%	
<b>Weighted Average Pay</b>	<b>\$25,732.13</b>		<b>\$30,905.80</b>		

Source of wage data: OLMIS Lane County 2000 industry sector average adjusted for 2004 Consumer Price Index except the figure for Government which is from 2004.  
Source of industry sector employment by plan designation: LCOG - 2004.

To better understand the impact of the PAPA on conditions in Springfield, the next table provides an overview of the types of businesses and the approximate number of employees currently located in the Gateway area (the only other CI zone in Springfield with significant development. Most of the businesses listed in the table would be allowed within the proposed PAPA redesignations.

**Table 7: Types of Businesses and Approximate Employees for Gateway Development**

Gateway Businesses	Address	Type	Approximate Number of Employees
Royal Caribbean Cruise Lines	1000 Royal Caribbean Way (3900 Sports Way)	Travel sales call center	250-500
Symantec	555 International Way	Computer Support Call Center, Comp. Tech	1200
PacificSource Health Plans	110 International Way	Health Insurance Headquarters	275
Oregon Medical Laboratories/ Oregon Veterinary Laboratory	123 International Way	Medical Laboratories	300
Sacred Heart Medical Center Foundation	123 International Way	Financial services	260
Sacred Heart Medical Center Materials Management		Materials (Supply handlers)	30
Shorewood Packaging Inc	500 International Way	Manufacture: paperboard packaging products	60
Global Industries	950 International Way	Wholesale distribution: automotive parts and accessories	10 – 19
Grand Slam USA	921 International Way	Indoor recreation: Batting cages, basketball, etc.	1 – 4
McKenzie Athletics	909 International Way	Uniforms: screen printing and embroidery	10 – 19
Pacific Office Automation	911 International Way	Copier sales and copying services	20 – 49
Rex Myers Transfer	915 International Way	Moving and storage	5 – 9
FedEx	700 International Way	Couriers and messengers	20 – 49
Learning Tree	100 International Way	Child Day Care	N/A
<b>Planned Businesses <sup>A</sup></b>			
Professional Credit Service		Collection Agency	177
McKenzie Leasing and Finance		Heavy equipment leasing	13

Source: Information gathered from Dex, Lane Metro Partnership, and GLMIS info and links.

A: Professional Credit Service and McKenzie Leasing and Finance purchased 7 acres in Gateway and will move headquarters there. Source: The Register Guard – Tuesday, November 14, 2006.

Table 8 below shows the estimated wages for employment typical of the businesses in the above table. Comparing this data with Table 6 indicates that the average pay for employment in the designations proposed by the PAPA are similar to the average pay in Springfield's developed CI designated lands.

**Table 8: Employment and Wage Estimates for Springfield CI Businesses: 50 or more employees**

Occupation	Employment		Average Pay
	Number	Percent	
Bill and account collectors	177	6.40%	\$30,060.00
Billing and Posting Clerks	535	19.30%	\$26,956.00
Computer Support Specialist	1,200	43.30%	\$34,874.00
Medical and Clinical Laboratory Technicians	300	10.80%	\$27,083.00
Miscellaneous Manufacturing	60	2.20%	\$32,292.00
Travel Customer Service Representative	500	18.00%	\$22,880.00
Total employees	2,772	100%	-
<b>Weighted Average Pay</b>	-	-	<b>\$29,975.94</b>

Source: Wage data for Lane County 2004 from OLMIS website except Travel Customer Service Rep starting pay published in Portland Business Journal - November 18, 2004.

Source: Employment data from Lane Metro Partnership and from infoUSA website.

**COMPREHENSIVE PLAN RESIDENTIAL POLICIES**

**Residential Land Use and Housing Element**

**Residential Density #A.10**

**'Promote higher residential density inside the UGB that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserves rural resource lands outside the UGB.'**

**Residential Land Use and Housing Element**

**Residential Density #A.11**

**'Generally locate higher density residential development near employment or commercial services, in proximity to major transportation systems or within transportation-efficient nodes.'**

**Residential Land Use and Housing Element**

**Residential Density #A.12**

**'Coordinate higher density residential development with the provision of adequate infrastructure and services, open space, and other urban amenities'.**

These residential policies make clear the importance of higher density residential development to the future of the Eugene-Springfield Metropolitan area. Yet here again, there is an apparent conflict between policies, namely Policy 3-A of the SCL and the residential policies of the Metro Plan just cited. As the following analysis will show, splitting the converted Industrial land between Residential and Commercial in the proportion proposed is entirely appropriate.

While the inventory of Springfield Commercial land will be entirely depleted by the end of the planning period and the priority of creating more is obvious, Metro Area surpluses are projected for both Industrial and Residential. The case for reapportioning these inventories must be made. To illustrate the need for an adjustment of the inventories, the following table looks at the relative rates of inventory depletion over the planning periods studied.



**Table 9: Projected Depletions of Land Inventories During the Planning Period.**

General Use	Acres			Δ%	Source
	Study Yr.	Δ	Plan Yr.		
Med. Density Res.	828	-589	239	-71%	Metro Plan
All Res. (low est.)	5,830	-4,565	1,265	-78%	SNRS
All Res. (high est.)	5,830	-5,637	193	-97%	SNRS
Industrial (low est.)	3,604	-1,482	2,122	-41%	SNRS
Industrial (high est.)	3,604	-2,004	1,600	-56%	SNRS

The table above shows that, over the planning period, the inventory of Medium Density Residential land is being depleted at a far faster rate than Industrial land. (Note that the Metro Plan did not subtract reductions of Goal 5 inventories the SNRS subtracted from the broader inventories.) Sacrificing a small portion of Industrial land to replenish the more rapidly diminishing inventories is justifiable and prudent. To illustrate the point further, the following table compares the final plan year inventories of Industrial and Residential land. The two planning periods end five years apart, so the inventories are not simultaneous. However, the comparison is still instructive. Commercial land was left out of the table because the Springfield plan year inventory is negative. All combinations of high and low estimates are calculated.

**Table 10: Combined Plan Year Inventory Estimates**

Total acreage	Residential (low)		Residential (high)	
		193		1265
Industrial (low est.)	1600		1,793	2,865
Industrial (high est.)	2122		2,315	3,387

**Table 11: Relative Proportions of Total Plan Year Land Inventory**

	Res L/Ind H	Res L/Ind L	Res H/Ind H	Res H/Ind L
Residential	8.34%	10.80%	37.40%	44.20%
Industrial	91.70%	89.20%	62.70%	55.90%

**BALANCING INVENTORIES**

To evaluate the wisdom of shifting lands from one general use to another, we must establish a viable ratio between them. The projected inventories of Industrial and Residential land can be analyzed by finding a ratio of jobs to households, and then relating the number of dwellings supported by the Residential inventory with the jobs supported by the Industrial Inventory. According to the U. S. Census Bureau's 2000 Census, the median earnings of employed individuals in the Eugene-Springfield Metropolitan Area are approximately \$30,000. From the same source, the average household income is approximately \$45,000. This gives us a rule of thumb ratio of 1.5 jobs per household. The Metro Plan target density is 6 dwelling units per gross acre. Therefore, the corresponding numbers of jobs needed to support the high and low estimates of plan year Residential inventory are 11,385 and 1737.

The Department of Land Conservation and Development, in their publication "Industrial and Other Employment Lands Analysis Guidebook" recommends using ratios from 6.4 to 9.6 when estimating jobs per gross acre of Industrial land. Using the Industrial land inventory high and low estimates, the table below compares the resulting numbers of jobs with the Residential inventory.

**Table 12: Jobs Supported by Projected Plan Year Land Inventories**

	Acres	du/ac	job/du	job/acre	jobs
Residential (low est.)	193	6	1.5		1737
Industrial (low est.)	1600			6.4 to 9.6	10,240 to 15,360
Residential (high est.)	1265	6	1.5		11385
Industrial (high est.)	2122			6.4 to 9.6	13,380 to 20,371

*In the slowest growth projection, the inventories are not in equilibrium. If consumption of land supplies is on the high side, and inventories are low, there is a gross disparity. We should also remember that when inventories get extremely low, such as less than 200 acres of buildable land in a metropolitan area of this size, the supply curve shifts up as people begin to hoard and price gouge in anticipation of greater shortages. Clearly, for the health of the Metro economy, these inventories should be adjusted. New employers will not locate in the area if there is no housing for themselves or their employees. Shifting land from Industrial designations to Residential designations is justified.*

Conclusion:

*Adopted and acknowledged inventories indicate that well before the year 2015, Springfield's inventory of Commercial land will be severely, if not completely, depleted. Metro Plan Policy #B.6 directs the City to correlate the effective supply of economic lands in terms of suitability and availability with the projections of demand. While the inventory of CI land may be small, OAR - Division 9 (Economy) does not prohibit converting industrial land to another category of employment land, or to another Goal inventory, as long as a local government maintains an adequate supply. OAR 660-009-0025(2) states, "The total acreage of land designated in each site category shall at least equal the projected land needs for each category during the 20-year planning period." [Emphasis added.] In this situation, the need for Commercial Land will not be met by the end of the planning period, and the inventory of Residential land lags far behind Industrial, yet the acknowledged inventories indicate a Campus Industrial inventory surplus. An adjustment is warranted to maintain equilibrium and support other Metro Plan policies encouraging increased residential densities and supporting Nodal Development areas.*

*There is a synergistic relationship between the three general categories of land use that requires balance between them in order to sustain economic diversity. The proposed redesignation of Campus Industrial land to Commercial, Commercial Mixed-Use, and Medium Density Residential development will support the diversification and improvement of the economy. It is consistent with the priorities established by adopted and acknowledged policies. Therefore, the amendment is consistent with statewide planning Goal 9."*

3) Staff Response

Staff concurs with the applicant's submittal. However, the DLCD memo dated March 12, 2007 stated that both quantitative and qualitative data should be considered in the Goal 9 response.

Quantitative Data.

**Note:** The Lane County Industrial-Commercial Buildable Lands Study (CIBL). The applicant referenced CIBL in the February 28, 2007 version of the response to Goal 9. This revised response dated March 17, 2007 no longer references CIBL. However, the DLCD memo dated March 12, 2007 (see Attachment 6) raised a concern about using data that was not adopted by the local jurisdictions and/or fully reviewed by DLCD. Staff agreed and is adding the following CIBL background that was included in staff's presentation to the City Council in November 2006:

***"State law requires each city's comprehensive plan to include an inventory of industrial and other employment land suitable, available and necessary for economic development opportunities for a 20 year period. The Metro Plan satisfied this inventory at acknowledgment in 1982 and the cited studies were adopted as specified above, but the lack of a contemporary database of conditions and status led the Metro area elected officials and Lane Metro Partnership to co-sponsor an evaluation of the metro area supply. The report included a newly developed database of current conditions and offered an array of data sets that are useful for government and the private sector in considering appropriate development sites for a particular use. That being said, it is important to note that ECONorthwest's report is not the complete inventory required by law, nor is it a policy document. The requirements for commercial and industrial buildable lands inventories include the supply, a demand analysis (not included in this report) and provisions to match projected demand with an adequate supply. While this report made no assertions or assumptions that the supply included in this database is adequate, the report did identify additional work necessary to get to***

**that point and includes a list of policy options for additional consideration, including an endorsement of the complete buildable lands inventory as specified in Oregon Administrative Rules."**

In November 2006, staff stated that while there may be additional options or variations on these options, staff agreed with the suggestion by ECONorthwest that creating a complete inventory is the most logical next step to take. The current status of the CIBL report is that staff has prepared an "Issue Paper" for the City Council's consideration. As of the date of this report, the Issue Paper has been funded. Any acreage reference by the applicant to the CIBL study should be not considered as part of these applications.

The primary data sources used by the applicant are the Springfield Commercial Lands Study, February 2000 and the Metropolitan Industrial Lands Special Study: Metropolitan Industrial Lands Inventory Report, July 1993 and the Metropolitan Industrial Lands Policy Report, July 1993. These are the same reports used during the review process for Home Depot in 2001. The applicant has provided additional information pertaining to the Natural Resource Study, adopted by the City in 2005 and a discussion on the conversion of CI lands to residential. In addition to these discussions, staff raises the following issues:

a) The up-to-date land inventory in the Gateway CI District.

Since the amendment of Article 21, Campus Industrial District, staff has been keeping track of the available vacant Campus Industrial land in the Gateway CI District. The Gateway CI District has about 275 total acres and as of March 13, there are still 116 acres that are vacant.

b) Current Market Forces.

Explanation language under State-wide Planning Goal 9 states: **"Comprehensive plans and policies shall contribute to a stable and healthy economy in all regions of the state. Such plans shall be based on inventories of areas suitable for increased economic growth and activity after taking into consideration the health of the current economic base; materials and energy availability and cost; labor market factors; educational and technical training programs; availability of key public facilities; necessary support facilities; current market forces; location relative to markets; availability of renewable and non-renewable resources; availability of land; and pollution control requirements."**

The "current market forces" do not include light industrial development in the CI District is a trend since the late '90's. This trend is placing pressure on the Gateway CI District and is the reason why staff amended SDC Article 21 to create the 60/40 split (see the discussed under "qualitative" below).

c) The Jasper-Natron Area.

The applicant cites the draft Jasper Natron Specific Development Plan which proposes to add about 20 acres of Commercial and 118 acres of CI land to Springfield's long-term supply by the year 2015. While this plan has not been adopted, the Lane County Commissioners recently voted to keep the Eugene-Springfield Highway extension project alive and the City will begin the adoption process for this plan within the year.

Qualitative Data.

a) Background Discussion on Special Light/Campus Industrial Designations/Zoning.

The original intent of the "Special Light Industrial" (SLI) land use designation and zoning was to allow "high tech" industrial users that paid "family wages" and had a minimum "employee-per-acre" base. The history of this land use designation goes back at least 35 years to the metro area's first "general plan", "The 1990 Plan", adopted in 1972. That Plan stated: **"Local planning policies should be developed which will create an appropriate environment for industrial and research parks"** (Ref. P. 32).

In 1982, when DLCD acknowledged the Metro Plan, both the Metro Plan designation and the zoning district were called SLI. The Metro Plan SLI designation stated: ***"This is a specialized concept developed to deal with relatively large (projected employment of at least 500 per firm) light industrial firms, such as manufacturers of semi-conductors, medical and dental supplies, photographic equipment, computers and other electronic equipment, and large-scale research and development complexes. The activities involved are generally characterized by highly skilled and technical labor and are located indoors. Often, precision is of such importance that air pollutants, noise and vibration associated with heavy industry are not compatible. These industries are often located in campus-type industrial parks and are generally involved in the manufacture or assembly of final products of small unit size or research-type development in an office-based atmosphere... There are generally no effluents or other emissions to create problems.... Heavy transport is not important.... Supporting office-based commercial development shall be considered an appropriate use when planned to complement the primary intent of special light industrial development."***

In 1994, the Metro Plan SLI designation was changed to today's Campus Industrial (CI). The current Metro Plan CI designation states: ***"The primary objective of this designation is to provide opportunities for diversification of the local economy through siting of light industrial firms in a campus-like setting. The activities of such firms are enclosed within attractive exteriors and have minimal environmental impacts, such as noise, pollution and vibration, on other users and surrounding areas. Large-scale light industrial uses, including regional distribution centers and research and development complexes, are the primary focus of this designation. Provision is also made for small- and medium-scale industrial uses within the context of industrial business parks which will maintain the campus-like setting with minimal environmental impacts. Complementary uses such as corporate office headquarters and supporting commercial establishments serving primary uses may also be sited on a limited basis. Conceptual development planning, industrial park standards and site review processes shall be applied to ensure adequate circulation, compatibility of uses and availability of large sites for light industrial firms...."*** (Ref. P. II-G-6). The primary difference between the SLI and CI land use designations is there no longer is a reference to a specific employment threshold or specific types of light industrial uses.

The Springfield Development Code was adopted in May 1986 and included Article 21, Special Light Industrial District. In 1994, this Article was amended and renamed the CI District, consistent with the Metro Plan designation change cited above. The CI District is primarily an industrial zone that allows the siting of light industrial manufacturing and to a lesser extent, office/commercial uses. In 2004, the City Council approved a number of amendments to Article 21, the Campus Industrial District. One of these amendments placed a 40 percent limitation on the siting of permitted office/commercial (business park) uses to keep the "industrial" integrity of the district against the demand for business park uses because this zoning district is primarily an industrial district. The limitation was established because in the Gateway CI District, there has been a great demand to site office/commercial uses. Currently, the 30 percent threshold has been reached in the Gateway CI District and staff has recently discussed this issue with the Planning Commission. For the record, the applicant's Table 7 shows the current development trends in the Gateway CI: business parks with no light industrial development since Shorewood Packaging, Inc. in 1997. Shorewood Packaging is the only industrial use shown on the applicant's Table 7.

The current SDC Article 21 CI District purpose statement conforms with the current Metro Plan designation statement: ***"The CI District is intended to fully implement the Metro Plan Campus Industrial Designation and any applicable refinement plans. The CI District provides opportunities for diversification of the local economy by offering prime sites in a campus environment for large-scale light manufacturing firms emphasizing modern technology and employing skilled workers in family wage jobs. The term "campus" includes innovative building design, enhanced landscapes, large open spaces and substantial pedestrian amenities. Small- and medium scale light manufacturing may and supporting commercial/ office uses shall be located within a business park, provided that combined business parks do not exceed 40 percent of the gross acreage of a CI District. Business parks may include several buildings with multiple stories and a mix of uses."***

***Supporting retail uses such as banks, restaurants and day care facilities shall primarily serve the employees in the CI District, not the general public. All uses in the CI District shall meet siting and operational performance standards to minimize impacts within the CI District and surrounding areas. Permitted uses, including the storage of materials and vehicles necessary for the operation of the use, shall occur entirely within enclosed buildings.***

Today, there are two CI land use designations and zoning districts in Springfield: Gateway, in northwest Springfield; and the subject site west of 31<sup>st</sup> Street and north of Marcola Road. The Gateway CI site is regulated by the Gateway Refinement Plan, adopted by the City Council in 1992. A portion of the Gateway CI area has been developed with both light industrial manufacturing uses and business parks. The Gateway CI District has approximately 275 total acres, of which approximately 116 are vacant. The 56 acre "Pierce" CI site is not within an adopted refinement plan area and has not been developed to date.

b) Suitability of the Subject Site for CI Development.

Under "Suitability", the applicant cited staff's concerns about the subject site's appropriateness for CI development. Staff would like to expand on this point. In a memo dated October 14, 1981 the Metropolitan Planning Team discussed the proposed amendments to the adopted August 1980 Metropolitan Plan diagram. Item 28 stated: ***"Reconsider land use designations on the 'Pierce Property'. The Industrial Study Task Force Final Report, L-COG, April 1981, recommended about 50 acres of this property be designated 'special light industrial' (SLI). The Task Force concluded the North Gateway SLI site could not have sanitary sewers extended in the near future. The 'Pierce Property' has city services and would provide Springfield with an immediately available site. This SLI Site provides opportunities for combining industrial, commercial and medium density residential uses in a balanced scheme." The memo went on to state: "Problems associated with the site include air pollutants from surrounding heavy industrial uses and overhead electrical lines and nearby rail lines which cause problems for certain types of high technological industries. Several 'high tech' firms have considered the 'Pierce Property' for a potential location, and all have found it unsuitable because of these problems. Another problem with the site is opposition to industrial use from neighborhood residents."*** However, in the end, approximately 60 acres of land was designated and zoned SLI/CI). There have been a number of land use applications attempting to receive development approval on the subject site over the years, but not one has been for Special Light Industrial (the previous name of the CI designation/zone) or CI development.

c) Implementation of Potential Nodal Development Area 7C.

This issue, which will allow for a mix of residential and commercial development is discussed in more detail in the Goal 12 response under this criterion and in the response to criterion 7.030(3)(b).

**4) Staff Conclusion:**

Under Quantitative Data:

This staff report demonstrates that there is a shortage of suitable commercial sites within the Springfield UGB to meet the long-term demand for commercial land, as indicated by the SCLS.

This shortfall can result in greater competition, and can impede the potential for healthy economic development, as businesses and retail are forced to locate outside Springfield due to a lack of suitable sites. The deficit of commercial lands does not conform to State-wide Planning Goal 9 which requires jurisdictions to maintain an adequate supply of commercially zoned lands to meet projected demand for commercial land through the planning period. The SCLS also notes that size and location further limit the supply of buildable land. Goal 9 requires not only enough net buildable acres but also sites of varied ***"sizes, types, locations and service levels."*** In order to foster economic growth and commercial development it is essential that the City maintain a diverse supply of buildable commercial land in various

sizes and locations. The CAC found in the SCLS that there is a need for a supply of both larger and smaller sites to provide choice, diversity and economy in the marketplace. Given the current shortage of larger sites, rezoning or annexation may be necessary for this to occur. The proposal would improve the supply of vacant commercial land through rezoning consistent with the CAC's recommendation.

This staff report demonstrates that there is still a surplus of industrial lands, including CI lands in the Gateway area.

Staff agrees with the applicant's contention that there is a demonstrated shortage of developable commercial land and a surplus of industrial land and that these applications are consistent with applicable Metro Plan policies and current commercial and industrial land inventories.

Given these facts and the requirement that the City maintain an adequate supply of commercial land as well as industrial land; the situational changes cited in a)-c), above; and if the two questions raised at the beginning of this staff report can be answered in the affirmative – will the City be better served by the proposed development and will the City be assured that the quality development as proposed will be constructed over time, then both the Planning Commission and the City Council should consider that the applicant has complied with Goal 9.

This staff report demonstrates there will be a shortage of Medium Density Residential lands near the end of the life of the Eugene-Springfield Residential Lands Study.

Under Quantitative Data:

There are changed conditions pertaining to the history and current land utilization in the CI District, especially in the Gateway area.

The original concerns by the Metro Plan team about the suitability of the "Pierce" property for SLI/CI development, which apparently has had some impact on why such development has not occurred over time on a "shovel ready" industrial site.

The fact that the subject site is still under single ownership and upon approval of these applications, a Master Plan will be required to guide development on the subject property over time. This mix of commercial and residential development will also implement Proposed Nodal Development Area 7C.

Finally, the CI District contains design standards that are intended to achieve a "campus-like" environment. The applicant proposes to remove the CI designation and zoning, replacing it with the following zoning districts: Community Commercial, Mixed Use Commercial and Medium Density Residential. The Mixed Use Commercial and the Medium Density Residential zoning districts have design standards. The Community Commercial District does not. The proposed home improvement center will be sited in the Staff is concerned about the aesthetic appearance of the proposed home improvement center. Staff has seen photos of an existing home improvement center in Scottsdale, Arizona. The front of the building is broken up so that one gets away from the image of one continuous, long, tilt-up wall. Staff wants the same or similar design for Springfield. A condition of approval is added to assure that this issue shall be addressed at the Master Plan review/approval process.

**5) Staff Finding:**

As conditioned, these applications comply with Goal 9 primarily because given the lack of an up-to-date commercial/industrial lands study, there is a demonstrated shortage of developable commercial land and a surplus of industrial land and that these applications are consistent with applicable Metro Plan policies and there is a demonstrated lack of demand for the types of industrial uses once envisioned for the Campus Industrial District.

**Condition of Approval #7**

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

**GOAL 10: HOUSING**

***“To provide for the housing needs of citizens of the state.”***

**Applicant’s Submittal:**

*“Goal 10 requires buildable lands for residential use to be inventoried and requires plans to encourage the availability of adequate numbers of needed housing units at price ranges and rent levels commensurate with the financial capabilities of Oregon households. Oregon Administrative Rule 660 Division 8 defines standards for compliance with Goal 10. OAR 660-008-0010 requires that:*

***‘Sufficient buildable land shall be designated on the comprehensive plan map to satisfy housing needs by type and density range as determined in the housing needs projection. The local buildable lands inventory must document the amount of buildable land in each residential plan designation.’***

*Approval of the applicant’s proposed PAPA changing approximately 19 acres from Campus Industrial to Medium Density Residential on the Metro Plan diagram and zoning map, requires compliance with statewide planning Goal 10, Housing (OAR 660, Division 8). (The total acreage of Medium Density Residential land is proposed to increase from 35.7 to 54.7 acres). The Post Acknowledgement Plan Amendment (PAPA) is consistent with the parts of the Metro Plan which address the requirements of Goal 10.*

*The Eugene-Springfield Residential Lands Study (RLS) was completed in 1999 as a technical document informing policy changes to the Metro Plan as part of the area’s periodic review requirements. The RLS was acknowledged by the state Land Conservation and Development Commission as being consistent with Goal 10. The purpose of the RLS was to compare residential land needs with available land supply. The analysis does not require buildout of particular densities or numbers of units on specific sites or within the metro area as a whole.*

*The RLS contains a detailed site inventory in the Technical Analysis, which is summarized below (Table 13) as it pertains to the subject site.*

**Table 13: Residential Land Study Site Inventory: Marcola Meadows Property**

<b>Site (Subarea 18)</b>	<b>Total Acres</b>	<b>Unbuildable Acres</b>	<b>Constrained</b>	<b>Buildable Acres</b>
2	37.1	0.4	0.0	36.7

*Source: Residential Lands and Housing Study Draft Inventory Document, 1999 page 64.*

*Of the subject site’s total buildable residential gross acreage that was included in the inventory, all 37.1 acres is designated for Medium Density Residential development. The RLS assumes that 32% of residential lands will be developed with non-residential uses, including public and civic uses, roads, etc. Subtracting this 32% leaves 25.2 net acres that one can reasonably assume was considered available for development in the RLS.*

**Density Assumptions**

*The RLS does not specify an assumed average density in the MDR designation. Rather, it outlines the range of allowable densities (14.28 to 28.56 units per net acre) which coincide with the gross density range described in the Metro Plan (10 through 20 units per gross acre). It also describes the assumed*

distribution of housing types within each residential designation (page 21) and the assumed density by housing type (page 22).

The RLS also contains data summarizing actual built densities in the metro area. However, only limited data was available, and built densities were assumed based upon data from years 1986, 1992, and 1994. Using these three years, the data show built densities between 21 and 23 units per net acre for multi-family development (RLS Technical Analysis, p.21). No longer-term trend analysis is available.

These figures reflect built density for multi-family projects only, not all development built in the MDR designation. Since single family houses and duplexes are allowed in MDR, the average density across the designation is likely significantly lower. While average density figures have not been calculated for MDR areas due to the difficulty of obtaining the data, single family development occurred at roughly 4 units per acre and duplex development at 10 units per acre during the same years (RLS Technical Analysis, Page 21).

**Surplus of Residential Land**

There is documented a net surplus of residential land to serve metro housing needs through 2015, for all residential land categories combined, and medium density residential land in particular. The comparison of residential land supply and demand is shown in Table 14 below:

**Table 14: Comparison of Residential Land Supply and Demand, In Acres**

	Medium Density Residential	All Residential
Supply	828	5,802
Demand	589	4,564
Surplus	239	1,238

Source: RLS Technical Analysis, 1999, page 52.

The supply figures also do not include mixed use and commercial designations that can accommodate residential development. In addition to calculating supply and demand in acres, the RLS considered the supply and demand for housing units. This comparison also shows a net surplus across all residentially designated land, and within the MDR designation in particular, as shown in Table 15 below:

**Table 15: Comparison of Residential Land Supply and Demand, In Units**

	Medium Density Residential	All Residential
Supply	13,078	48,519
Demand	9,432	40,406
Surplus	3,646	7,913

Source: RLS Technical Analysis, 1999, page 53.

If the assumed surplus of medium density units (3,646) is divided by the assumed number of surplus medium density acres (239), the derived density for MDR land is 15.25 units per net acre. This is not, however, an adopted density assumption.

The RLS does not specify how to determine expected density or number of units on a particular site. One source of expectation is the McKenzie Gateway MDR site Conceptual Development Plan, which accommodates a total of 1,195 units across 185 acres, at an average density of 11 units per acre, in its preferred alternative (Scenario E). Alternatively, one can estimate the amount of expected development on the site by extrapolating assumptions contained within the Residential Lands Study itself. In fact, the applicant's proposal retains a surplus in the residential housing inventory, while increasing the intensity of residential development. This strategy supports nodal development and fulfills the requirements of Goal 10 by accommodating a quantity of units that can be reasonably defended given the adopted findings, analysis, and policies contained in the RLS.

Densities will in fact be increased over what would otherwise likely be built. The Residential Lands Study concluded that through the planning horizon (2015), the area would have a surplus of land in all types of



residential land use categories. The study was adopted and incorporated into the Metro Plan in 1999, and was acknowledged by LCDC as meeting the area's Goal 10 requirements. Specifically, the RLS concluded that there was a surplus of 239 acres and 3,646 units in the MDR category (Metro Plan, pages III-A-3 and II-A-4).

In addition, the applicant's proposal is supported by applicable Metro Plan housing policies, including those in the residential land supply and demand, residential density, and design and mixed use areas, as outlined in the **Metro Plan Specific Elements** section.

OAR - Division 8 does not prohibit creating additional residential land after a local government has established an adequate supply. Therefore, for the purposes of Division 8, it is not necessary to establish a maximum acreage or to justify the designation of residential land in excess of projected land needs. The Residential Lands and Housing Study estimates of the long term projected land needs, and the determination that there is an adequate inventory, served to demonstrate that the minimum needs had been met. They did not establish a maximum and did not freeze the residential land supply.

If the proposed PAPA sought an exception from a State-wide planning goal, there would be a greater burden of justification for the expansion of residential lands. The exacting standards for taking a Goal 2, Part II exception would apply; the evidence would have to establish that "Areas which do not require a new exception cannot reasonably accommodate the use." However, pursuant to OAR 660-004-0010(2), such an exception is not required in this case. Determining the extent of the Goal 10 land supply is merely a matter of policy for the local jurisdiction.

In summary, our analysis finds that the applicant's plan amendment proposal meets the requirements of State-wide planning Goal 10, supports applicable adopted policies, and furthers the objectives of nodal development."

**Staff's Response:**

Staff concurs with the applicant's submittal. The Metro Plan diagram amendment application proposes to change the subject site from Campus Industrial to Medium Density/Nodal Development Area and amend the Springfield Zoning Map from Campus Industrial to Medium Density Residential. Goal 10 requires that local jurisdiction adopt a housing study that contains an inventory of buildable lands; and that the **"...housing elements of a comprehensive plan should, at a minimum, include: (1) a comparison of the distribution of the existing population by income with the distribution of available housing units by cost; (2) a determination of vacancy rates, both overall and at varying rent ranges and cost levels; (3) a determination of expected housing demand at varying rent ranges and cost levels; (4) allowance for a variety of densities and types of residences in each community; and (5) an inventory of sound housing in urban areas including units capable of being rehabilitated."** The Eugene-Springfield Metropolitan Residential Lands and Housing Study, Policy Recommendations Report (1999) contains this information and the Metro Plan was amended accordingly. Staff concurs with the applicant's submittal, above.

Staff will address the following issues:

Adequate Supply of Buildable Land. **"Provide an adequate supply of buildable residential land within the UGB for the 20-year planning period at the time of Periodic Review."** Ref. "Key Policies", Page 3 of the Report. The twenty-year period ends in 2015. The applicant shows a surplus of MDR land in the inventory that covers the life of the study. This is further supported by Finding 4. **"There is sufficient buildable residential land within the UGB to meet the future housing needs of the projected population. In fact, the 1992 residential buildable land supply exceeds the 1992-2015 residential demand in all residential categories. Assuming land is consumed evenly over the period, by 1999, there will be at least a 20-year supply of residential land remaining inside the UGB."** Ref. "Residential Land Supply and Demand", Page 13 of the Report. The applicant also states that **"OAR - Division 8 does not prohibit creating additional residential land after a local government has established an adequate supply."** The applicant proposes to change approximately 18 acres from

Campus Industrial to Medium Density Residential. The discussion justifying the reduction of CI land is contained in the response to Goal 9.

**Note:** The City has recently initiated a Residential Lands Study. However, until that study has been adopted by the City, the current study showing a surplus of MDR residential buildable land is still in effect.

Develop Land within the UGB First. ***“...Promote higher residential density inside the UGB that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserve rural resource lands outside the UGB....”*** Ref. “Key Policies”, Page 3 of the Report. Currently, the existing 37 plus acres of MDR zoned and designated land is one of the largest multiple-family sites in the City. The property is centrally located and can be served by existing public facilities.

Utilizing Landscaping and Architectural Design Standards. ***“...Reduce impacts of higher density residential and mixed use development on surrounding uses by considering site, landscape and architectural design standards or guidelines in local zoning and development regulations....”*** Ref. “Key Policies”, Page 4 of the Report. A major component of the proposed development is the “water feature” incorporating the existing drainage ditch which is intended to be relocated. This will form a “natural” boundary between the proposed MDR and commercial development, the majority of which will be mixed use. The proposed residential development will consist of single family cluster subdivision, town houses and apartments as well as elderly housing. The SDC contains specific design standards for these uses. The SDC also contains specific design standards for MUC. Finally due to the loss of CI land, land proposed to be zoned CC will be conditioned to meet CI and/or MUE design standards as part of this application.

#### Density

The applicant states: *“...This strategy supports nodal development and fulfills the requirements of Goal 10 by accommodating a quantity of units that can be reasonably defended given the adopted findings, analysis, and policies contained in the RLS....”* The residential density issue is addressed in more detail under the response to Goal 12. However, the applicant is proposing to apply the Nodal Development Area Metro Plan diagram designation to properties zoned MDR and MUC in order to implement “Proposed” Nodal Development Area 7C. Transportation policies require a minimum residential density of 12 dwelling units per net acre (the number of dwelling units per acre of land in residential use, excluding dedicated streets, parks, sidewalks, and public facilities). SDC Section 16.010(2) states the required MDR density is 10-20 dwelling units per net acre. Implementing the node will guarantee that the minimum residential density for Marcola Meadows will be at least 12 dwelling units per acre. It should be stated that the MUC zoning district allows residential development to occur, however, to date, the applicant has not stated if residential development will occur in the MUC. If the applicant chooses this option in the future, the same 12 dwelling unit per acre standard must be met. For the record, housing is not allocated to mixed use designated land due to State Administrative Rules.

Finally, the City has residential building permit information that demonstrates that multi-family developments are currently occurring at 11.67 dwelling units per acre which is close to the 12 dwelling unit per acre requirement for implementation of Nodal Development Area designations.

### Housing Density and Housing Mix

Springfield Housing Types and Density Based on Building Permit Data-- July 1999-October 2006												
Housing Type	1999	2000	2001	2002	2003	2004	2005	2006	Total Dwelling Units	Housing Type by %	Total Acres	Dwelling Units Per Acre
Conventional Single Family	30	209	121	252	230	155	144	116	1257	52.4%	227.6	
Manufactured Home	9	38	46	45	31	26	31	27	253	10.5%	56.2	
<b>Total Single Family</b>									<b>1510</b>	<b>62.9%</b>	<b>283.8</b>	<b>5.32</b>
Duplex*	22	30	16	14	18	38	38	17	193	8.0%	30.9	6.25
Tri-Plex	0	3	6	0	6	6	6	3	30	1.2%	1.2	25
Four-Plex	0	4	0	4	84	12	140	56	300	12.5%	31.9	9.41
Apartment 5+	0	40	6	200	0	122	0	0	368	15.3%	16.3	15.12
<b>Total Multi-Family Units Excluding Duplexes</b>									<b>698</b>	<b>29.1%</b>	<b>49.3</b>	<b>11.67</b>
<b>Total Units</b>	<b>61</b>	<b>324</b>	<b>195</b>	<b>515</b>	<b>369</b>	<b>359</b>	<b>359</b>	<b>219</b>	<b>2401</b>	<b>100.0%</b>	<b>364.1</b>	<b>6.60</b>

\*Duplexes may be built in both various residential zoning districts. About 57% of all duplexes are found in LDR zoning districts. Some 36% are found in MDR zones and 5% in Public Land and Open Space districts (Lane County Housing Authority).

See also the applicant's response to Goal 9 under Comprehensive Plan Residential Policies.

**Staff Finding:**

These applications comply with Goal 10 because they address the "Eugene-Springfield Metropolitan Residential Lands and Housing Study, Policy Recommendations Report (1999)" which was adopted by DLCD and incorporated into the Housing Element of the Metro Plan by all three local jurisdictions in 1999. These applications will specifically add to the supply of buildable MDR inventory and by implementing the Nodal Development Area Metro Plan designation in TransPlan Potential Nodal Area 7C and requiring Master Plan approval prior to development will guarantee that residential development will occur at 12 dwelling units per net acre.

**Condition of Approval #8**

Submission of a Master Plan application that demonstrates that residential development will occur at 12 dwelling units per net acre.

**GOAL 11: PUBLIC FACILITIES AND SERVICES OAR 660-015-0000(11)**

***"To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development."***

**Applicant's Submittal:**

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

**OAR 660-011-0005(7)(a)-(g) Definition of Public Facilities:**

- (a) Water
- (b) Sanitary Sewer
- (c) Storm sewer
- (d) Transportation

Pursuant of State-wide planning goal 11, the City of Springfield has adopted or endorsed the following documents:

- Eugene-Springfield Metropolitan Area General Plan, revised 2004
- City of Springfield Zoning Map, May 2006
- Eugene-Springfield Metropolitan Area Public Facilities and Services Plan, 2001
- City of Springfield Stormwater Management Plan, Review Draft January, 2004
- City of Springfield Stormwater Management Plan, Major Basins/Sub Basins Map, Review Draft, January, 2004
- City of Springfield Conceptual Road Network Map, Updated July, 2005
- City of Springfield Drinking Water Protection Plan, adopted May, 1999

**Response:**

The Eugene-Springfield Metropolitan Area General Plan Diagram and the City of Springfield Zoning Map shows that the subject site is inside of the City of Springfield Urban Growth Boundary. State-wide Planning Goal 11 ensures that public facilities and services are provided in a timely, orderly, and efficient manner. This application proposes to amend the Eugene-Springfield Metropolitan Area General Plan Diagram and will not affect provision and arrangement of public facilities and services. The following findings demonstrate that the existing public facilities and services have the capacity to serve future development on the subject site and will be provided in a timely, orderly, and efficient manner. Subsequent planning actions limited to the subject site (i.e. Master Plan and Site Plan applications) in due time will address the arrangement of public facilities and services on the subject site. See Exhibits 8 and 9 for more information.

**Potable Water Service**

The subject site will be served by connecting to existing Springfield Utility Board (SUB) water lines adjacent to the site. There are six potential water lines adjacent to the subject site to have the capacity to serve future development. There are two 12" PVC water lines along 28<sup>th</sup> street have the capacity to serve development in the southwest portion of the subject site. There is an 18" water line in the Right-of-Way of 31<sup>st</sup> street that has the capacity to serve future development. Currently, there are two 10" water lines that can serve future development on the west portion of the subject site. One of these water lines is located approximately 100' north of the center line of Bonnie Lane and the other is approximately 120' south of the center line of Bonnie Lane. Additionally, there is a 16" water line on the south side of Marcola Road approximately 1075 ft. west of the intersection of Marcola Road and 28<sup>th</sup> street that has the ability to serve development in the southern portion of the subject site. The water lines in Marcola Road and 31<sup>st</sup> Street contain sufficient capacity to serve the site. Therefore, this key urban service will be provided in an orderly and efficient manner.

#### **Sanitary Sewer**

The City of Springfield provides sanitary sewer service for lands within the City of Springfield city limits. The subject site is within the City of Springfield city limits and can be served by connecting to existing sanitary sewer lines adjacent to the property. The subject site is located in the North Springfield waste water basin and currently has adequate capacity. A 42" concrete main line for the City of Springfield traverses the lower third of the subject site that flows east to west and collects all sanitary sewer water for the subject site with some fill required in the north. The northeast corner of the project will be served by an existing sewer in 31<sup>st</sup> Street. Currently, this main line has the capacity to facilitate the proposed development's sanitary sewer needs.

There are three sewer lines that connect to the main trunk line on the subject site; an 8" PVC line connects to the main trunk line from the south, approximately 250' west of the intersection of 28<sup>th</sup> street and Pierce Parkway; an 8" PVC line running north and south along 31<sup>st</sup> street connects to the main trunk line from the north in the public Right-of-Way for 31<sup>st</sup> street; an 10" concrete line running north and south connects to the main trunk line from the north, approximately 240' west of the northwest boundary of the subject site. Therefore, this key urban service will be provided in an orderly and efficient manner.

#### **Transportation**

The project area is currently served by Marcola Road, 28<sup>th</sup>, and 31<sup>st</sup> streets. Marcola Road, the southern border of the subject site, is fully improved and is designated as a Minor Arterial. 28<sup>th</sup> and 31<sup>st</sup> streets border the eastern boundary of the subject site. The City of Springfield's Conceptual Road Network Map identifies 28<sup>th</sup> and 31<sup>st</sup> streets as the "31<sup>st</sup> Street Connector". The 28<sup>th</sup> street portion of the 31<sup>st</sup> Street Connector is fully improved and classified as a Collector street. Thirty-First Street is not fully improved and also is classified as a Collector street. Currently, 31<sup>st</sup> street is a two-lane asphalt paved road that does not have gutters, curbs, or sidewalks, although there is a City of Springfield 10' utility and sidewalk easement on the west side of 31<sup>st</sup> street to facilitate road improvements in the future.

In this section of this statement addressing State-wide Planning Goal 12 – "Transportation" there are additional findings regarding public facilities and services, and those discussions are hereby referenced and incorporated.

#### **Storm Water Control**

The subject site is located in #18 Sub-Basin of the West Springfield/"Q" Street Major Basin. Storm water facilities will be designed as a component of subsequent land use approvals to meet City of Springfield storm water policies and regulations. Preliminary storm water plans will keep the development's storm water runoff rates equal to pre-development peak storm water runoff rates. This will be achieved through multiple on-site detention ponds, bio-swales, and open-channels. See Exhibits 8 and 9 for more information.

#### **Conclusion:**

The subject site is inside of the Eugene-Springfield Metropolitan Urban Growth Boundary and City of Springfield city limits. This enables public facilities and services to be extended to the site in a timely, orderly, and efficient manner. The subject site has existing public facilities and services adjacent to the site which also have the capacity to serve future development. Therefore, this amendment is in compliance with Goal 11."

#### **Staff's Response:**

Staff concurs with the applicant's submittal. Goal 11 calls for efficient planning of public services such as sewers, water, law enforcement, and fire protection.

The Eugene-Springfield Metropolitan Public Services and Facilities Plan (PFSP), as revised in December 2001, is a refinement plan of the Metro Plan that guides the provision of public infrastructure, including water, sewer, storm water management, and electricity. The PFSP specifically evaluated the impact of nodal development and increased development densities on the potential node sites being considered in the Springfield area.

The PFSP is supportive of mixed-use and nodal development. Findings in the PFSP conclude that most potential nodal development sites can be provided with key urban service using existing infrastructure capacity (Finding #10, PFSP, page 11). Based on this conclusion, Policy #G7 in the PFSP states, ***“Service providers shall coordinate the provision of facilities and services to areas targeted by the cities for higher densities, infill, mixed uses, and nodal development”*** (PFSP, pg. 12). These applications do not preclude the coordination of services in nodal areas.

All urban services needed for existing uses and new development are available to the subject site and other vacant properties in this area, including fire and police protection, parks, sanitary and storm sewer, public transportation, schools, street systems and utilities. The property is served by Springfield Utility Board for water and electricity; by Willamalane Park and Recreation District; by School District 19; and by the City of Springfield for maintenance of sewers, streets, alleys, library and development and permit services.

**Staff Finding:**

These applications comply with Goal 11 because there are urban level public services available to the subject site.

**GOAL 12: TRANSPORTATION**

***“To provide and encourage a safe, convenient and economic transportation system.”***

**Applicant’s Submittal:**

*“Goal 12 is implemented through Division 12, OAR 660-012-0000 et. seq. The goal and division are implemented at the local level by the Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan) acknowledged for compliance with Goal 12 in 2001.*

*Plan amendments and land use regulation amendments are regulated under OAR 660-012-0060, the ‘Transportation Planning Rule.’ If an amendment significantly affects a transportation facility, a local government must provide a form of mitigation. OAR 660-012-0060(1) states:*

***‘A plan or land use regulation amendment significantly affects a transportation facility if it would:***

***(a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);***

***(b) Change standards implementing a functional classification system; or***

***(c) As measured at the end of the planning period identified in the adopted transportation system plan:***

***(A) Allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;***

***(B) Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP or comprehensive plan; or***

***(C) Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.’***

**OAR 660-012-0060(1):**

With regard to OAR 660-012-0060(1)(a) and (b), the proposed Post Acknowledgement Plan Amendment (PAPA) would not change the functional classification of any transportation facility, nor would it change the standards for implementing a functional classification system.

With regard to OAR 660-012-0060(1)(c)(A), the PAPA would not allow types or levels of uses which would result in levels of travel or access which are inconsistent with the functional classification of a transportation facility. The policies of the City of Springfield Development Code and the TransPlan establish the requested plan designation as appropriate to the classification of the streets serving the site. Specific requirements for access to those streets will be determined through the Master Plan and Site Plan reviews and approved only upon demonstration of compliance with the provisions of the acknowledged comprehensive plan and implementing regulations.

With regard to OAR 660-012-0060(1)(c)(B) and (C), a Traffic Impact Analysis (TIA) evaluating the performance of existing and planned facilities as a result of the development proposed by this application has been performed. That TIA ... is submitted concurrently with this written statement and the findings of that analysis are hereby incorporated by reference.

TIA Scoping:

When determining the effect of a proposed PAPA, the TPR requires local governments to evaluate impacts to planned facilities as well as those already existing. According to OAR 660-012-0660(4)(b)(C), transportation facilities, improvements or services included in a metropolitan planning organization's federally-approved, financially constrained regional transportation system plan must be included in the analysis. The Metropolitan Planning Committee adopted the Central Lane Metropolitan Planning Organization Regional Transportation Plan on December 9, 2004. The MPO-RTP established a planning horizon of 2025. This is the planning horizon used by the TIA. The following projects (Tables 16, 17 and 18) are within the study area of the TIA and are listed in MPO-RTP 'Table 1a - Financially Constrained Capital Investment Actions: Roadway Projects:'

**Table 16: Project Category: Arterial Capacity Improvements**

Name	Geographic Limits	Description	Jurisdiction	Estimated Cost	Length	Number
42nd Street	@ Marcola Road	Traffic control improvements	Springfield	\$248,000	0	712
42nd Street at Highway 126	42nd St/Hwy 126	Traffic control improvements	Springfield	\$200,000	0	799
Eugene-Springfield Highway (SR-126)	@ Mohawk Boulevard Interchange	Add lanes on ramps	ODOT	\$310,000	0.68	821

**Table 17: Project Category: New Collectors**

Name	Geographic Limits	Description	Jurisdiction	Estimated Cost	Length	Number
V Street	31st Street to Marcola	New 2 to 3-lane collector	Springfield	\$2,173,000	0.65	777

**Table 18: Project Category: Urban Standards**

Name	Geographic Limits	Description	Jurisdiction	Estimated Cost	Length	Number
42nd Street	Marcola Road to Railroad Tracks	Reconstruct to 3 lane urban facility	Springfield	\$2,551,000	1.03	713
31st Street	Hayden Bridge Road to U Street	Upgrade to 2 to 3-lane urban facility	Springfield	\$1,300,000	0.85	765

Because the ultimate purpose of the proposed PAPA is to gain approval of a master planned development, transportation modeling of post-development trip generation is based on the street network depicted in the Preliminary Plan Illustration. In addition to calculating the maximum impact of future

development restricted only by the regulations of the proposed plan designation, the TIA employed an alternative worst-case scenario based on stipulated development restrictions. The level of development possible under the restrictions is far greater than what is proposed by the Preliminary Plan Illustration, but still results in fewer vehicle trips than the unrestricted worst-case. The TIA compared the impacts of future development under the existing plan designations, under the proposed plan designations without restrictions, and under the restricted proposed plan designations. The integrity of the post-development transportation modeling assumptions can be assured by the conditional approval of the proposed PAPA and maintained by subsequent site plan review and development constraints.

Traffic Impact:

OAR 660-012-0060(1)(c)(B): Though some facilities within the scope of the study are projected to operate below the performance standard in the plan year, none will do so as a result of the proposed PAPA. Those facilities projected to operate below the performance standard in the plan year will do so regardless of the proposal under review. Therefore, no facilities are significantly affected under this definition.

OAR 660-012-0060(1)(c)(C): Within the scope of the study, one facility that is otherwise projected to operate below the performance standard in the plan year is made worse by the proposed PAPA. Therefore, this facility is significantly affected under this definition.

- Mohawk Blvd. @ Eugene-Springfield Hwy. eastbound ramps

OAR 660-012-0060(3) permits local governments to approve a PAPA that significantly affects a facility without requiring that mitigations bring the facility up to the applicable performance standards. This is allowed only where the facility is currently operating below the performance standard and, despite any planned facilities as defined in Section (4) of the TPR, it is also projected to operate below the performance standard in the plan year. Taking into account the planned facilities previously discussed, the TIA demonstrates that these conditions are met for the facility listed above. OAR 660-012-0060(3) requires transportation improvements that mitigate the net impact and avoid further degradation in the development (opening) year. To address impacts at the eastbound ramps of the Mohawk Blvd. @ Eugene-Springfield Hwy. intersection the TIA proposes the following mitigation:

- Traffic control changes allowing left-turns from the eastbound ramp center lane

With regard to OAR 660-012-0060(1)(c)(B) and (C), the analysis has determined that measured at the end of the planning period the proposed amendment will neither reduce the performance of existing or planned transportation facilities below the minimum acceptable performance standards identified in TransPlan nor worsen the performance of transportation facilities that are otherwise projected to perform below the minimum acceptable performance standard identified in TransPlan.

Conclusion:

Pursuant to OAR 660-012-0060(1), the proposed PAPA significantly affects a transportation facility. The TIA proposes to mitigate the degradation of the facility under the conditions of OAR 660-012-0060(3). By requiring development to meet the conditions of OAR 660-012-0060(3), the City may approve the PAPA in compliance with OAR 660-012-0060. Therefore, the City of Springfield can find that the proposed PAPA is consistent with Statewide Planning Goal 12.

Staff Response:

Staff has evaluated the submitted *Marcola Meadows Zone Change Traffic Impact Analysis* (TIA) prepared by Access Engineering, dated February 20, 2007, with respect to State-wide Planning Goal 12 per OAR 660-012-0060 and the 1999 Oregon Highway Plan (OHP) as required by SDC 7.070(3)(a). Staff finds that the assumptions, methods and data used in the TIA are consistent with recognized professional traffic engineering standards and practices.



Goal 12 encourages development that avoids principal reliance on one mode of transportation. Mixed use development is intended to bring people closer to where they shop and work and create, and to support pedestrian-friendly neighborhoods where walking, bicycling and transit use are attractive transportation choices. The subject property is located in proposed TransPlan Node 7C.

The Transportation Planning Rule (TPR) (OAR 660-12-0000 – 660-12-0070), adopted in 1991, and last amended in March 2005 implements Goal 12. The intent of the Transportation Rule is to “...*promote the development of safe, convenient and economic transportation systems that are designed to reduce reliance on the automobile...*” The Metro Plan is Springfield’s comprehensive plan acknowledged LCDC in 1982. TransPlan (the Eugene-Springfield Metro Area’s adopted TSP (Transportation System Plan) is the transportation element of the Metro Plan. DLCD acknowledged the current TransPlan in 2001. The Metro Plan was also amended at that time to include the Nodal Development Area land use designation. Both documents implement Goal 12 and the Transportation Rule in the Eugene-Springfield metropolitan area.

**TIA Review Discussion**

As discussed in the applicant’s submittal above, OAR 660-012-0060 requires a determination as to whether the proposed amendment would “significantly affect” a transportation facility.

The approach taken in the TIA compares traffic generation estimates for development of the subject site under “Current” versus “Amended” designation/zoning, assuming “reasonable worst case” development scenarios. The TIA concludes that the worst-case development scenario under the “Amended” designation/zoning would generate 50% more daily vehicle trips and 27% more PM Peak-hour trips than under the “Current” designation/zoning. The report then analyzes a development scenario that would be less intensive than the “Amended” designation/zoning worst case but substantially more intensive than the “Current” designation/zoning.

Based on analysis of the “Amended Zoning Capped” scenario, the applicant concludes that by limiting development to the level assumed in that scenario, and requiring minor mitigation in conformance with OAR 660-012-0060(3), the city can find the proposed PAPA in compliance with OAR 660-012-0060.

The three development scenarios analyzed have assumed land use and trip generation estimates as shown in the following tables.

**Table 3: Gross Trips - Current Zoning**

Current Zoning	Land Use (ITE Code)	Size	Unit	ADT		PM Peak Hour	
				Rate	Trips	Rate	Trips
MDR	Apartment (220)	714.0	Dwelling Units	6.22	4441	0.57	410
CC	Shopping Center (820)	130.0	1000 SF GFA	61.95	8054	5.73	744
CI	Research & Development (760)	33.6	Acres	79.61	2675	15.44	519
CI	Business Park (770)	22.4	Acres	147.91	3313	16.82	377
<b>Total</b>						<b>18,483</b>	<b>2,050</b>

**Table 4: Gross Trips - Amended Zoning Worst Case**

Amended Zoning	Land Use (ITE Code)	Size	Unit	ADT		PM Peak Hour	
				Rate	Trips	Rate	Trips
MDR	Apartment (220)	1094.0	Dwelling Units	6.15	6725	0.57	619
CC	Improvement Store (862)	171.0	1000 SF GFA	29.80	5096	2.45	419
MUC	Shopping Center (820)	350.0	1000 SF GFA	43.80	15331	4.09	1431
	General Office (710)	50.0	1000 SF GFA	15.65	782	2.70	135
<b>Total</b>						<b>27,935</b>	<b>2,604</b>

**Table 4C: Gross Trips - Amended Zoning Capped**

Amended Zoning	Land Use (ITE Code)	Size	Unit	ADT		PM Peak Hour	
				Rate	Trips	Rate	Trips
MDR	Single-Family Residential (210)	230	Dwelling Units	9.73	2237	0.99	227
	Townhouses (230)	100		6.42	642	0.60	60
	Apartment (220)	400		6.39	2554	0.59	238
CC	Improvement Store (862)	171.0	1000 SF GFA	29.80	5096	2.45	419
MUC	Shopping Center (820)	350.0	1000 SF GFA	49.28	12320	4.31	1146
	General Office (710)	50.0	1000 SF GFA	15.65	782	2.70	135
<b>Total</b>						<b>23,631</b>	<b>2,225</b>

The above development scenarios can be compared with the assumed land uses presented in the submitted "Preliminary Plan Illustration."

**Preliminary Plan Illustration**

Amended Zoning	Land Use (ITE Code)	Size	Unit
MDR	Single-Family Residential (210)	192	Dwelling Units
	Townhouses (230)	123	
	Apartment (220)	174	
CC	Improvement Store (862)	171.0	1000 SF GFA
MUC	Shopping Center (820)	200.0	1000 SF GFA
	General Office (710)	38.7	1000 SF GFA

This comparison shows that the development scenario represented by the Preliminary Plan Illustration is significantly less intense in both MDR and MUC zones than the Amended Zoning Capped scenario, and would likewise achieve Goal 12 compliance.

### Issues

#### Limiting Development

In approving a PAPA, the City must ensure that actual transportation impacts of future development on the property will not exceed the estimated impacts on which a finding of Goal 12 compliance is based. The applicant proposes to set a limit (trip cap) on the actual number of trips that may be generated by future development on the site. This approach requires a procedure to measure and monitor site trip generation as development takes place over time. A Trip Monitoring Plan (TMP) is often used for this purpose. Under this approach conditions of approval for a PAPA would be that a trip cap be imposed on the property, and that a TMP be adopted as part of Master Plan approval to establish how adherence to the trip cap limit would be maintained over time.

A disadvantage of a TMP approach is that it focuses entirely on trip generation, and places no direct limit on the type, level or schedule of site development. If and when the site trip cap is reached no more development would be permitted without amending the limit.

In the present case, it is more desirable to acknowledge that the Amended Zoning scenario would significantly affect transportation facilities, and accomplish Goal 12 compliance through a combination of the proposed mitigation and "Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes." per OAR 660-012-0060(2)(c). Limiting designations and densities to those assumed in the Amended Zoning Capped scenario, or a less intense scenario, would be sufficient to demonstrate Goal 12 compliance.

#### Future Traffic Analysis Requirements

A key feature of the trip generation estimating procedure for various scenarios in the TIA is accounting for "internal trips." These are trips made between different land uses within a development site, as opposed to trips that have off-site origins or destinations. Obviously, all the on-site uses involved in this exchange of internal trips must exist for this concept to have meaning. Because the Goal 12 test is applied at point 15 or more years into the future, assuming full build out of the site presents no issue. However, in a phased development there is a question about how to address "internal trips" during intermediate years.

Except for the 19 acres proposed to be designated and zoned Community Commercial, the remaining 80 plus acres will be established as a node. The Preliminary Plan Illustration, which will be incorporated into a Master Plan for the entire site, shows a number of pedestrian/bike connections from the proposed residential portion in the north to the commercial portion in the south. One way to address the "internal trip" issue is to condition the Master Plan phasing to require a certain percentage of the residential portion of the site to be developed with a similar percentage of the commercial.

Finally, there are additional transportation related issues that will be specifically addressed in the required Master Plan, but will be conditioned as part of these applications because approval of the Master Plan requires consistency between the Metro Plan designation and the zoning. The applicant has stated that construction of the home improvement center will be Phase 1 of the proposed Marcola Meadows development. Therefore, in addition to the resolution of the internal trip issue and the trip cap discussed above, staff will require the following conditions of approval as part of the Master Plan Phase 1 development: Construction of the entire collector street from Marcola Road to V Street; and Construction of the internal streets in the MUC and CC portions of the site.

#### Staff Finding:

As conditioned, these applications comply with Goal 12 because the applicant's traffic impacts analysis demonstrates that the proposed PAPA would significantly affect a transportation facility, and as conditioned, degradation of the affected facility would be mitigated per OAR 660-012-0060(3).

**Condition of Approval #9**

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

**Condition of Approval #10**

Submittal of a Master Plan application that incorporates a "Development Phasing Plan". The intent of this plan is to address the "internal trip" issue by requiring a certain percentage of the residential portion of the site to be developed with a similar percentage of the commercial. The specific percentages will be made part of the approved Master Plan. The intent of this condition is to also ensure that the proposed land uses in Table 4C do not exceed the individual caps for these uses.

**Condition of Approval #11**

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

**Condition of Approval #12**

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

**Condition of Approval #13**

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

**Staff Finding:**

As conditioned, these applications comply with Goal 12 because the applicant's traffic impacts analysis demonstrates that the proposed PAPA would significantly affect a transportation facility, and as conditioned, degradation of the affected facility would be mitigated per OAR 660-012-0060(3).

**GOAL 13: ENERGY CONSERVATION**

***"To conserve energy." land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles."***

**Applicant's Submittal:**

**"Response:**

*The purpose of this Metro Plan Diagram Amendment (PAPA) application is to re-designate land on the subject site to: 1) expand the amount of land designated for Medium Density Residential; 2) re-designate the land currently designated for Campus Industrial to Light Medium Industrial and Mixed-Use Commercial; 3) and re-designated the Community Commercial land on the subject site to Mixed-Use Commercial.*

*The Metro Plan is an acknowledged plan by the Oregon Department of Land Conservation and Development. Therefore, the Metro Plan is currently consistent with the provisions of State-wide Planning Goal 13. The City of Springfield adopted the Metro Plan (Ordinance No. 6087) on May 17, 2004. This application does not amend any component of the Metro Plan that is related to Goal 13 as adopted by Springfield City council on May 17, 2004. Therefore, this PAPA application is consistent with the Metro Plan and State-wide Planning Goal 13."*

**Staff's Response:**

Staff concurs with the applicant's submittal. The Energy Goal is a general planning goal and provides little guidance for site specific comprehensive plan diagram changes. The area in which the subject site is located is identified in the TransPlan as having potential for nodal development (see the Goal 12 discussion). Development of the subject site with commercial uses has the potential to reduce automobile trips both in duration and frequency by providing commercial services in close proximity to the proposed residential areas in the north of the subject site, other existing nearby residential development and existing and future industrial development to the east. By reducing the frequency, number and duration of automobile trips the proposal will conserve energy. Nodal development of the type proposed here will also conserve energy by promoting infill development and intensification of land use within the UGB. Locating commercial uses in nodal areas rather than in a typical linear fashion will also help conserve energy. Finally, the development of the subject site will be subject to building codes intended to maximize energy efficiency.

**Staff Finding:**

These applications comply with Goal 13 because implementation of Nodal Development Area 7C will help conserve energy.

**Goal 14: URBANIZATION**

***"To provide for an orderly and efficient transition from rural to urban land use."***

**Applicant's Submittal:**

**"Response:**

*All of the parcels affected by this application are currently within the Urban Growth Boundary and were annexed into the City of Springfield. The annexation was made in compliance with an acknowledged comprehensive plan and implementing ordinances, and established the availability of urban facilities and services. Therefore the amendment is consistent with State-wide Planning Goal 14.*

**Staff's Response:**

Staff concurs with the applicant's submittal. Goal 14 requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs. There are three studies that address this issue:

1. The Eugene-Springfield Metropolitan Residential Lands and Housing Study, Policy Recommendations Report (1999);
2. The Springfield Commercial Lands Study (February 2000) indicated that there is a general shortage of commercial land for future development; and
3. The Metropolitan Industrial Lands Inventory Report (1992).

Goal 14 also encourages compact forms of development within Urban Growth Boundaries.

These applications apply to land within the city limits and within the City's Urban Growth Boundary. Future development approval will increase and intensify land use within the city limits. This alleviates pressure to urbanize rural lands. The subject site is also fully served by urban services and will capitalize on public expenditures made for this purpose. The proposed amendments address the studies listed above in responses to Goals 9 and 10 and the availability of public facilities and services in Goal 11.

**Staff Finding:**

These applications comply with Goal 14 because the City has adopted residential, commercial and industrial land inventories and the subject site is located within Springfield's Urban Growth Boundary.

**GOAL 15: WILLAMETTE RIVER GREENWAY OAR 660-015-0005**

*"To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway."*

**Applicant's Submittal:**

**Response:**

*"The subject site is not within the Willamette River Greenway. Therefore, this goal is not relevant and the amendment will not affect compliance with Goal 15.."*

**Staff's Response:**

Staff concurs with the applicant's response.

**Staff's Finding:**

Goal 15 is not applicable to these applications because the subject site is not located on or near the Willamette River.

**Goals 16 through 19 – Estuarine Resources, Coastal Shorelands, Beaches and Dunes, and Ocean Resources.**

**Applicant's Submittal:**

**Response:**

*"There are no coastal, ocean, estuarine, or beach and dune resources related to the property or involved in the amendment. Therefore, these goals are not relevant and the amendment will not affect compliance with Goals 16 through 19."*

**Staff's Response:**

Staff concurs with the applicant's response.

**Staff's Finding:**

Goals 16 – 19 do not apply in Springfield because they pertain to coastal areas.

**Staff's Response and Finding:**

As conditioned, these applications comply with the applicable State-wide Planning Goals as discussed above.

SDC Section 7.070(3) "(b) Adoption of the amendment must not make the Metro Plan internally inconsistent."

**Applicant's Submittal:**

**"Growth Management**

**Metro Plan, Policy 1. 'The UGB and sequential development shall continue to be implemented as an essential means to achieve compact urban growth. The provision of all urban services shall be concentrated inside the UGB.'**

**Response:**

The two parcels affected by this application are currently within the Springfield portion of the Metropolitan Urban Growth Boundary and have been incorporated into the City of Springfield. The annexation was made in compliance with an acknowledged comprehensive plan and implementing ordinances, and established the availability of urban facilities and services.

As such, the subject site is providing for compact urban growth and has the essential services available for development. As defined in the glossary of the Metro Plan, compact urban growth is defined as:

**'The filling in of vacant and underutilized lands in the UGB, as well as redevelopment inside the UGB'.**

The PAPA will allow compact urban growth to occur on lands that are currently within the UGB and underutilized for an urban area. The development of the site will provide needed commercial employment opportunities and also provide medium density residential development.

**Metro Plan, Policy 24. 'To accomplish the Fundamental Principle of compact urban growth addressed in the text and on the Metro Plan Diagram, overall metropolitan-wide density of new residential construction, but necessarily each project, shall average approximately six dwelling units per gross acre over the planning period.'**

**Response:**

The proposed development seeks to achieve a density for all residentially designated and zoned land of approximately twelve dwelling units per net acre. The future development of the site, therefore, will help the region achieve its goal of compact urban development.

**Metro Plan, Objective 8. 'Encourage development of suitable vacant, underdeveloped, and redevelopable land where services are available, thus capitalizing on public expenditures already made for these services.'**

**Response:**

The subject site is currently underdeveloped with access to readily available public facilities and services. Approval of this proposal will capitalize on the public services and expenditures already made and planned for in the immediate area. In short, the underdeveloped subject site is suitable for residential and commercial uses (specifically the proposed mixed residential and commercial area) and has access to public facilities and services.

**Metro Plan Specific Elements**

**A. Residential Land Use and Housing Element**

**Response:**

With the adoption of the Eugene-Springfield Metropolitan Area General Plan 2004 Update (effective February 2006) the subject site's residentially designated land was removed from the inventory of land designated for low-density residential uses and was designated for medium-density residential uses. (An application concurrent with this application proposes to "fix" the boundary of the residentially designated

land.) Therefore, the current MDR, Medium Density Residential zone is in compliance with the current Metro Plan designation.

**Metro Plan, Policy A.8. 'Require development to pay the cost, as determined by the local jurisdiction, of extending public services and infrastructure. The cities shall examine ways to provide subsidies or incentives for providing infrastructure that support affordable housing and/or higher density housing.'**

The applicant shall conform with City of Springfield requirements for paying the fair cost of extending public services and infrastructure. A variety of housing types are proposed as part of the Preliminary Plan Illustration including small lot single-family detached, townhomes, apartments, senior cottages and a congregate care facility.

**Metro Plan, Policy A.10. 'Promote higher residential density inside the UGB that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserves rural resource lands outside the UGB.'**

**Metro Plan, Policy A.11. 'Generally locate higher density residential development near employment or commercial service, in proximity to major transportation systems or within transportation-efficient nodes.'**

**Metro Plan, Policy A.12. "Coordinate higher density residential development with the provision of adequate infrastructure and services, open space, and other urban amenities.**

**Metro Plan, Policy A.13. 'Increase overall residential density in the metropolitan area by creating more opportunities for effectively designed in-fill, redevelopment, and mixed use while considering impacts of increased residential density on historic, existing and future neighborhoods.'**

The proposed Preliminary Plan Illustration development will promote higher density development by increasing the total supply of medium density designated and zoned land within the metropolitan area. The applicant is proposing to develop the residential portion of the site under the Springfield standards for nodal development, with a minimum net density of 12 units per acre. In addition, the portion that is proposed as single-family development is proposed under the standards for cluster development with notably smaller lot sizes and common open space provided. The mix of single-family small lot development and multi-family development is located near **'Potential Nodal Development Area 7C'** (TransPlan) and the applicant is proposing to develop a mix of commercial uses that shall include employment and commercial opportunities for future residents of the proposed development and existing residents of the metropolitan area. The proposed development is located at the intersection of North 28<sup>th</sup> Street and Marcola Road approximately one-quarter mile east of the Marcola Road/North 19<sup>th</sup> Street intersection with Highway 126; as such this proposed development is in close proximity to major transportation routes and is designed to be a walkable community that promotes a combination of higher densities and employment and commercial opportunities.

The proposed Preliminary Plan Illustration development effectively integrates the higher density development with the existing neighborhoods in several ways. Most importantly the lowest density development, single-family detached lots, is located adjacent to the residential neighborhoods to the west and north. The higher density housing (apartments, cottages and congregate care) is located along the east side of the subject site, and internally north of the proposed commercial and industrial properties. The proposed development will minimize the disturbance to existing development while achieving the city's and regions need for higher density, mixed-use development.

**Metro Plan, Policy A.17. 'Provide opportunities for a full range of choice in housing type, density, size, cost, and location.'**



The applicant's proposed Preliminary Plan Illustration includes a variety of housing types including small-lot single-family development, townhomes, apartments, senior cottages and congregate care. The density of development is proposed within the desired ranges for medium density residential and includes more than 20% of common open space for use by the residents of the development. The location of the housing is central to the proposed nodal development area 7C (TransPlan) and shall provide a variety of employment and commercial opportunities for the existing residents of the area and future residents of the development.

**Metro Plan, Policy A.20. 'Encourage home ownership of all housing types, particularly for low-income households.'**

The applicant's proposed development will include a variety of home ownership options on small single-family lots and townhome lots. The size of the lots and the options for home ownership will increase the supply of affordable ownership housing in the region.

**Metro Plan, Policy A.22. 'Expand opportunities for a mix of uses in newly developing areas and existing neighborhoods through local zoning and development regulations.'**

The proposed Preliminary Plan Illustration increases the mix of uses by providing residential, commercial (main street, neighborhood retail, professional office) and industrial opportunities, while also infilling in an area of more typical suburban development. The increased commercial and employment opportunities will benefit the existing residents and future residents of the development site.

#### **B. Economic Element**

##### Response:

A detailed analysis of Economic Element policies is contained in the applicant's response State-wide Planning Goal 9 – "Economic Development." Those responses are hereby incorporated by reference.

#### **F. Transportation Element**

##### Response:

The project area is currently served by Marcola Road, 28<sup>th</sup>, and 31<sup>st</sup> streets. Marcola Road, the southern border of the subject site, is fully improved and is designated as a Minor Arterial. 28<sup>th</sup> and 31<sup>st</sup> streets border the eastern boundary of the subject site. The City of Springfield's Conceptual Road Network Map identifies 28<sup>th</sup> and 31<sup>st</sup> streets as the "31<sup>st</sup> Street Connector." The 28<sup>th</sup> street portion of the 31<sup>st</sup> Street Connector is fully improved and classified as a Collector street. Thirty-First Street is not fully improved and is classified as a Collector street. Currently, 31<sup>st</sup> street is a two-lane asphalt paved road that does not have gutters, curbs, or sidewalks. There is a City of Springfield 10' utility and sidewalk easement on the west side of 31<sup>st</sup> street to facilitate road improvements in the future.

Additional information in this statement's response to State-wide Planning Goal 12 – "Transportation" is hereby referenced and incorporated.

**Metro Plan, Policy F.1: 'Apply the nodal development strategy in areas selected by each jurisdiction that have identified potential for this type of transportation-efficient land use pattern.'**

##### Response:

The subject site is identified in TransPlan as "Potential Nodal Development Area" 7C. The applicant seeks to develop the majority of the site under the nodal standards as detailed in the Springfield Development Code. The applicant's proposed development will include residential, industrial and commercial development creating a mix of uses that complements the nodal standards.

**Metro Plan, Policy F.13. 'Support transportation strategies that enhance neighborhood livability.'**

**Metro Plan, Policy F.14:** Address the mobility and safety needs of motorists, transit users, bicyclists, pedestrians, and the needs of emergency vehicles when planning and constructing roadway system improvements.

*Metro Plan, Policy F.26: Provide for a pedestrian environment that is well integrated with adjacent land uses and is designed to enhance the safety, comfort, and convenience of walking.*

Response:

*The proposed development shall be served by the existing streets (Marcola Road, North 28<sup>th</sup> Street, North 31<sup>st</sup> Street) and future streets including a collector and local streets. It will be easy to get around, and to do so on foot. All streets will have wide sidewalks, any of them setback from vehicle traffic. The entire community will be connected with all-weather multi-use off street pathways. It will be convenient, and safe, to walk from one Village to the next.*

**Metro Plan, Policy F.36. 'Require that new development pay for its capacity impact on the transportation system.'**

Response:

*Based on the Traffic Impact Analysis, the PAPA will not have a capacity impact upon the transportation system. Please see Attachment 1, TIA for more information.*

*A detailed analysis of the PAPA's consistency with the State Transportation Planning Rule, OAR Division 12, 660-012-0000 et. seq., (TPR) is contained in the applicant's response State-wide Planning Goal 12 – "Transportation." Those responses are hereby incorporated by reference. With regard to the Transportation Element of the Metro Plan, the City can find that the proposed PAPA will not make the Metro Plan internally inconsistent.*

**G. Public Facilities and Services Element**

**Metro Plan, Policy G.1. 'Extend the minimum level and full range of key urban facilities and services in an orderly and efficient manner consistent with the growth management policies in Chapter II-B, relevant policies in this chapter, and other Metro Plan policies.'**

Response:

*The two parcels affected by this application are currently within the Urban Growth Boundary and were annexed into the City of Springfield. The annexation was made in compliance with an acknowledged comprehensive plan and implementing ordinances, and established the availability of urban facilities and services. A detailed analysis of the availability of those services is contained in the applicant's response State-wide Planning Goal 11 – "Public Facilities and Services." Those responses are hereby incorporated by reference.*

**Metro Plan, Policy G.5. 'Consider wellhead protection areas and surface water supplies when planning stormwater facilities.'**

Response:

*A stormwater management plan shall be created during the master plan process. Special emphasis will be placed upon the wellhead protection area and surface water supplies when planning stormwater facilities. See Exhibits 8 and 9 for more information.*

**H. Parks and Recreation Element**

Response:

*The changes proposed by this application will have no impact on any recreation area, facility or opportunity that has been inventoried and designated by the Metro Plan or any relevant facility plan regarding the City's recreational needs. The recreational needs of the community are adequately met by the existing and planned facilities enumerated in the Willamalane 20-year Park and Recreation Comprehensive Plan, 2004 and other associated documents. A detailed analysis of the subject site in relation to the various parks and recreation system studies, inventories, refinement plans, and facilities plans is contained in the applicant's response State-wide Planning Goal 8 – 'Recreation.' Those responses are hereby incorporated by reference. With regard to the Parks and Recreation Element of the Metro Plan, the City can find that the proposed PAPA will not make the Metro Plan internally inconsistent.*

### **I. Historic Preservation Element**

Response:

The changes proposed by this application will have no impact on any historic resource that has been inventoried and designated by the Metro Plan or any relevant facility plan or inventory regarding the City's historic resources. With regard to the Historic Preservation Element of the Metro Plan, the City can find that the proposed PAPA will not make the Metro Plan internally inconsistent.

### **J. Energy Element**

*Metro Plan, Goal 1: Maximize the conservation and efficient utilization of all types of energy.*

Response:

The proposed PAPA and subsequent development of the site will encourage conservation and efficient utilization of energy by a concentration of employment, services and residences on the site, and enabling transit services to the site.

***Metro Plan, Policy J.3. 'Land allocation and development patterns shall permit the highest possible current and future utilization of solar energy for space heating and cooling, in balance with the requirements of other planning policies; and'***

Response:

The applicant shall design future development according the standards of the Springfield Development Code includes all standards relevant to solar orientation.

***Metro Plan, Policy J.8. 'Commercial, residential, and recreational land uses shall be integrated to the greatest extent possible, balanced with all planning policies to reduce travel distances, optimize reuse of waste heat, and optimize potential on-site energy generation.'***

Response:

The requested approval of the PAPA proposed herein, if approved, will enable the subsequent zone changes and development of a master planned mixed use development that shall provide employment, services and residential opportunities (see Preliminary Plan Illustration...). The proposed development envisions a series of eight (8) villages that include main street retail, neighborhood retail, general retail and residential uses (single-family detached, townhomes, apartments, senior cottages and congregate care.) Workers and residents will have the option to obtain dining, shopping, and other commercial amenities less than a mile from the subject site consistent with Policy J.8's mandate to balance all planning policies to reduce travel distance. Existing residential neighborhoods are adjacent to the subject site. The presence of schools and the Willamalane Park to the north provides proximity to recreational land uses.

Because the amendments facilitate development of an integrated master planned mixed-use development with a mix of commercial, residential and adjacent industrial zoning near recreational land uses (all within reasonable walking distance, which allows mixing of uses and reduces travel distances) it is consistent with this policy (see Preliminary Plan Illustration... for more information).

### **K. Citizen Involvement Element**

***Metro Plan, Goal. 'Continue to develop, maintain, and refine programs and procedures that maximize the opportunity for meaningful, ongoing citizen involvement in the community's planning and planning implementation processes consistent with mandatory statewide planning standards.'***

Response: As noted in applicant's findings regarding State-wide Planning Goal 1, Citizen Involvement, the City's acknowledged program for citizen involvement provides citizens the opportunity to review and make recommendations in written and oral testimony on the proposed PAPA, consistent with Goal 1. The action proposed is consistent with and does not amend the citizen involvement element of the Metro Plan.

*Aspects of the Metro Plan that have not been discussed within this application will be dealt with during future development proposals including site review and conditional use permit."*

**Staff's Response:**

Staff concurs with the applicant's submittal concerning applicable Metro Plan policies. There are two discussion topics in this response: 1) The citing of additional Metro Plan text; and 2) Whether the PAPA makes the Metro Plan internally inconsistent. The "internally inconsistent" discussion was raised in the applicant's response to Goal 9, above, but is more appropriately discussed under this criterion.

1. Additional Metro Plan Text:

***"B.23 Provide for limited mixing of office, commercial, and industrial uses under procedures which clearly define the conditions under which such uses shall be permitted and which: (a) preserve the suitability of the affected areas for their primary uses; (b) assure compatibility; and (c) consider the potential for increased traffic congestion."***

These applications address "Marcola Meadows", west of 28<sup>th</sup>/31<sup>st</sup> Streets. The TransPlan Potential Nodal Development Areas Map shows proposed Node 7C includes areas east of 28<sup>th</sup>/31<sup>st</sup> Streets. The southern portion of this area is zoned and designated Light-Medium Industrial. This area is almost fully developed. The northern portion of this area is zoned and designated Low Density Residential. This area is fully developed. The point is that the "greater area" of Proposed Nodal Development Area 7C will comply with Policy B.23 by providing "for limited mixing of commercial and industrial uses while preserving the area for industrial uses".

The definition of nodal development area is provided in the Metro Plan:

***"Nodal Development Area (Node): Areas identified as nodal development areas in TransPlan are considered to have potential for this type of land use pattern. Nodal development is a mixed use, pedestrian friendly land use pattern that seeks to increase concentrations of population and employment in well defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be pedestrian and transit oriented."***

***Fundamental characteristics of nodal development require:***

- ***Design elements that support pedestrian environments and encourage transit use and bicycling;***
- ***A transit stop which is within walking distance (generally within ¼ mile) of anywhere in the node;***
- ***Mixed uses so that services are available within walking distance;***
- ***Public spaces, such as parks, public and private open space, public facilities, that can be reached without driving; and***
- ***A mix of housing types and residential densities that achieve an overall net density of at least 12 dwelling units per net acre"***

Approval of applications will allow the area to realize the nodal development potential identified in TransPlan (7C) consistent with the definition of Nodal development cited above. Transportation issues are more fully addressed under the Goal 12 discussion. The applicant has also submitted a Preliminary Plan Illustration, an example of what the required Master Plan application, which is a condition of approval of these applications, may look like.

The Transportation Element of the Metro Plan supports the applicant's proposal. The compact development configuration proposed by the applicant will reduce dependence on the automobile, shorten trip lengths, reduce trip frequency, shorten trip duration, and lower systems costs. The proposal will limit air pollution and urban sprawl. The proposed applications are consistent with the Growth Management Principles of the Plan that encourage compact growth and carries out the intent of the Transportation Element.

2. Whether the PAPA makes the Metro Plan Internally Inconsistent.

The purpose of the Metro Plan's economic element is to implement State-wide Planning Goal 9: *"...to diversify and improve the economy of the state. In order to grow the region's economy it is essential that the supply of land in each zoning designation include not only sites sufficient in size to accommodate the needs of the commercial or industrial operations (including expansion), but also includes sites which are attractive from the standpoint of esthetics, transportation costs, labor costs, . . . proximity to markets, and anticipated growth of local markets...."*

The applicant has addressed the following Economic Element Policies in the response to Goal 9, above:

*"B.6 Increase the amount of undeveloped land zoned for light industrial and commercial uses correlating the effective supply in terms of suitability and availability with the projections of demand."*

*"B.12 Discourage future Metropolitan Area General Plan Amendments that would change development-ready industrial lands (sites defined as short-term in the Metropolitan Industrial Lands Special Study, 1991) to non-industrial designations."*

In the response to Goal 9, the applicant has demonstrated that the SCLS shows a shortage of commercial land and the MILIR shows a surplus of industrial land in Springfield.

Under Policy B.6, the supply of commercial land does not correlate with demand. A real life example is the actual "commercial" demand in the Gateway CI District as shown on the applicant's Table 7 (see Goal 9). This Table lists all of the existing businesses in that district. In a district that requires 60 percent of the acreage to be dedicated to light industrial uses, there is currently only one such use, Shorewood Packaging, which was constructed in 1997. Since that time no light industrial use has gone into the Gateway CI District. There has been no CI development applications ever submitted for the subject site. Redesignation and rezoning were identified as methods to increase the supply of commercial land in the SCLS. Any rezoning essentially reduces other land use inventories, especially the CI District. Approval of these applications will exchange an industrial development ready site for a predominantly commercial development ready site. In light of any more up-to-date commercial/industrial land studies, one must use the existing studies which were adopted with 20 year horizons in order to comply with the Metro Plan and ultimately Goal 9 (see the CIBL discussion under Goal 9). These applications will add a total of 34 acres of Community Commercial and Mixed Use Commercial to the commercial land inventory and facilitate the provision of commercial services to residents of the area and employees of current and future industrial development east of 28<sup>th</sup>/31<sup>st</sup> Streets that comprise Proposed Nodal Development Area 7C.

Under Policy B.12, staff contends the "discourage" language does not contain an outright prohibition on changing development ready industrial sites to non-industrial (commercial and residential) designations. It is important to keep in mind that when making decisions based on the Metro Plan, not all of the goals and policies can be met to the same degree in every instance; some of the goals, objectives and policies conflict. Therefore, use of the Policy B.6 suggests correlating the supply of land zoned for Industrial and commercial uses with demand. Given the surplus of industrially zoned land and the deficit of commercial land there is not a correlation between existing supply and demand for the two categories. The "correlation policy" conflicts with Policy B.12 which discourages rezoning development ready industrial parcels to other designations. Given the deficit of commercial lands in the City, staff contends the policy of correlating existing supply with demand is more important than the policy of not converting development ready light medium industrial sites to other uses.

The requirement of this criterion that adoption of these proposed applications not make the Metro plan internally inconsistent does not mean that every goal, objective, finding and policy of the Metro Plan must support these applications. Because of recognized conflicts in the Metro Plan, the proper inquiry is whether on balance the most relevant of the Plan policies support the Metro Plan Diagram Amendment. The applicant submitted findings the various Metro Plan policies cited above and in response to Goal 9

which are beneficial to the Planning Commission and City Council in weighing the relevant portions of the Metro Plan as they perform the required balancing.

The Planning Commission and the City Council should determine if the applicant and staff demonstrate that in order to comply with Statewide Planning Goal 9, Metro Plan policies and adopted land inventories that Campus Industrial land should be converted to commercial and residential and that conditions that applied during the Home Depot review process in 2001 have changed. Staff contends these issues have been addressed in this staff report and recommends approval of these applications, with conditions. In making their decisions, the Planning Commission and the City Council should consider the impact of piece-meal conversions on the future availability of developable industrial land, regardless of current trends. Given this situation and the requirement that the City maintain an adequate supply of commercial land as well as industrial land, the Planning Commission and City Council must make a choice. The basis of this choice is - will approval of these applications be in the best interests of Springfield's citizens

**Staff's Finding:**

The text of the Metro Plan, specifically the policies, supports this criterion in much the same way that these applications were found to be consistent with the applicable State-wide Planning Goals (especially Goals 9 and 12). The Metro Plan policies cannot exist without acknowledgement and acknowledgment cannot exist without findings of Goal consistency.

**X. SPRINGFIELD ZONING MAP AMENDMENT CRITERIA AND FINDINGS**

SDC Article 12 describes the criteria to be used in approving a Springfield Zoning Map amendment. SDC Section 12.030(3) lists: ***"Zoning Map amendment criteria of approval: (a) Consistency with applicable Metro Plan policies and the Metro Plan diagram; (b) Consistency with applicable Refinement Plans, Plan District maps, Conceptual Development Plans and functional plans; and (c) The property is presently provided with adequate public facilities, services and transportation networks to support the use, or these facilities, services and transportation networks are planned to be provided concurrently with the development of the property. (d) Legislative Zoning Map amendments that involve a Metro Plan Diagram amendment shall: 1. Meet the approval criteria specified in Article 7 of this Code; and 2. Comply with Oregon Administrative Rule (OAR) 660-012-0060, where applicable"***

***SDC Section 12.030(3)(a) "Consistency with applicable Metro Plan policies and the Metro Plan diagram;"***

**Applicant's Submittal:**

**"Response:**

*The adopted Metro Plan 'Land Use Diagram' (2004 update) shows three land use designations on the subject site: Campus Industrial, Commercial and Medium Density Residential [see Attachment 2]. A Metro Plan diagram amendment changing the land use designations is under concurrent review with this zoning map amendment application. If the concurrent amendment to the Metro Plan diagram changing the allocation of land use designations for the property is approved, the proposed Zoning Map Amendment will be consistent with and implement the Metro Plan 'Land Use Diagram.'*

**Note:** The applicant cited the same Metro Plan policies in the response to this criterion that were used in addressing SDC 7.070(3)(b). Therefore, those citations are not listed again in the applicant's response to this criterion.

**Staff's Response and Finding:**

The applicant has cited "consistency with Metro Plan policies and the Metro Plan diagram" in the response to SDC Section 7.070(3)(b), above. Staff found that the applicant complied with that criterion and therefore, complies with criterion 12.030(3)(a).

**SDC Section 12.030(3)(b) "Consistency with applicable Refinement Plans, Plan District maps, Conceptual Development Plans and functional plans; and"**

**Applicant's Submittal:**

**"Response:**

*A Conceptual Development Plan (CDP), previously created for the 56 acres of existing Campus Industrial (CI) zoning on the subject site per SDC 21.020, was approved by the City of Springfield in 1999 (file number 98-02-47). SDC 21.020 states that: 'A Master Plan shall comply with any applicable approved Conceptual Development Plan or upon approval of a Master Plan or Site Plan for the entire CI District, the Master Plan or Site Plan may supplant and take precedence over an approved Conceptual Development Plan.' This proposed zone change, if approved, shall remove the CI zoning from the subject site and a forthcoming Master Plan application [see Attachment - Preliminary Plan Illustration] for the entire subject site (including all land within the previously adopted CDP) consistent with these amendments shall be submitted to the City; as such, the previously approved CDP will be supplanted by the forthcoming Master Plan per SDC 37.010 et seq.. As such a finding of consistency with the conditions of the previously adopted CDP (98-02-47) is not applicable to this proposal."*

**Staff's Response:**

The subject site is not within an adopted refinement plan or plan district. The applicant cites the 1999 Conceptual Development Plan for the CI portion of the property. Staff concurs with the applicant's submittal concerning that plan. There are no other plans specific to this property.

**Staff's Finding:**

These applications comply with SDC Section 12.030(3)(b) because there are no applicable refinement plans or plan districts that currently apply, and upon approval of these applications, the current Conceptual Development Plan will no longer apply. However, there will be a Master Plan that applies to the entire subject site that is a condition of these applications.

**Section 12.030(3)(c) "The property is presently provided with adequate public facilities, services and transportation networks to support the use, or these facilities, services and transportation networks are planned to be provided concurrently with the development of the property."**

**Applicant's Submittal:**

**"Response:**

*The discussion of compliance with Statewide Planning Goal 11 – 'Public Facilities and Services,' and Goal 12 – 'Transportation' in the findings regarding the Statewide Planning Goals [see the applicant's response to SDC 7.070(3)(a) that] are incorporated herein by reference. With the findings established and referenced herein, the proposal complies with this criterion.*

**Staff's Response:**

Staff concurs with the applicant's statement. Criterion (c) is also addressed in staff's response to Goals 11 and 12, under criterion 7.070(3)(a).

**Staff's Finding:**

The applicant has shown that the subject site can be served by urban services in the response to SDC Section 7.070(3)(a), above. Staff found that the applicant complied with that criterion and therefore, complies with criterion 12.030(3)(c).

**Section 12.030(3)(d) "Legislative Zoning Map amendments that involve a Metro Plan Diagram amendment shall: 1. Meet the approval criteria specified in Article 7 of this Code; and 2. Comply with Oregon Administrative Rule (OAR) 660-012-0060, where applicable."**

**Staff's Response and Finding:**

These applications comply with SDC Section 12.030(3)(d) because this criterion is addressed in staff's response to SDC Section 7.070(3) used in approving a Type II Metro Plan amendment; and the response to State-wide Planning Goal 12 in SDC Section 7.030(3)(a) in particular.

**XI. CONCLUSION, RECOMMENDATION OF STAFF AND RECAP OF CONDITIONS**

The Metro Plan's economic element begins with a background discussion of the "...a) a decline in the lumber and wood products industry as a source of employment; (b) limited increase in employment in other manufacturing activities; (c) diversification of the non-manufacturing segments of the local economy, primarily in trade, services, finance, insurance, and real estate; and (d) the development of this metropolitan area as a regional trade and service center serving southern and eastern Oregon."

The Special Light Industrial/Campus Industrial designation was adopted to assist in the diversification of the metro area's economy in the transition after the wood products industry decline. Staff's discussion in Goal 9 details the history of this designation and zoning district. However, change has rapidly occurred in the "high-tech" industry, so that the SONY site where music CDs were produced for about 5 years has closed due to "new technologies" and has been replaced with a medical research facility. The "Pierce" property has been "shovel ready" for over 30 years and has not been developed. Has the demand for the light industrial manufacturing uses originally intended for the CI district disappeared? The applicant's Table 7 shows that there is only one manufacturing facility in the Gateway CI, Springfield's other CI District. If these applications are approved, there will still be over 100 acres of CI zoned and designated vacant land in the Gateway CI District.

Approval of these applications will implement TransPlan Nodal Development area 7C, resulting in a master planned commercial/residential mixed use development for the entire site.

In the Executive Summary, staff stated there were two primary Goals 9 and 10 that needed to be addressed. Staff contends that, as conditioned, these applications addressed both Goals and all other applicable criteria of approval.

However, in making their decisions, the Planning Commission and the City Council should consider: 1) Lacking an updated commercial and industrial land study, will the City be better served by converting Campus Industrial land to Commercial and Multi-family Residential; and 2) Will Springfield's citizens, especially the neighbors, be assured that a "quality" development will be constructed over time.

**Re-cap of Conditions of Approval:**

**Condition of Approval #1**

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



**Note:** The applicant has stated the intent to submit a Master Plan application. Rather than require a separate Memorandum of Understanding or similar document at this time, staff is highlighting potential issues as part of these applications that must be addressed during the Master Plan approval process. The Metro Plan diagram and Zoning Map amendment applications are concurrent. SDC Section 12.040 gives the City authority to add conditions “...*as may be reasonably necessary in order to allow the Zoning Map amendment to be granted.*” The Master Plan application process will require a public hearing and approval by the Planning Commission. This note applies to all of the additional conditions of approval that relate to the required Master Plan application.

**Condition of Approval #2**

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

**Condition of Approval #3:**

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

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

**Condition of Approval #4**

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

**Condition of Approval #5:**

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

**Condition of Approval #6**

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

**Condition of Approval #7**

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

**Condition of Approval #8**

Submittal of a Master Plan application that demonstrates that residential development will occur at 12 dwelling units per net acre.

**Condition of Approval #9**

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

**Condition of Approval #10**

Submittal of a Master Plan application that incorporates a "Development Phasing Plan". The intent of this plan is to address the "internal trip" issue by requiring a certain percentage of the residential portion of the site to be developed with a similar percentage of the commercial. The specific percentages will be made part of the approved Master Plan. The intent of this condition is to also ensure that the proposed land uses in Table 4C do not exceed the individual caps for these uses.

**Condition of Approval #11**

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

**Condition of Approval #12**

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

**Condition of Approval #13**

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

**Conclusion and Recommendation:**

As conditioned, staff has demonstrated that the proposed applications comply with the applicable criteria of approval listed in SDC Sections 7.030 and 12.030.

Staff recommends the Planning Commission: Approve the attached Order and forward the proposed applications, as may be amended, to the City Council with a recommendation for adoption.

BEFORE THE PLANNING COMMISSION  
OF THE CITY OF SPRINGFIELD, OREGON

ORDER AND RECOMMENDATION FOR ]  
A METRO PLAN DIAGRAM AMENDMENT ]  
AND A SPRINGFIELD ZONING MAP AMENDMENT ]

CASE NUMBER LRP 2006-00027  
CASE NUMBER ZON 2006-00054

**NATURE OF THE APPLICATIONS**

This is a consolidated application for the above referenced case numbers. The applicant is proposing to amend the Metro Plan diagram from Campus Industrial (CI) to Commercial/Nodal Development Area (NDA), Community Commercial (CC) and Medium Density Residential (MDR)/NDA; and to amend the Springfield Zoning Map from CI to CC, Mixed Use Commercial (MUC) and MDR. The applicant intends to obtain the proper Metro Plan designations and zoning to allow the submittal and approval of the appropriate applications (including, but not limited to: Master Plan, Subdivision and Site Plan Review) in order to construct a phased mixed-use residential and commercial development with nodal attributes. The proposed development will include design elements that support pedestrian environments and encourage transit use, walking and bicycling; a transit stop which is within walking distance (generally ¼ mile) of anywhere in the node; mixed uses so that services are available within walking distance; public spaces, such as parks, public and private open space, and public facilities, that can be reached without driving; and a mix of housing types and residential densities that achieve an overall net density of at least 12 units per net acre.

1. The above referenced applications have been accepted as complete.
2. The applications were initiated and submitted in accordance with Section 3.050 of the Springfield Development Code. Timely and sufficient notice of the public hearing, pursuant to Section 14.030 of the Springfield Development Code, has been provided.
3. On March 27, 2007 the Planning Commission held a public hearing on the proposed amendments. The Development Services Department staff notes and recommendation together with the oral testimony and written submittals of the persons testifying at that hearing have been considered and are part of the record of this proceeding.

**CONCLUSION**

On the basis of this record, the proposed amendments are consistent with the criteria of SDC Sections 7.030 and 12.030. This general finding is supported by the specific findings of fact and conclusion in the Staff Report and Findings.

**ORDER/RECOMMENDATION**

It is ORDERED by the Springfield Planning Commission that approval of CASE NUMBER LRP 2006-00027, and CASE NUMBER ZON 2006-00054, be GRANTED and a RECOMMENDATION for approval forwarded to the Springfield City Council.

---

Planning Commission Chairperson

ATTEST

AYES:  
NOES:  
ABSENT:  
ABSTAIN:

**ATTACHMENT 2**  
**Maps Submitted by the Applicant**



Legend		Plan District Boundaries		Miscellaneous Boundaries	
	Mixed Use Areas		Commercial		Springfield City Limits
	Low Density Residential		Major Retail Centers		Existing Parcels
	Medium Density Residential		Heavy Industrial		Subject Site
			Light Medium Industrial		
			Campus Industrial		
			Parks and Open Space		

Job # 0609  
 Date: 12/20/06  
 Drawn: MH  
 Checked: RS  
 Revised:

**The Villages at Marcola Meadows**  
**Existing Metro Plan Diagram**

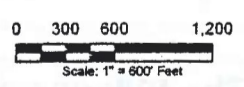
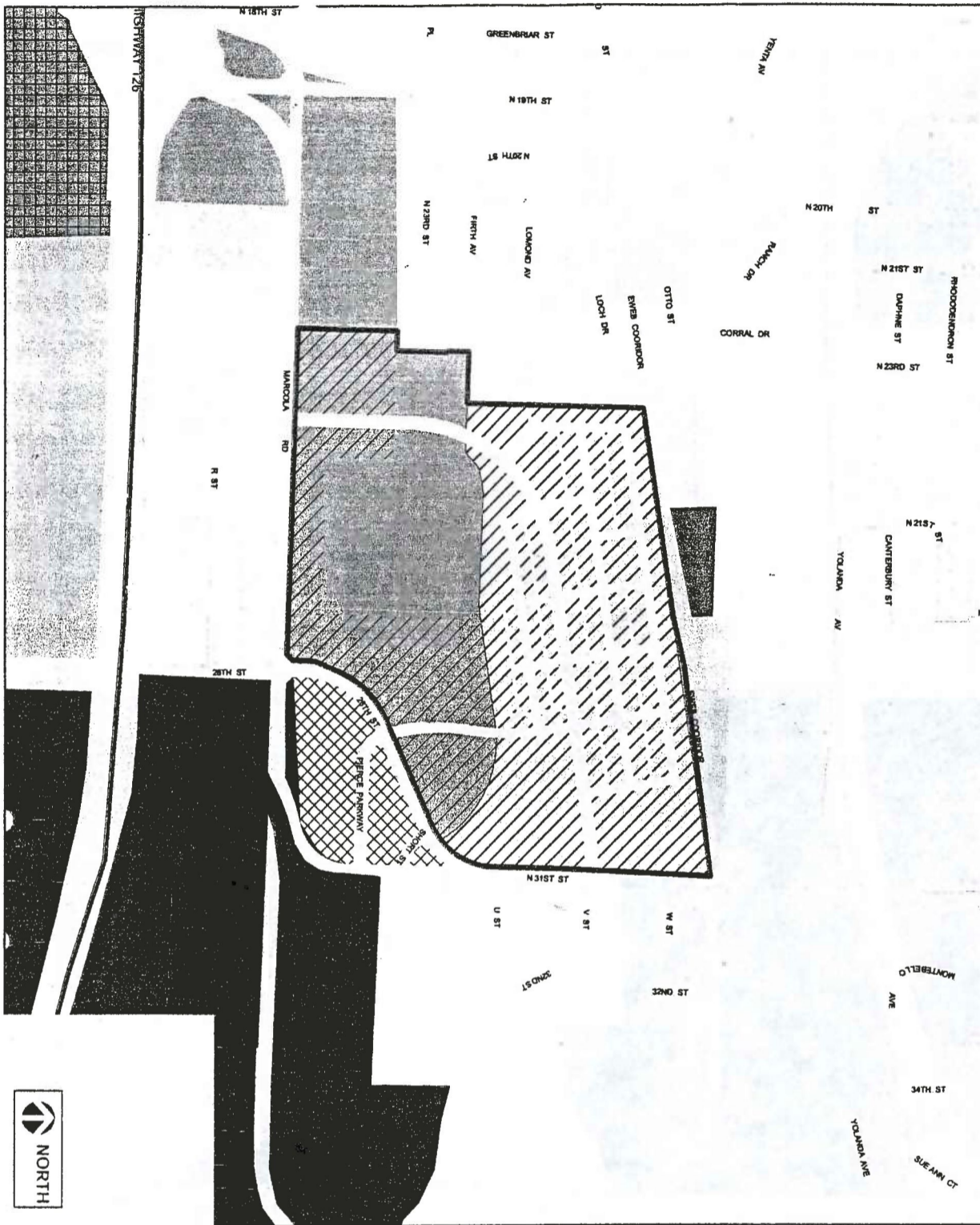


EXHIBIT 3



Legend			Plan District Boundaries		Miscellaneous Boundaries		
	Nodal Development Area		Commercial		Light Medium Industrial		Springfield City Limits
	Low Density Residential		Major Retail Centers		Campus Industrial		Existing Parcels
	Medium Density Residential		Heavy Industrial		Parks and Open Space		Subject Site

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

**The Villages at Marcola Meadows**  
**Proposed Metro Plan Diagram**

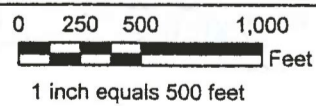
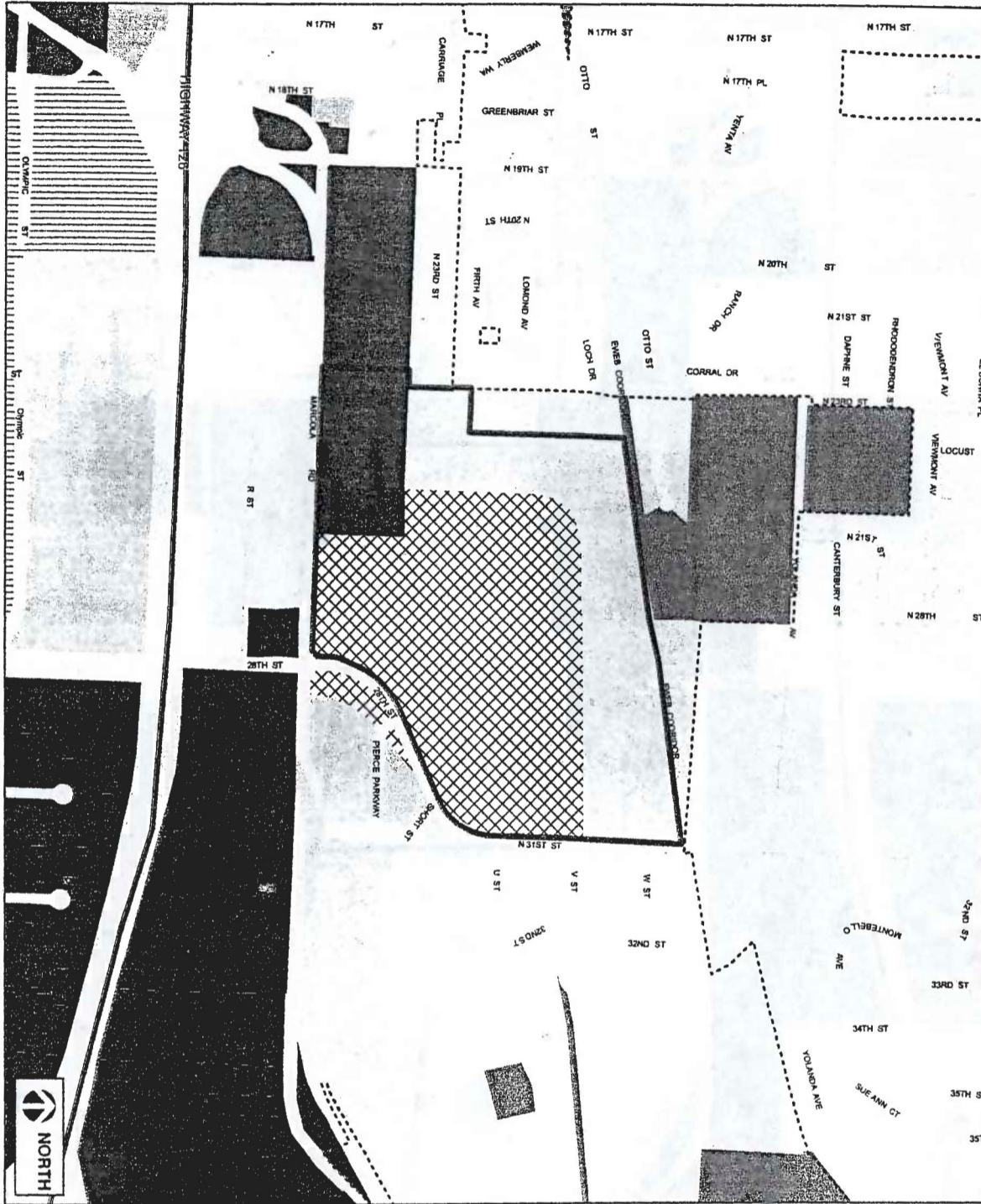


EXHIBIT 4



Legend		Zoning District Boundaries		Miscellaneous Boundaries	
	High Density Residential		Community Commercial		Springfield City Limits
	Medium Density Residential		Major Retail Commercial		Existing Parcels
	Low Density Residential		Mixed Use Commercial		Subject Site
	Mixed Use Residential		Neighborhood Commercial		
					Heavy Industrial
					Public Land & Open Space

Job # 0809  
 Date: 12/20/06  
 Drawn: MH  
 Checked: RS  
 Revised:

**The Villages at Marcola Meadows**  
**Existing Zoning**

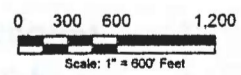
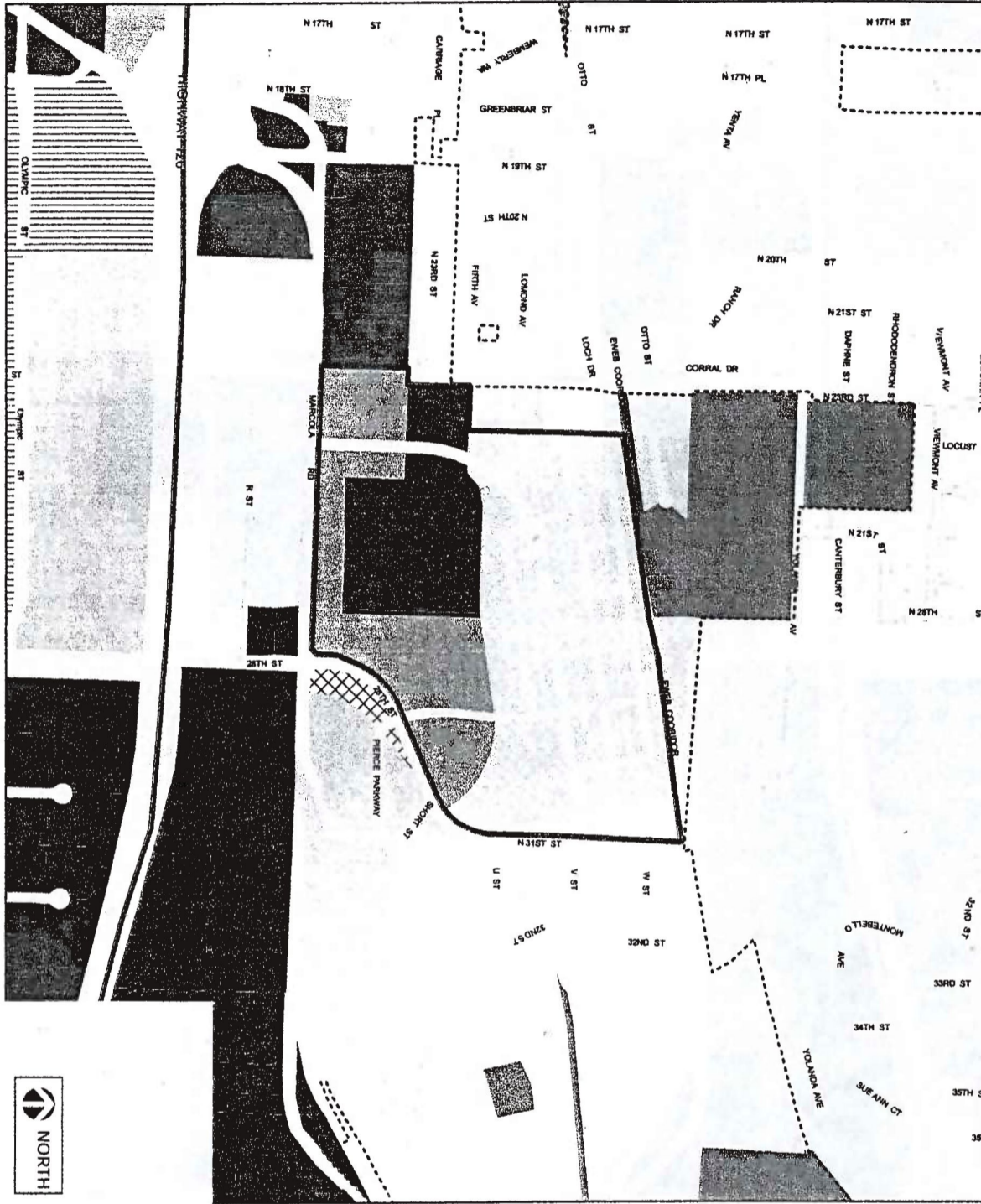


EXHIBIT 5



**Legend**

Zoning District Boundaries			Miscellaneous Boundaries
	High Density Residential		Community Commercial
	Medium Density Residential		Major Retail Commercial
	Low Density Residential		Mixed Use Commercial
	Mixed Use Residential		Neighborhood Commercial
			Light Medium Industrial
			Campus Industrial
			Heavy Industrial
			Public Land & Open Space
			Springfield City Limits
			Existing Parcels
			Subject Site

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

**The Villages at Marcola Meadows  
 Proposed Zoning**

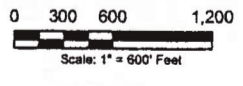


EXHIBIT 6



**ATTACHMENT 3**

**Legal Description for the Zoning map Amendment**

**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.

K & D ENGINEERING, Inc.

*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.

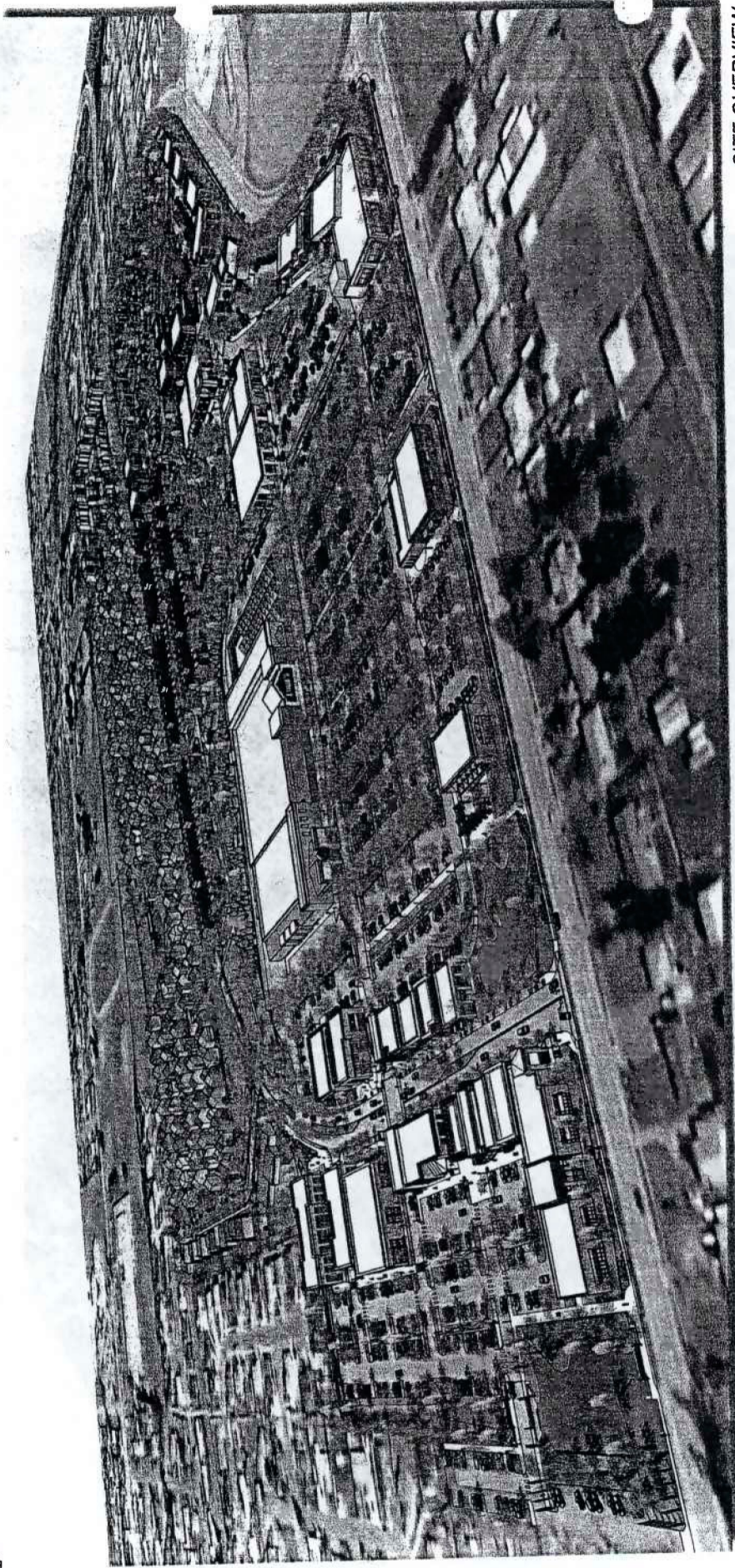
ALSO EXCEPT Marcola Road Industrial Park, as platted and recorded in File 75, Slides 897, 898 and 899, Lane County Plat Records, Lane County, Oregon.

**ATTACHMENT 4**

**The Preliminary Plan Illustration (a rendering of the proposed Master Plan)**



THE VILLAGES AT MARCOLA MEADOWS

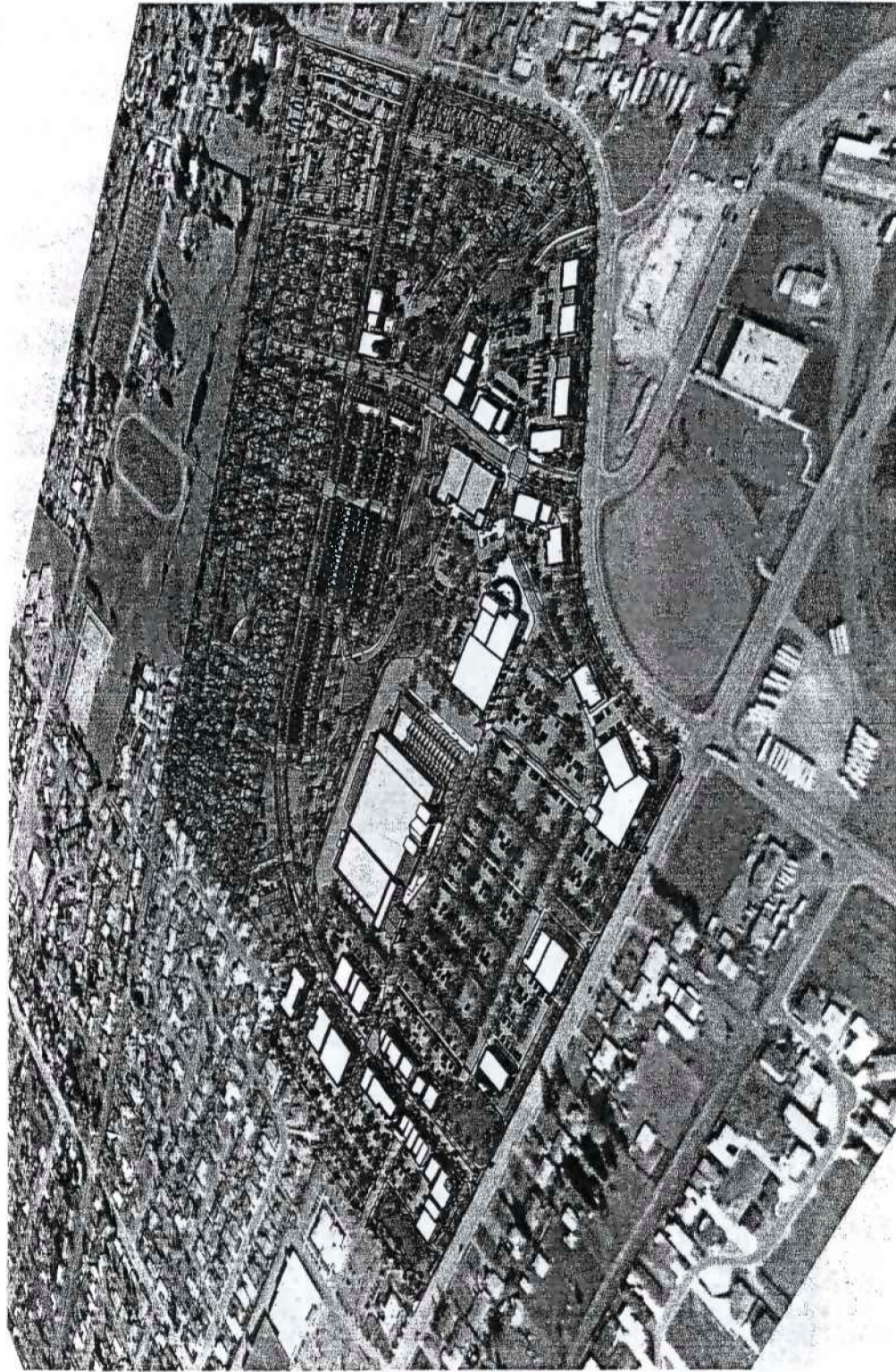


SITE OVERVIEW



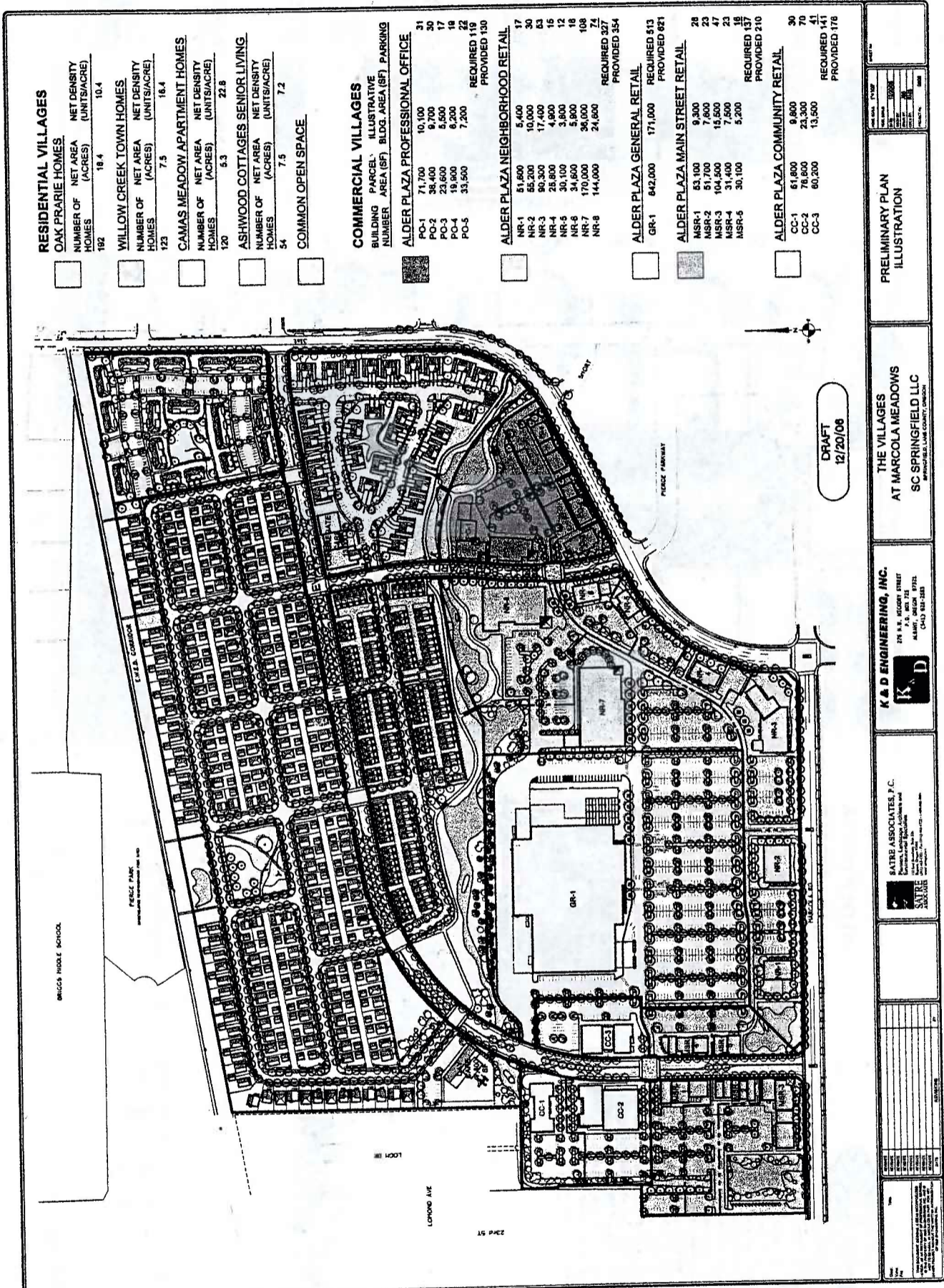


**THE VILLAGES AT MARCOLA MEADOWS**



**SITE OVERVIEW 2**





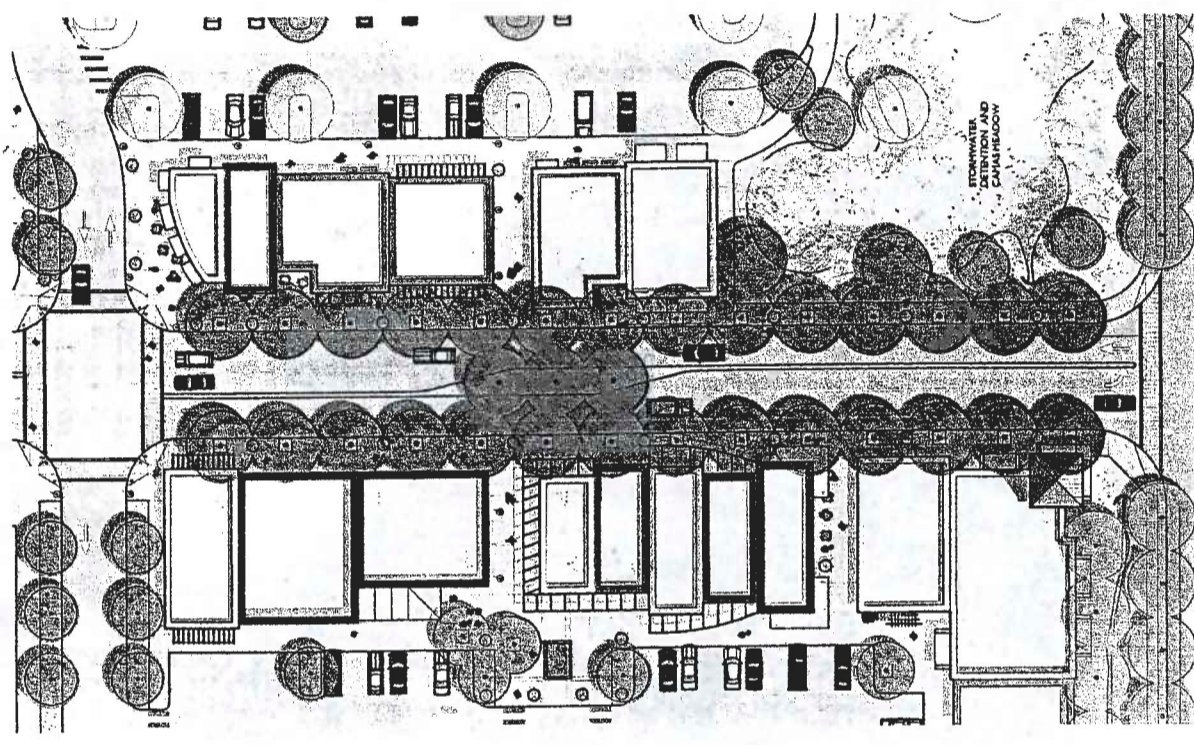
RESIDENTIAL VILLAGES		
<b>OAK PRARIE HOMES</b>		
NUMBER OF HOMES	NET AREA (ACRES)	NET DENSITY (UNITS/ACRE)
182	18.4	10.4
<b>WILLOW CREEK TOWN HOMES</b>		
NUMBER OF HOMES	NET AREA (ACRES)	NET DENSITY (UNITS/ACRE)
123	7.5	18.4
<b>CAMAS MEADOW APARTMENT HOMES</b>		
NUMBER OF HOMES	NET AREA (ACRES)	NET DENSITY (UNITS/ACRE)
120	5.3	22.8
<b>ASHWOOD COTTAGES SENIOR LIVING</b>		
NUMBER OF HOMES	NET AREA (ACRES)	NET DENSITY (UNITS/ACRE)
54	7.5	7.2
COMMON OPEN SPACE		
<b>COMMERCIAL VILLAGES</b>		
BUILDING NUMBER	PARCEL ILLUSTRATIVE AREA (SF)	BLDG. AREA (SF)
<b>ALDER PLAZA PROFESSIONAL OFFICE</b>		
PO-1	71,700	10,100
PO-2	38,400	9,700
PO-3	23,600	5,500
PO-4	19,900	6,200
PO-5	33,500	7,200
REQUIRED 119 PROVIDED 130		
<b>ALDER PLAZA NEIGHBORHOOD RETAIL</b>		
NR-1	51,600	5,400
NR-2	55,200	10,000
NR-3	90,300	17,400
NR-4	28,800	4,900
NR-5	30,100	3,800
NR-6	34,600	5,800
NR-7	170,000	30,000
NR-8	144,000	24,000
REQUIRED 327 PROVIDED 354		
<b>ALDER PLAZA GENERAL RETAIL</b>		
GR-1	842,000	171,000
REQUIRED 513 PROVIDED 621		
<b>ALDER PLAZA MAIN STREET RETAIL</b>		
MSR-1	53,100	9,300
MSR-2	51,700	7,800
MSR-3	104,500	15,500
MSR-4	31,400	7,500
MSR-5	30,100	5,200
REQUIRED 137 PROVIDED 210		
<b>ALDER PLAZA COMMUNITY RETAIL</b>		
CC-1	51,600	9,800
CC-2	78,600	23,300
CC-3	60,200	13,500
REQUIRED 141 PROVIDED 176		

DRAFT  
12/20/08

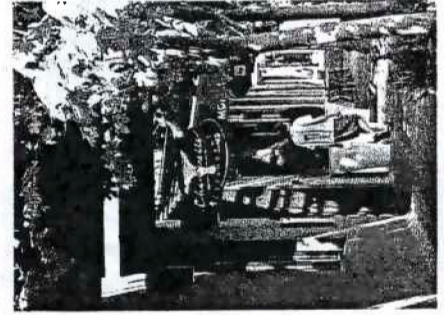
<b>K &amp; D ENGINEERING, INC.</b> 276 N.E. MCCOY STREET SUITE 100 MARCOLA, OHIO 43031-2325 (614) 882-2325		<b>THE VILLAGES AT MARCOLA MEADOWS</b> AT MARCOLA MEADOWS SC SPRINGFIELD LLC <small>MEMBERSHIP INTERESTS</small>	<b>PRELIMINARY PLAN</b> <b>ILLUSTRATION</b>
<b>ASTRE ASSOCIATES, P.C.</b> 10000 W. 10TH AVENUE SUITE 100 DENVER, CO 80202 (303) 733-1000			

- RED OAK TREES
- CAMAS MEADOW
- ARTICULATED RETAIL FACADES
- WOOD SLATTED BENCHES
- PLANTERS
- TABLES AND CHAIRS
- METALLIC GRAY STREET LIGHTS
- SCORED CONCRETE SIDE WALKS
- UNIT PAVERS AT CROSSWALKS

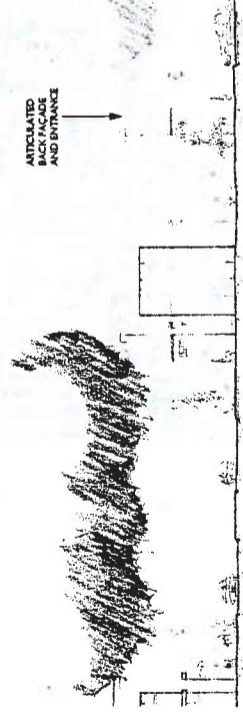
MARCOLA MEADOWS  
ALDER PLAZA MAIN STREET



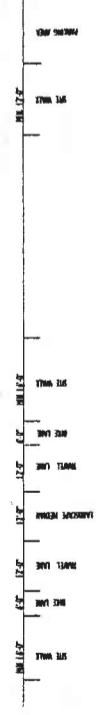
ALDER PLAZA  
MAIN STREET



Main Street at Marcola Meadows is a vibrant bustling pedestrian friendly shopping environment. Front facades are architecturally articulated with windows, canopies, wall mounted lights and hanging signs. Tall crowning street trees provide an intimate scale. Wide sidewalks are furnished with attractive planters, benches and water features. Window shopping is encouraged. Small terraces and plazas are located on building corners. The backsides of the retail buildings also have windows and facade articulation, and provide a secondary entrance from the parking area into the shops. Walkways from residential areas connect directly into the Main Street area.



ARTICULATED BACKFACADE AND ENTRANCE

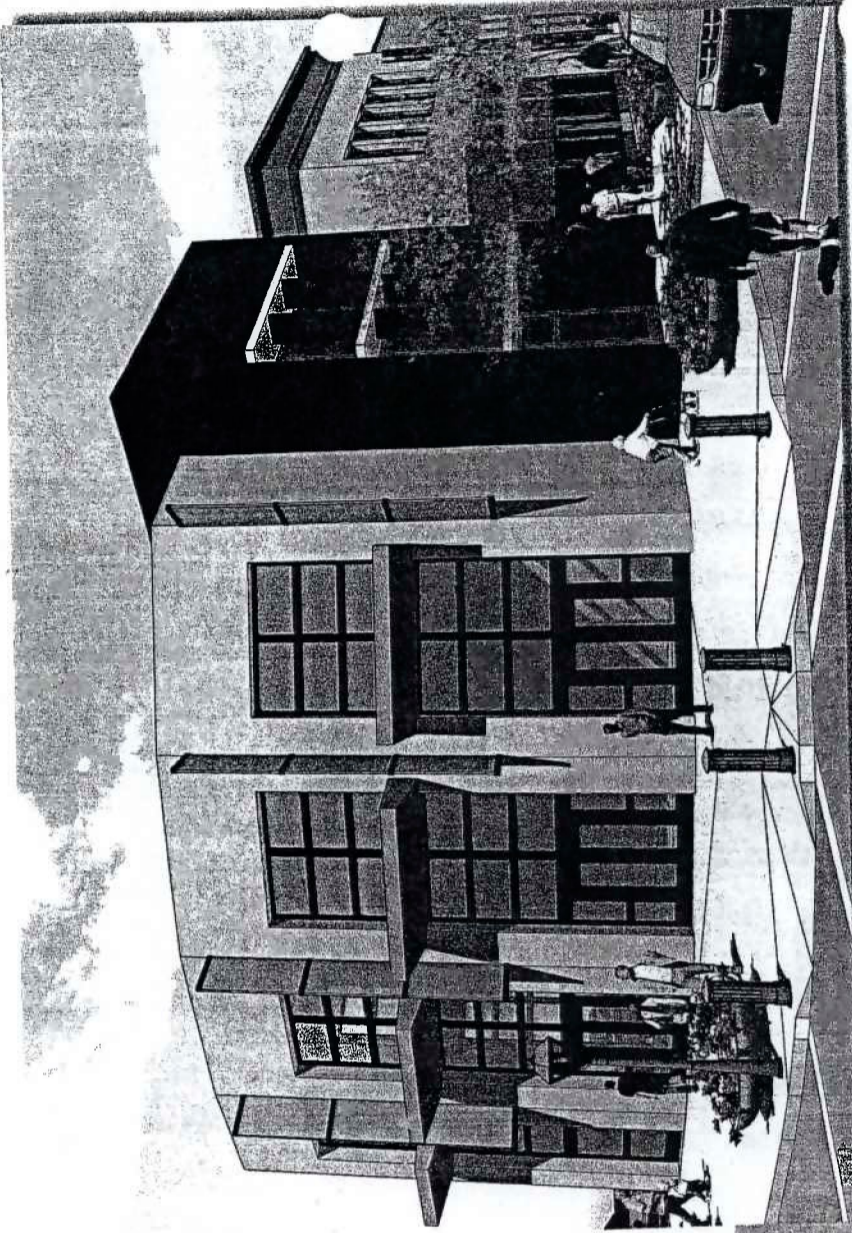
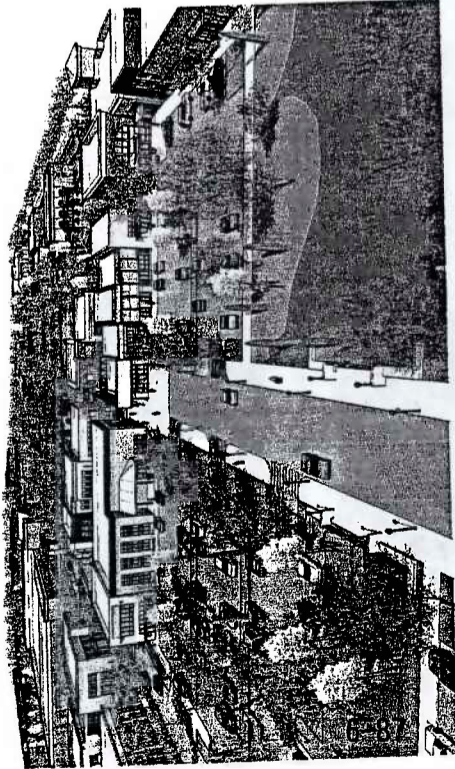


TYPICAL MAINSTREET SECTION

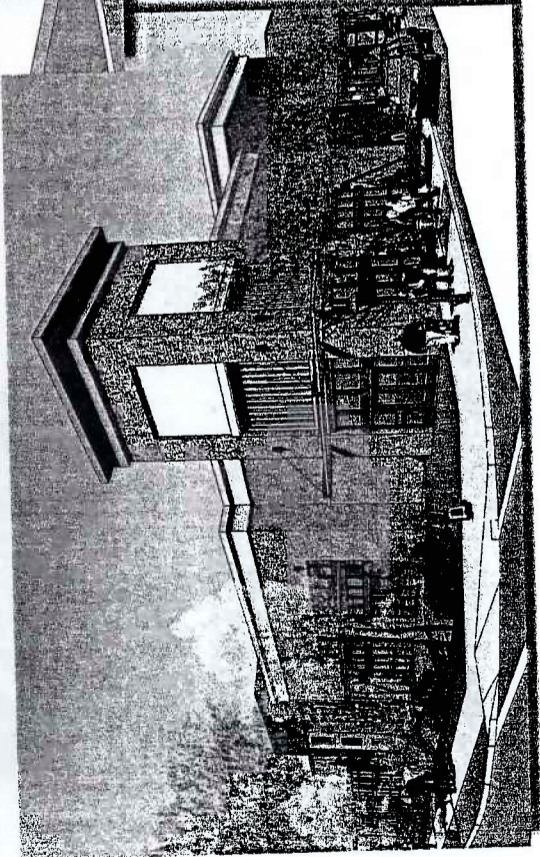
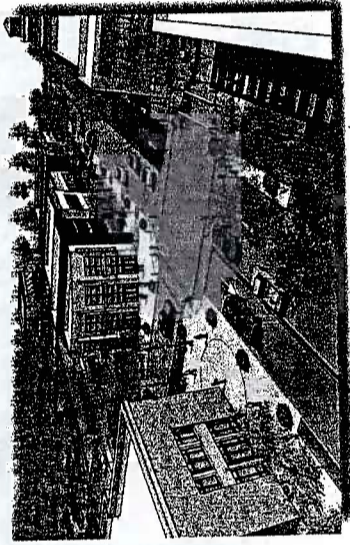




ALDER PLAZA  
MAIN STREET



MARCOLA MEADOWS  
ALDER PLAZA  
MAIN STREET



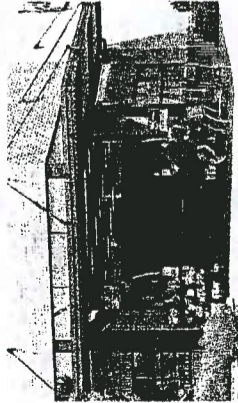
Waterbury State  
ARCHITECTS

SATRE



## ALDER PLAZA COMMUNITY RETAIL

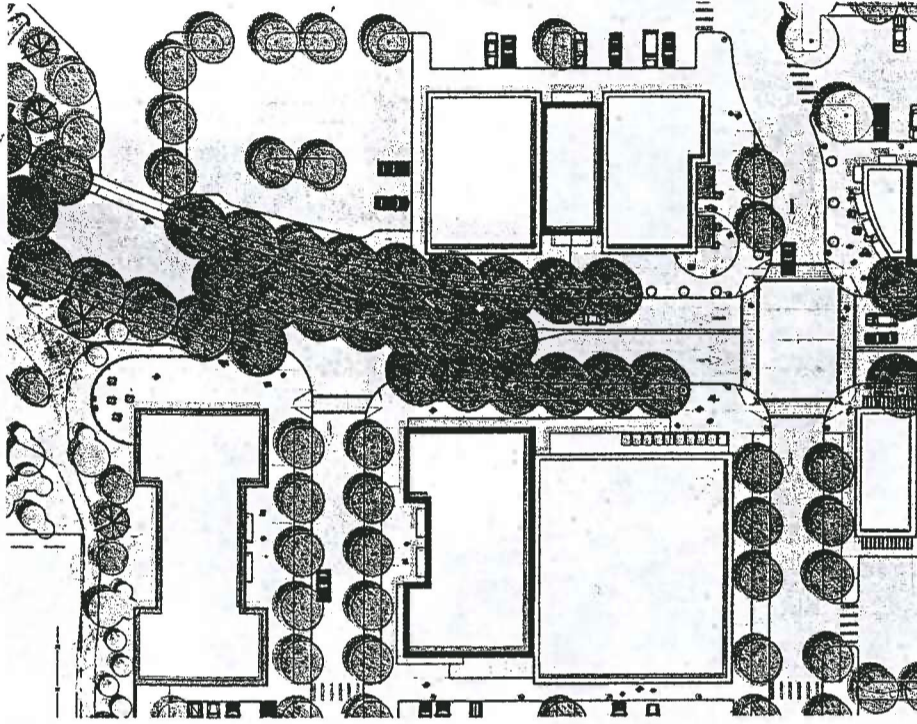
The street profile seamlessly continues from Main Street to the community retail area with buildings lining the street. Parking is not allowed between buildings and Martin Boulevard but is located either at the back or the sides of the retail buildings. Building facades are articulated on all visible sides including along Willow Creek. Buildings that border on Willow Creek have outdoor seating areas that overlook this central green area.



COMMUNITY RETAIL BUILDING WITH FAÇADE ARTICULATION



OUTDOOR SEATING ALONG WILLOW CREEK



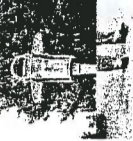
RED OAK TREES



TABLES AND CHAIRS



METALLIC/GRAY STREET LIGHTS



SCORED CONCRETE SIDE WALKS



UNIT PAVERS AT CROSSWALKS

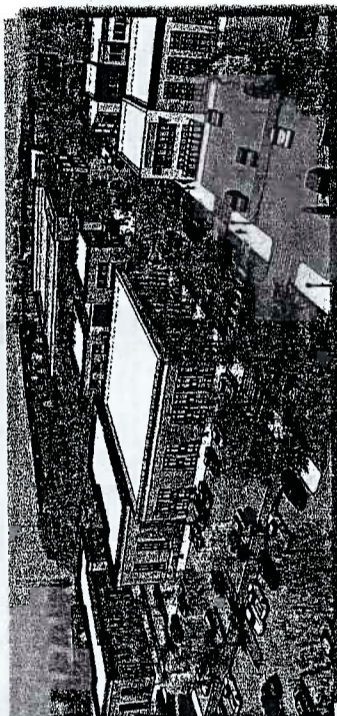
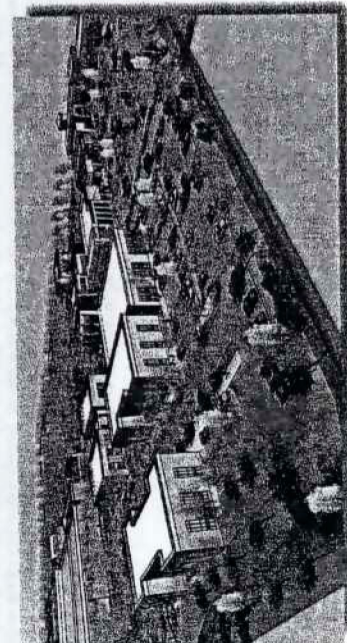
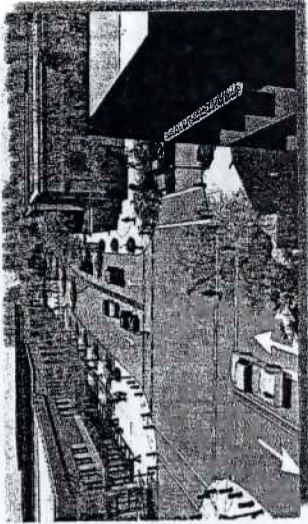
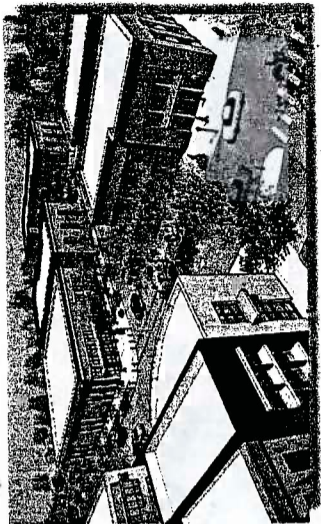
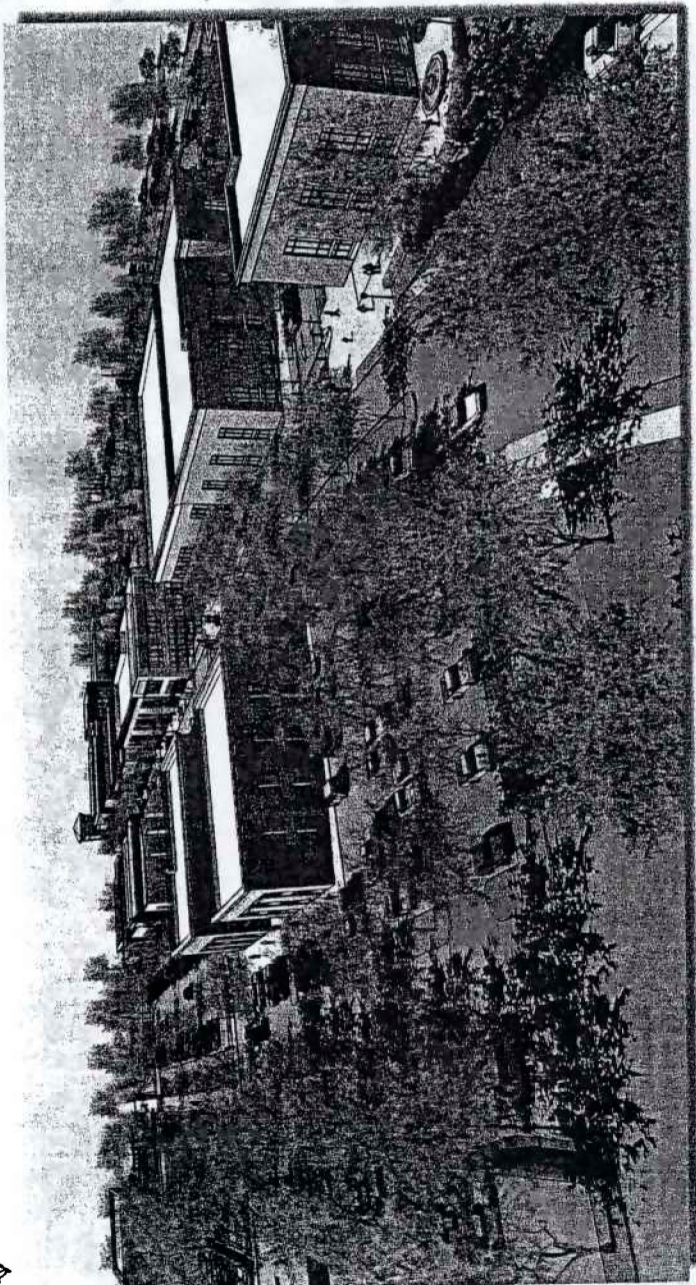


MARCOLA MEADOWS  
ALDER PLAZA  
COMMUNITY RETAIL





ALDER PLAZA  
COMMUNITY RETAIL



MARCOLA MEADOWS  
ALDER PLAZA  
COMMUNITY RETAIL

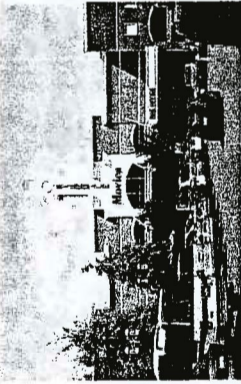




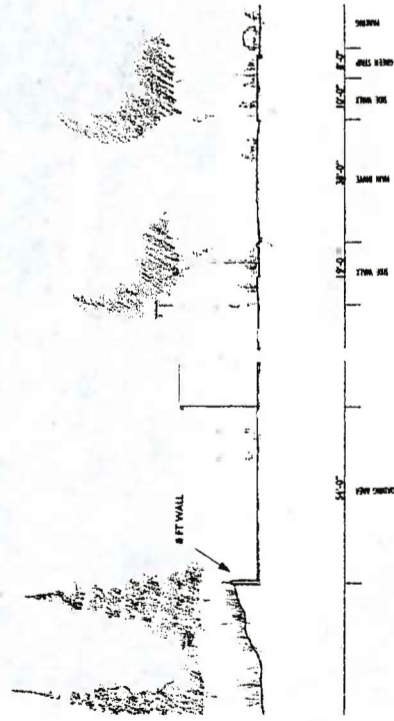
## ALDER PLAZA GENERAL RETAIL

The general retail building of Alder shopping plaza has an architecturally articulated facade and a large percentage of ground-floor windows. Thus the building provides interest at the pedestrian scale. Together with the "back sides" of Main Street shops and the neighborhood retail buildings the general retail facade creates a clearly defined, pedestrian scaled edge around a carefully designed parking area. This parking plaza has filtered shade provided by the airy crowns of Ash and Alder trees. In addition the parking area is spatially divided in sections by bioswales with native grasses and flowering wetland plants. Along the general retail building a drive is designed as a pedestrian-friendly street. The drive has side walks on either side and canopy trees with airy crowns. At the back of the general retail building the loading area is entirely screened from the neighborhoods to the north by an eight foot high wall and contoured banks of Willow Creek.

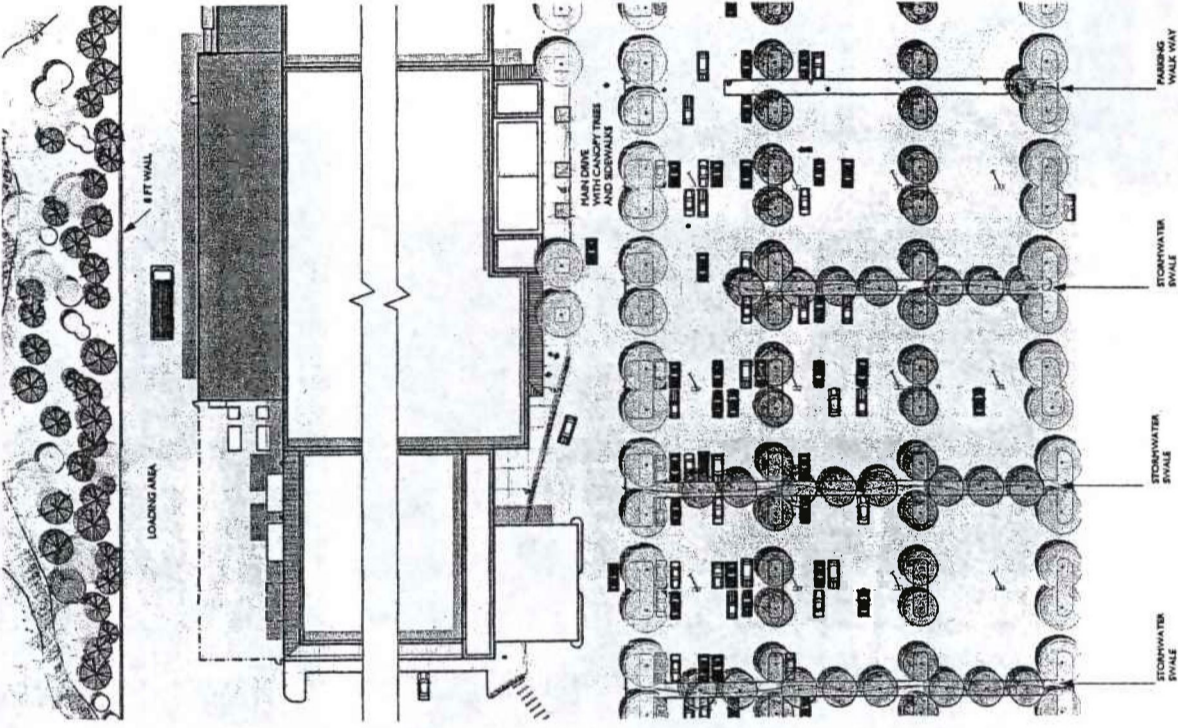
The combination of these unique solutions makes it possible for a large general retail building to fit in a pedestrian oriented neighborhood in a seamless and unobtrusive manner.



EXAMPLE OF A LARGE FACADE WITH ARTICULATION



TYPICAL SECTION THROUGH GENERAL RETAIL BUILDING AND SHOPPING STREET



ASH TREES

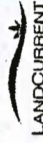
RED ALDER TREES

BIO SWALES

METALLIC/ GRAY  
STREET LIGHTS

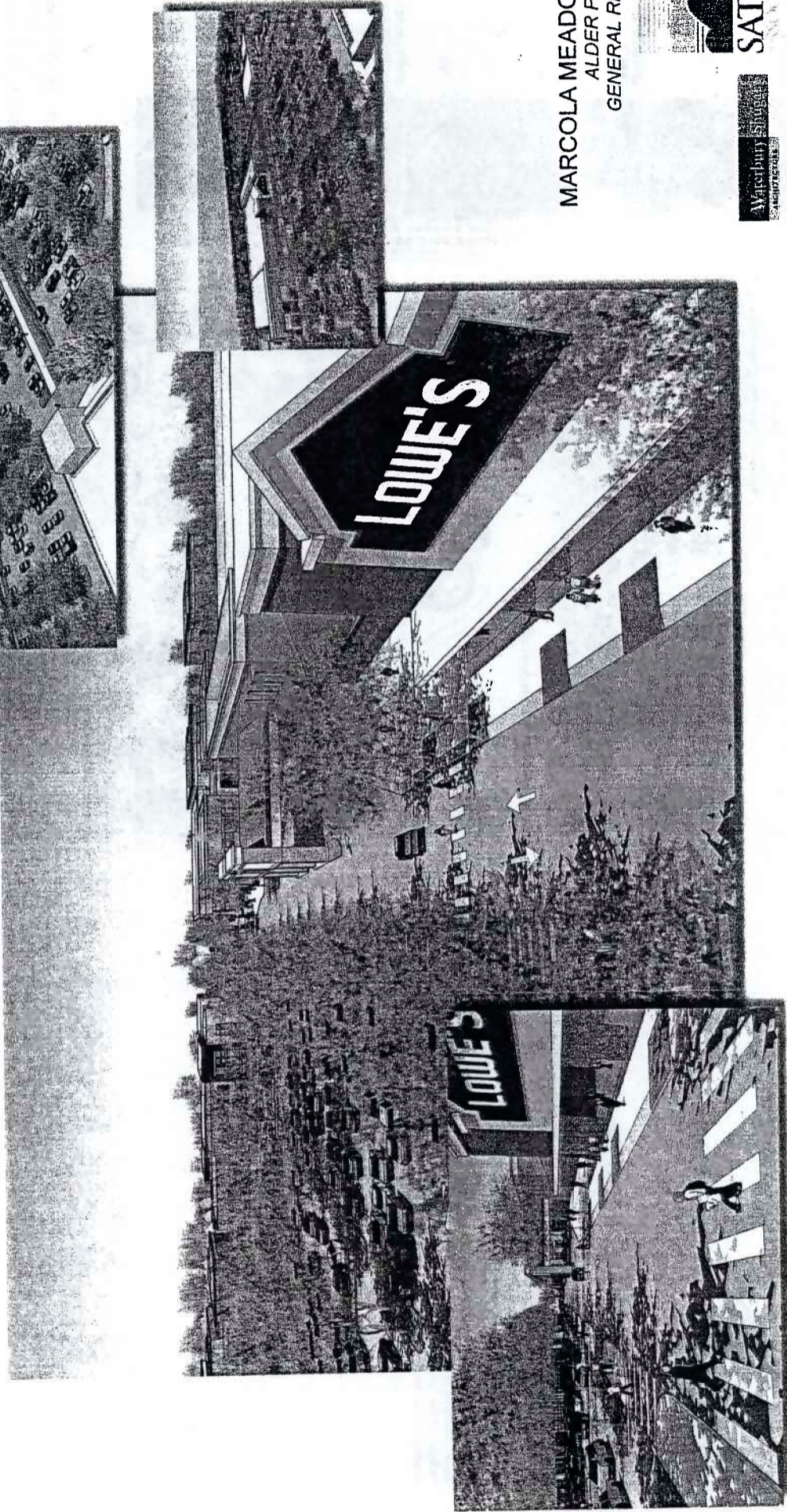
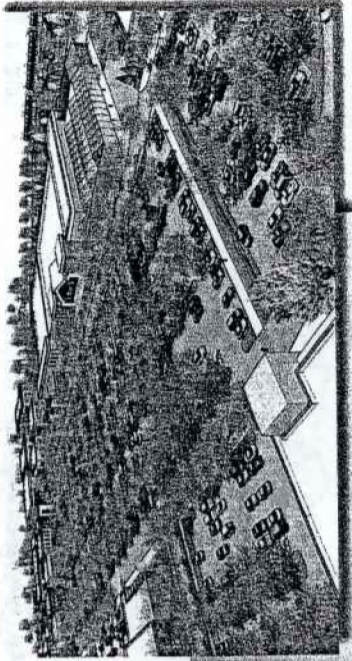
METALLIC/ GRAY  
TALL PARKING  
AREA LIGHTS

MARCOLA MEADOWS  
ALDER PLAZA GENERAL RETAIL





ALDER PLAZA  
GENERAL RETAIL



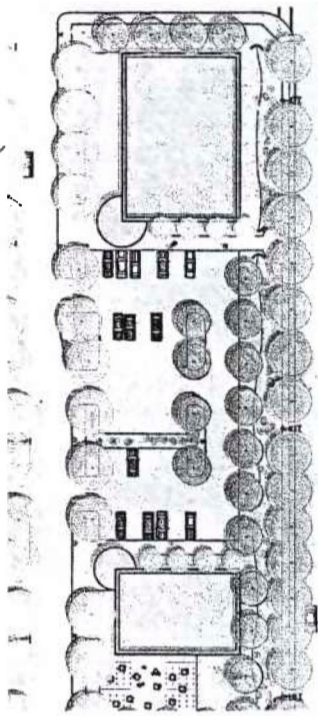
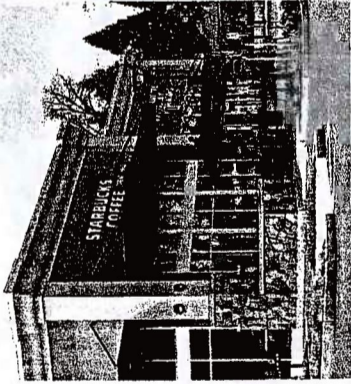
MARCOLA MEADOWS  
ALDER PLAZA  
GENERAL RETAIL



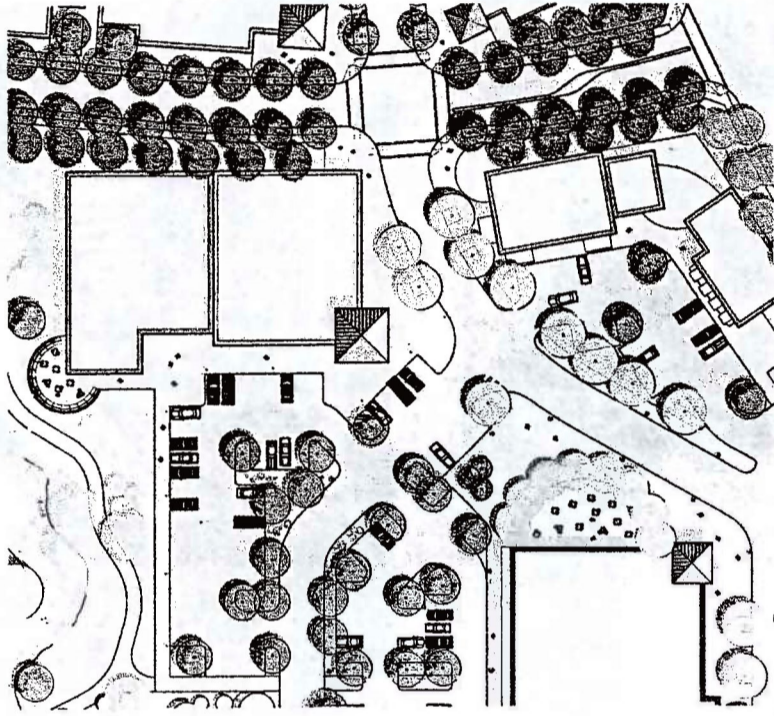


## ALDER PLAZA NEIGHBORHOOD RETAIL

The neighborhood retail buildings surround Alder Plaza along Marcola Road and Martin Boulevard. Parking is never located between these streets and the neighborhood retail buildings. Instead buildings are located along the streets and define the shopping environment. Corners at driveways and roads are also vertically defined by a building. In addition evergreen shrubs and ornamental grasses screen parking areas along Marcola Road. Outdoor seating areas overlooking Willow Creek are incorporated where buildings border on the creek area.



NEIGHBORHOOD RETAIL ALONG MARCOLA ROAD



NEIGHBORHOOD RETAIL ALONG MARCOLA ROAD AND BELL BOULEVARD



ASH TREES

ORNAMENTAL GRASSES

LOW EVERGREEN PARKING SCREEN

METALLIC/GRAY STREET LIGHTS

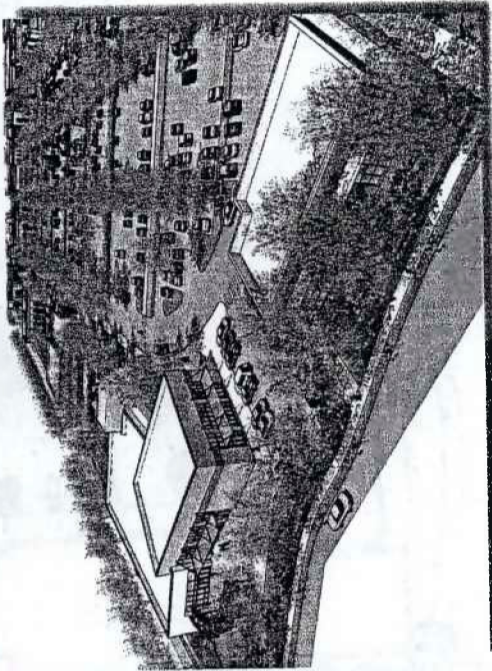
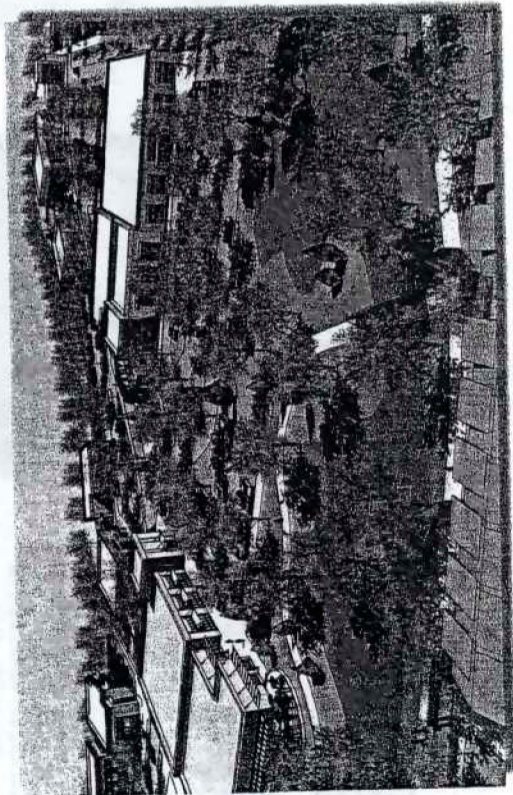
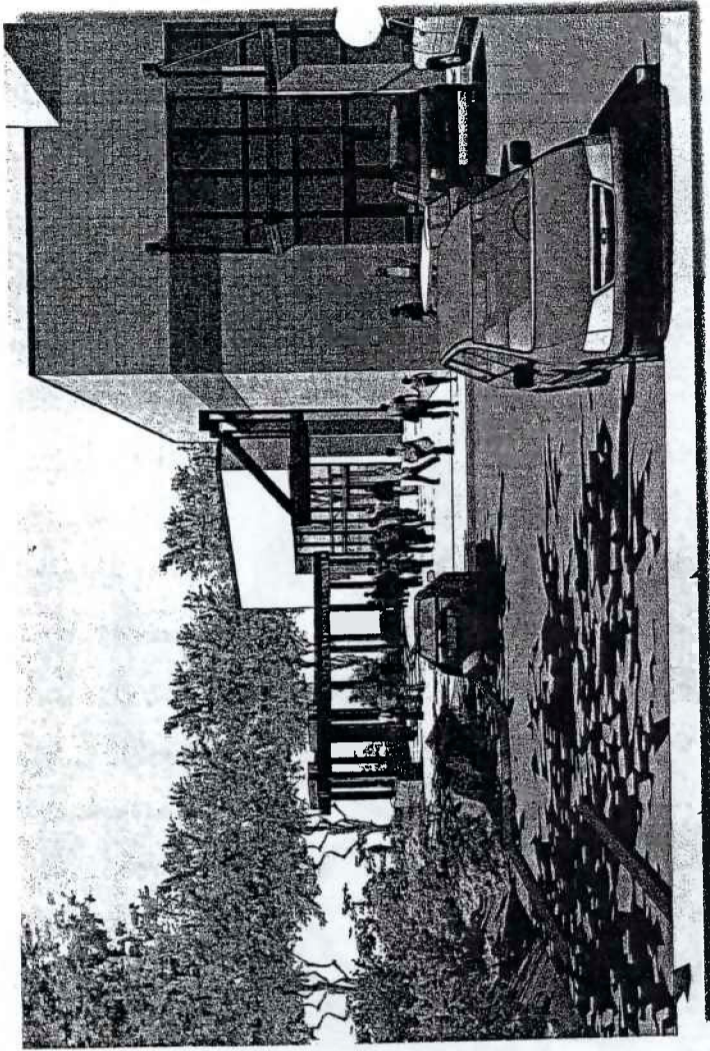
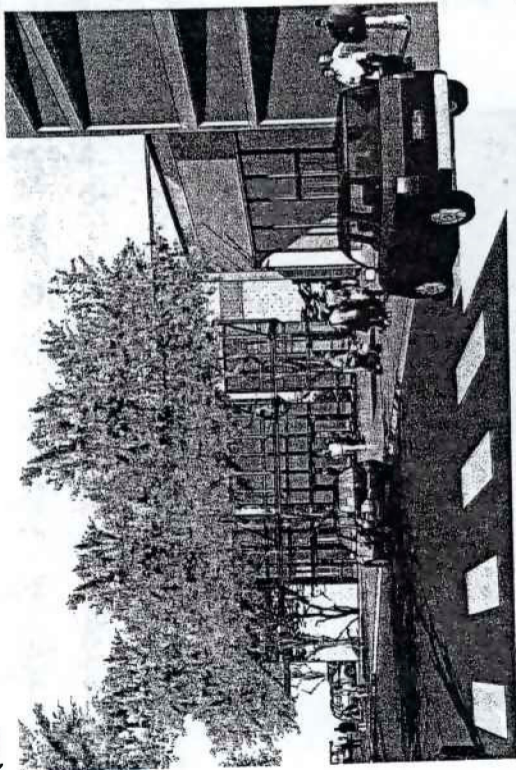
MARCOLA MEADOWS  
ALDER PLAZA  
NEIGHBORHOOD RETAIL



LANDCURRENT



ALDER PLAZA  
NEIGHBORHOOD RETAIL

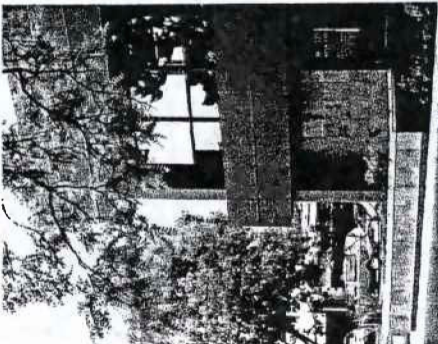


MARCOLA MEADOWS  
ALDER PLAZA  
NEIGHBORHOOD RETAIL

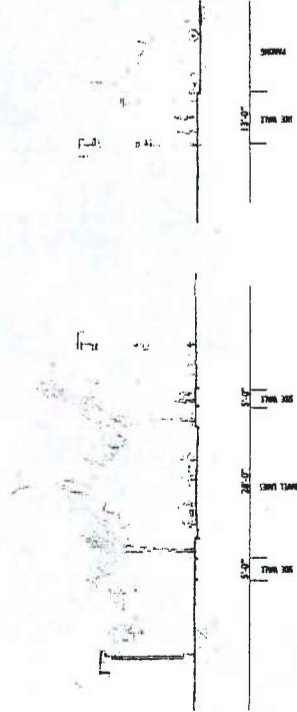




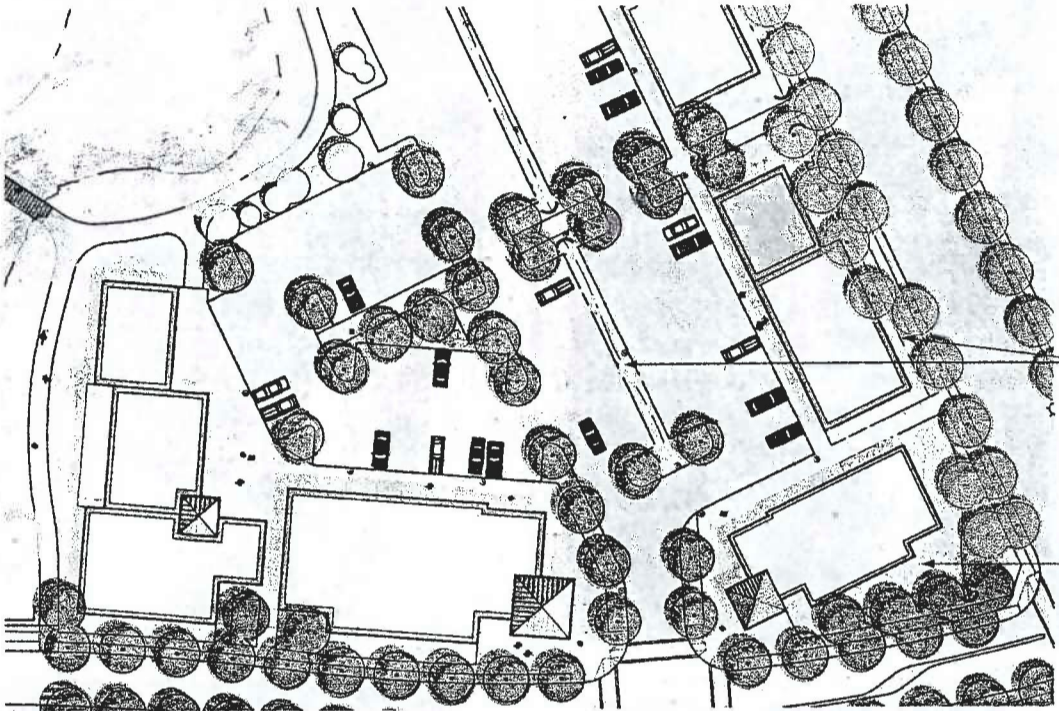
**ALDER PLAZA  
PROFESSIONAL OFFICE**



Professional Offices define Marcola Road and Belle Boulevard. The offices have articulated facades with a large percentage of windows on all visible building sides. Parking is arranged at the "back" of the buildings and thus screened from the surrounding streets. Along Willow Creek offices have windows and optional outdoor seating areas that look out over this green environment. Pedestrian walkways surround and connect the buildings. The walkways conveniently connect to the sidewalks along Belle Boulevard and the multi-use path along Willow Creek.



TYPICAL SECTION THROUGH BELLE BOULEVARD BUILDINGS HAVE WINDOWS AND ARCHITECTURAL ARTICULATIONS ON ALL FACADES



PLANTING BEDS WITH ORNAMENTAL GRASSES  
STONWATER RYALE WITH NATIVE SEDGE, BLUE GRASSES AND WILDFLOWERS

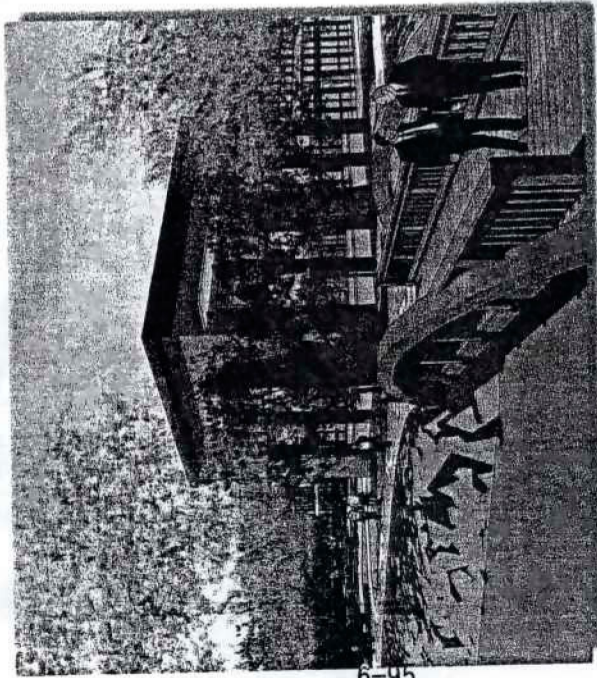
**MARCOLA MEADOWS  
ALDER PLAZA  
PROFESSIONAL OFFICE**



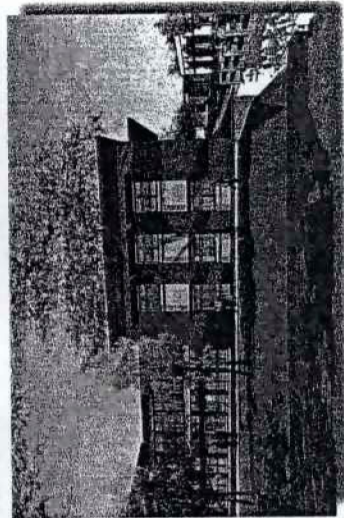
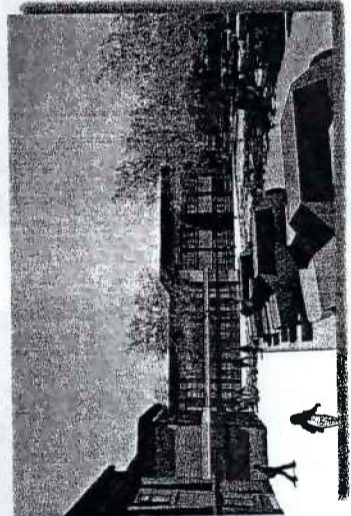
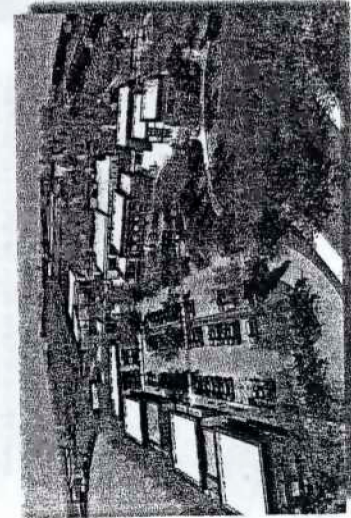
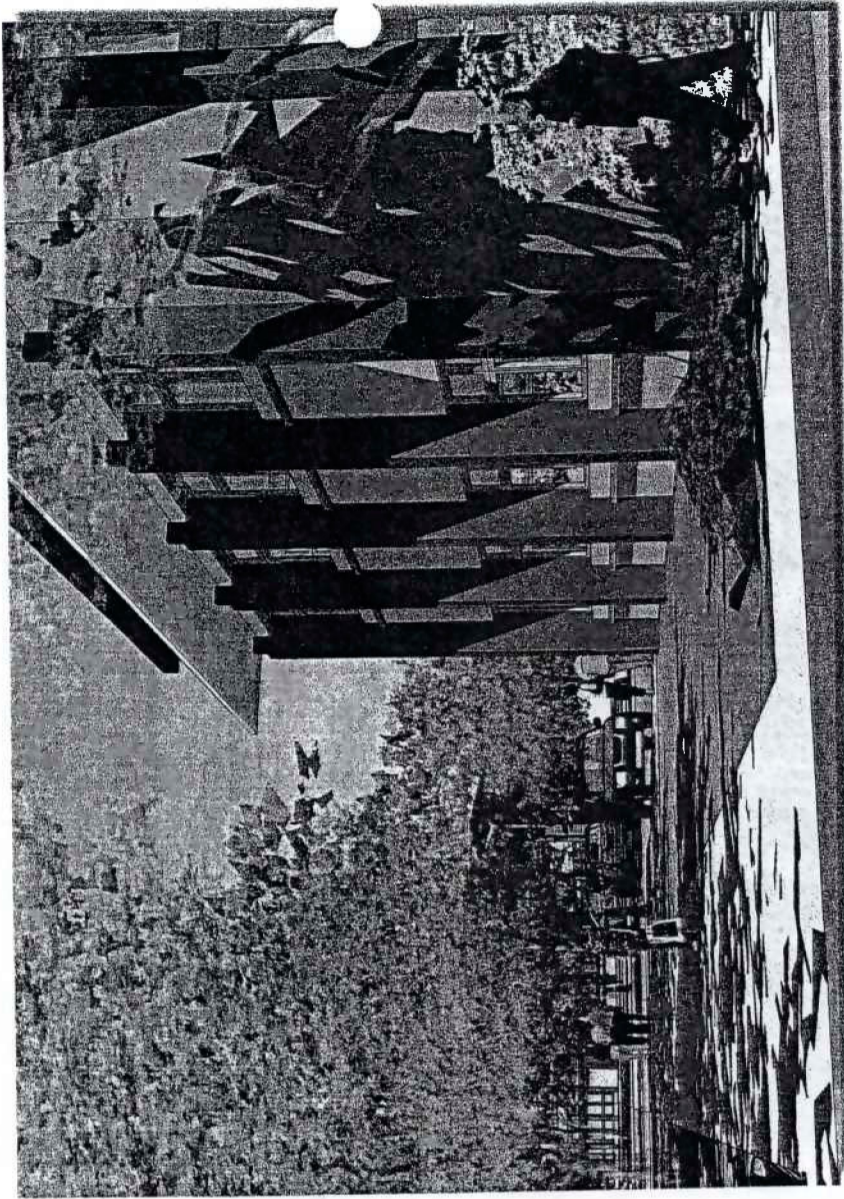




ALDER PLAZA  
PROFESSIONAL OFFICE



6-95

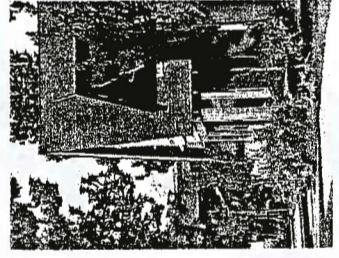


MARCOLA MEADOWS  
ALDER PLAZA  
PROFESSIONAL OFFICE

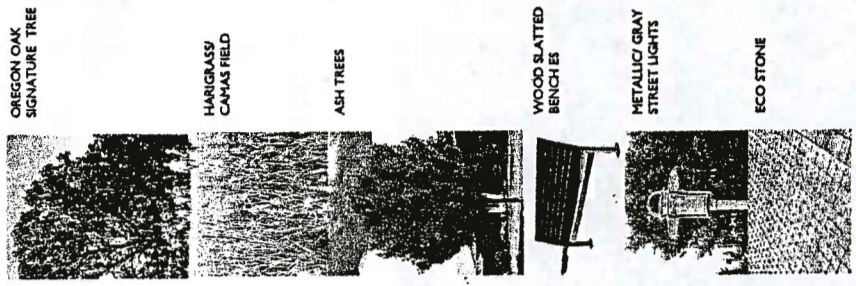




## OAK PRIARIE HOMES



At Oak Priarie Homes, single family homes are located on relatively small lots with limited setbacks. The streets are narrow and have on-street parking. Parking bays are paved differently from the street itself which make the streets seem even more intimate. Street trees are located in green strips, separating pedestrians and cars. Together these characteristics provide an intimate, safe, pedestrian friendly environment. Houses are vertically offset from the street by two or three steps. Garages are accessed from alley ways which further enhances the pedestrian friendly character of the village. A green square lies at the center of the village. It provides unprogrammed open space and a small play yard. The green square is connected to parkland to the north of Marcola Meadows. A tree-lined street with sidewalks and a stormwater swale connects the village and its green square to Willow Creek Townhomes village to the south.



OREGON OAK SIGNATURE TREE

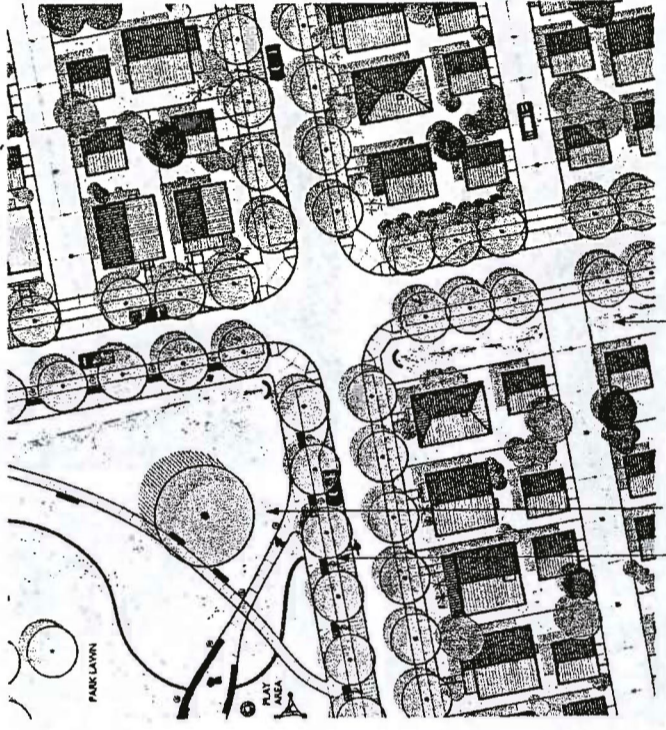
HARIGRASS/CANALS FIELD

ASH TREES

WOOD SLATTED BENCHES

METALLIC/GRAY STREET LIGHTS

ECO STONE



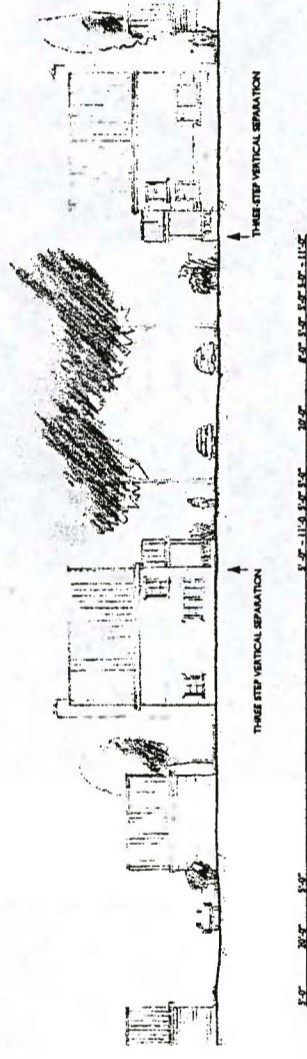
PARK LAWN

PLAY AREA

STORMWATER SWALE

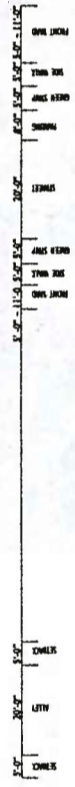
PARK AREA WITH SIGNATURE OREGON OAK IN A PATCH OF HARIGRASS AND CANALS

PARKING BAYS WITH ECO STONE

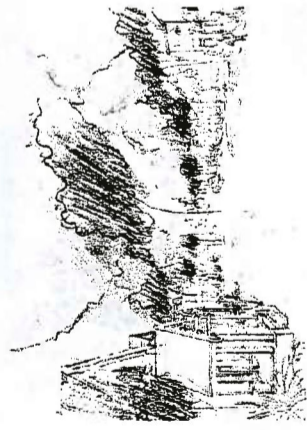


THREE STEP VERTICAL SEPARATION

THREE STEP VERTICAL SEPARATION



TYPICAL SECTION THROUGH SINGLE FAMILY HOMES VILLAGE



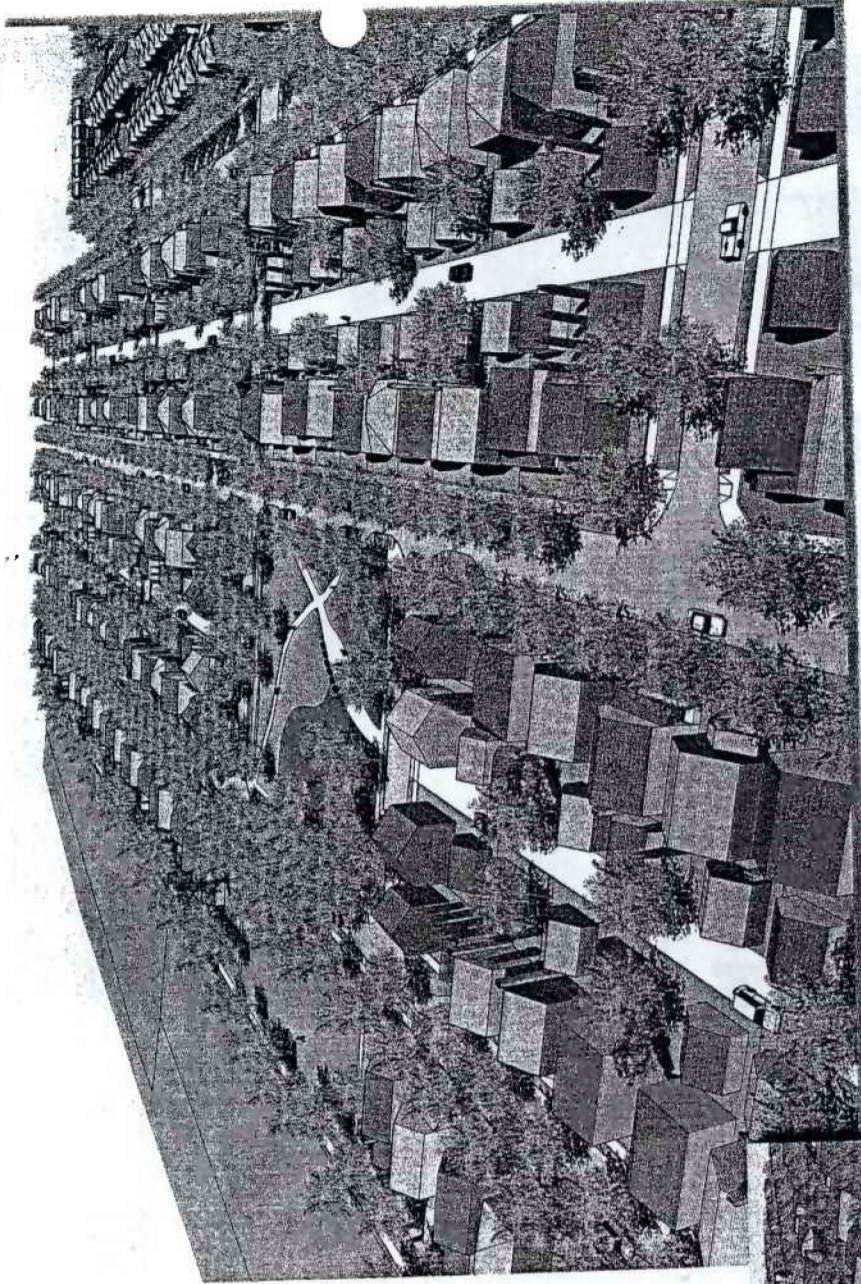
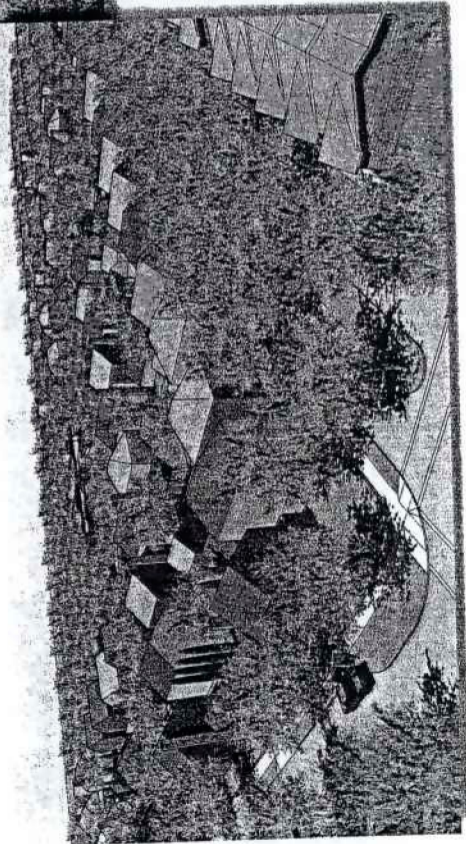
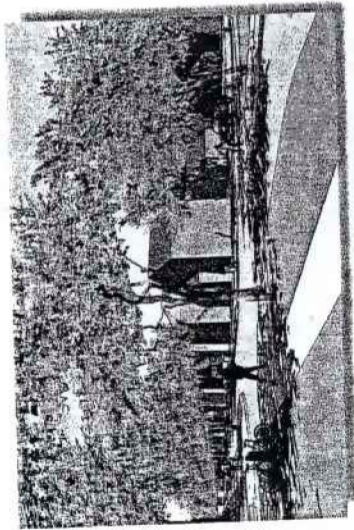
TYPICAL STREET IN THE SINGLE FAMILY VILLAGE

MARCOLA MEADOWS  
OAK PRIARIE HOMES

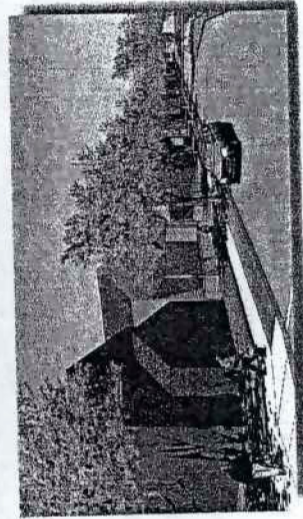




OAK PRARIE HOMES

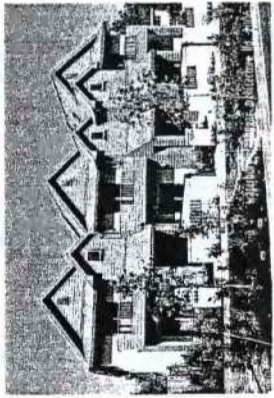


MARCOLA MEADOWS  
OAK PRARIE HOMES

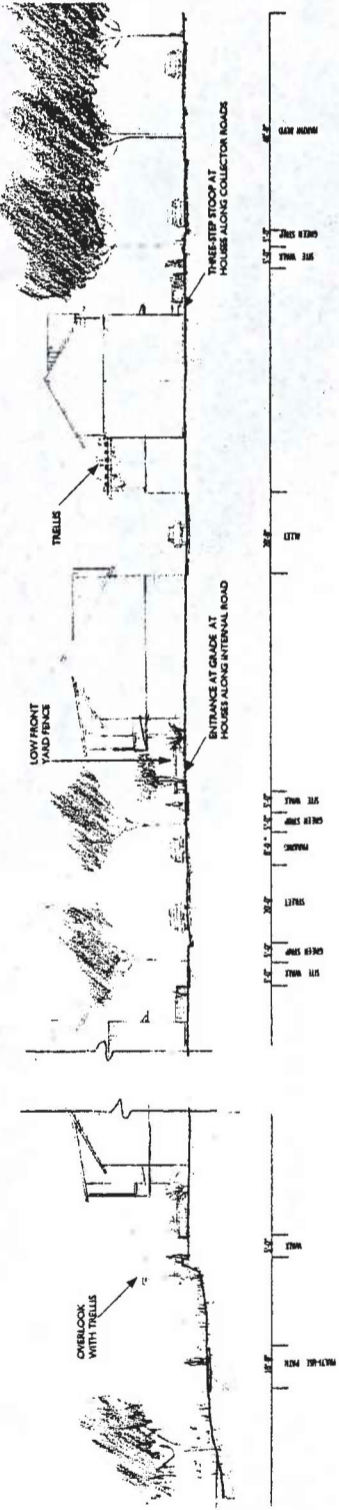
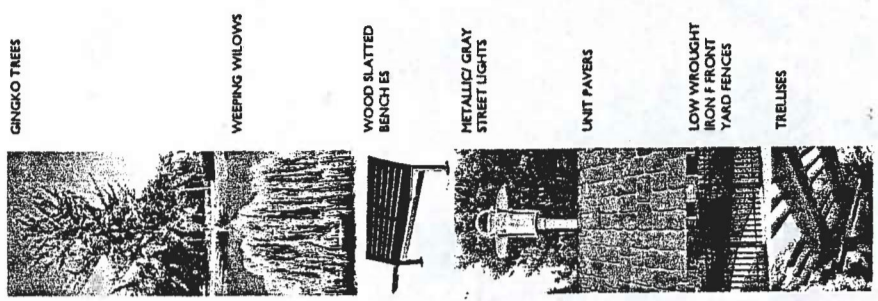




## WILLOW CREEK TOWNHOMES



Willow creek townhomes are located between Willow Creek and the main collector road. Streets have strong building edges. The townhomes have garages accessible from alley ways. Along Willow Creek the houses are set on a higher plinth with trellised promontories. Along the collector roads the first floors of the townhomes are vertically offset from the street level with three steps, while townhomes are accessed on grade from internal streets.



SECTION FROM WILLOW CREEK TO MARTIN BOULEVARD (MAIN COLLECTOR)

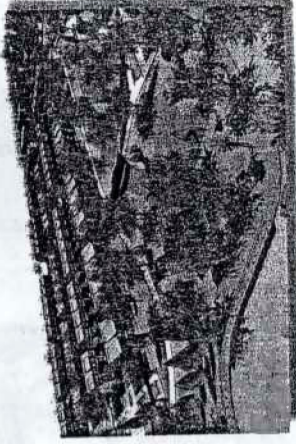
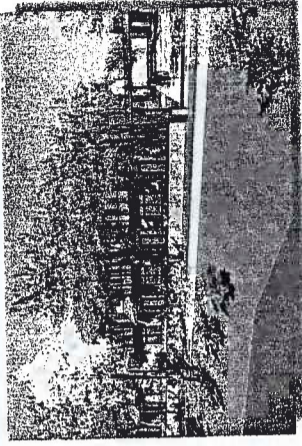
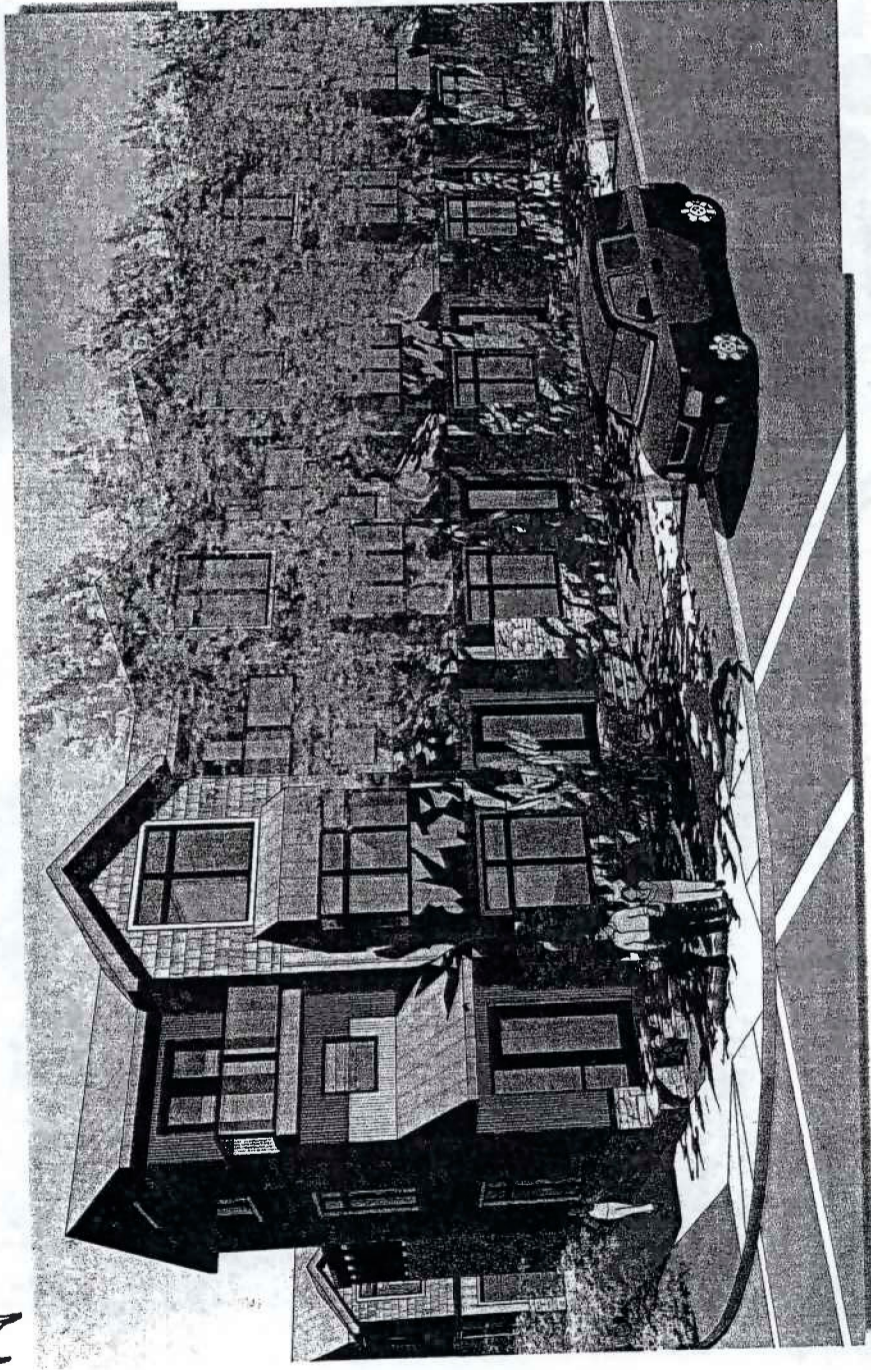
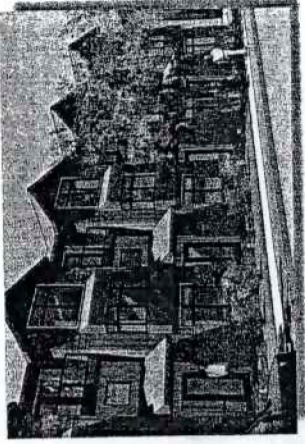
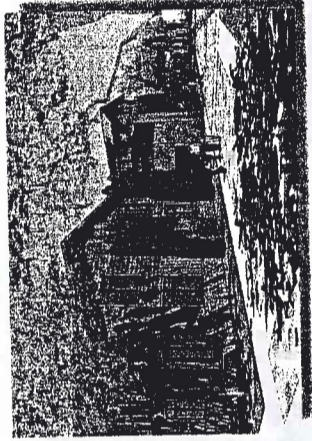
MARCOLA MEADOWS  
WILLOW CREEK TOWNHOMES

SATRE

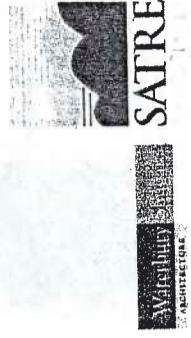
LANDCURRENT



WILLOW CREEK TOWNHOMES

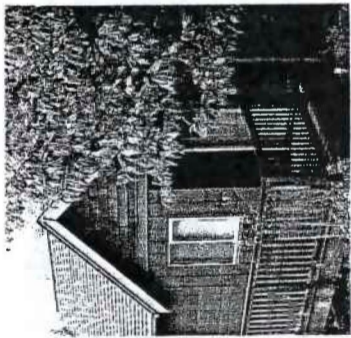


MARCOLA MEADOWS  
WILLOW CREEK TOWNHOMES

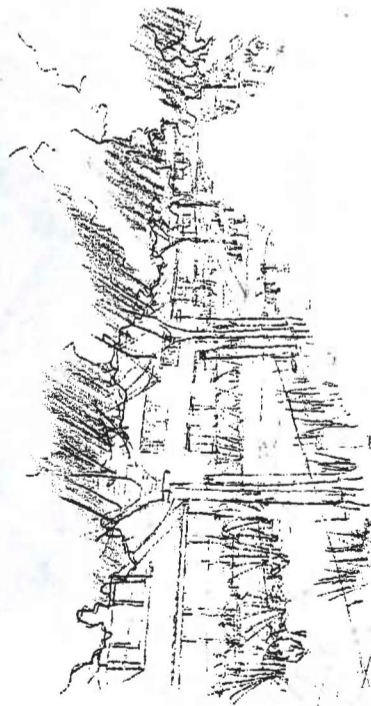




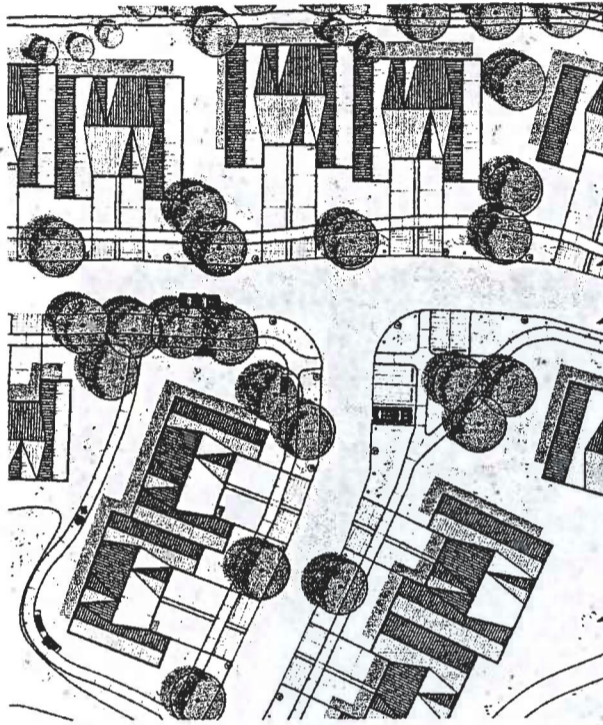
## ASHWOOD COTTAGES - SENIOR LIVING



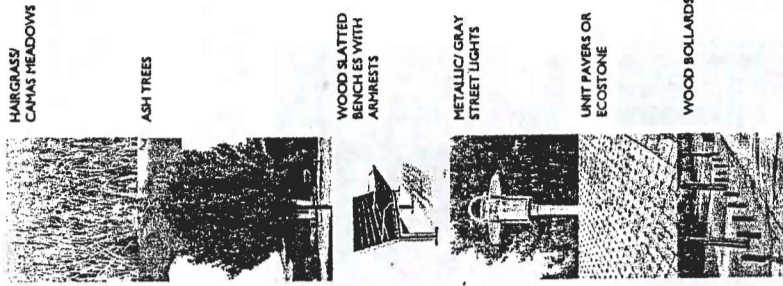
One story, accessible senior cottages are privately located around a circular drive and small seasonally wet meadow. The cottages are offset from the street on a slightly higher grade thus de-emphasizing the street. Along Willow Creek private terraces look out on this central green spine. The road is curbless and lined with shallow swales. This slightly undulating landscape is covered with native hairgrasses and canas flowers. Ash trees dot the landscape. Parking areas and driveway approaches are created from unit pavers. Wooden bollards separate pedestrians and cars. Charcoal colored concrete walks lined with wood slat benches provide for strolling opportunities and connect to surrounding living, shopping areas and open spaces.



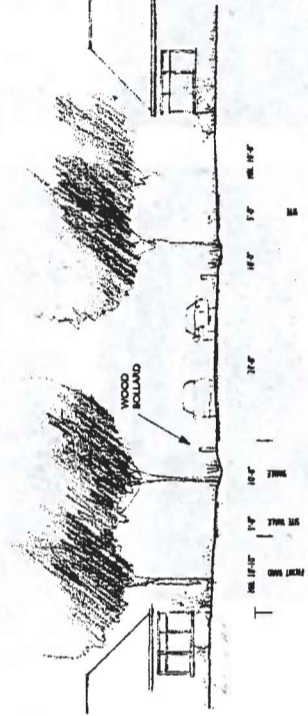
TYPICAL STREET VIEW IN ASHWOOD COTTAGES VILLAGE



HARGRASS/CANAS MEADOWS  
 UNIT PAVEMENT ECOSTONE  
 CURBLESS ASPHALT ROAD



HARGRASS/CANAS MEADOWS  
 ASH TREES  
 WOOD SLATTED BENCHES WITH ARMRESTS  
 METALLIC/GRAY STREET LIGHTS  
 UNIT PAVERS OR ECOSTONE  
 WOOD BOLLARDS



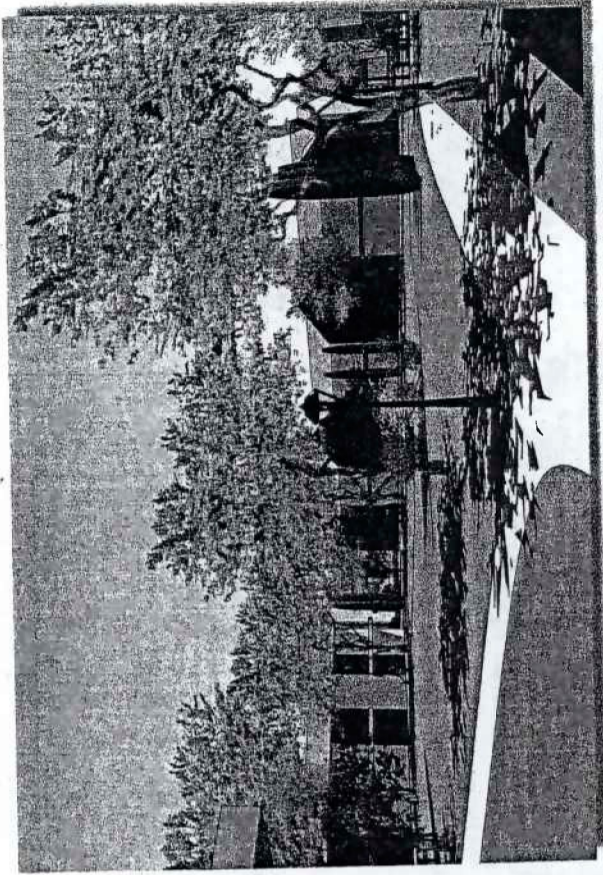
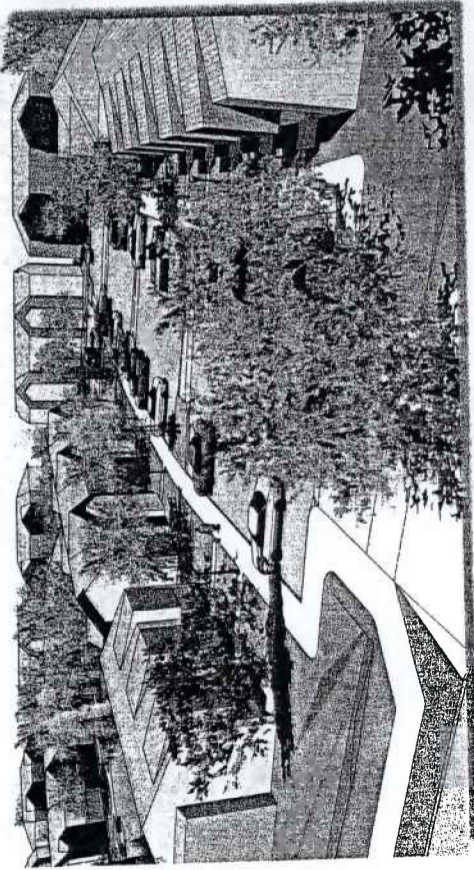
TYPICAL STREET SECTION IN ASHWOOD COTTAGES VILLAGE

MARCOLA MEADOWS  
 ASHWOOD COTTAGES  
 SENIOR LIVING

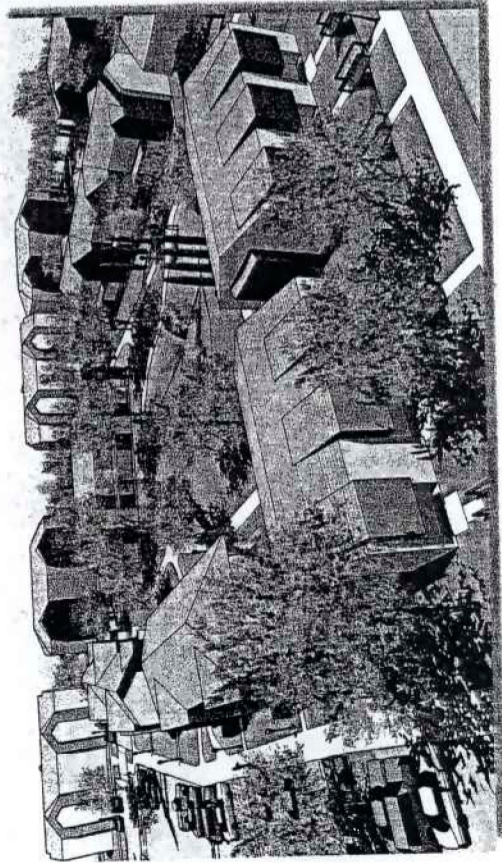
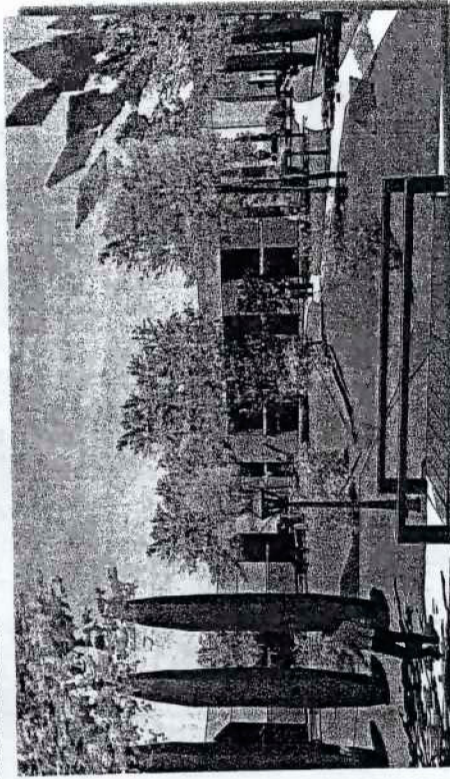




CAMAS MEADOW  
APARTMENT HOMES



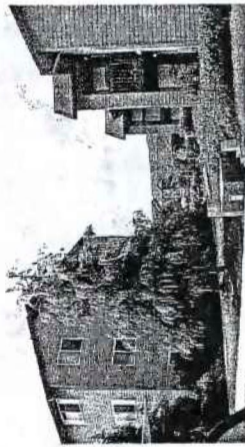
6-101



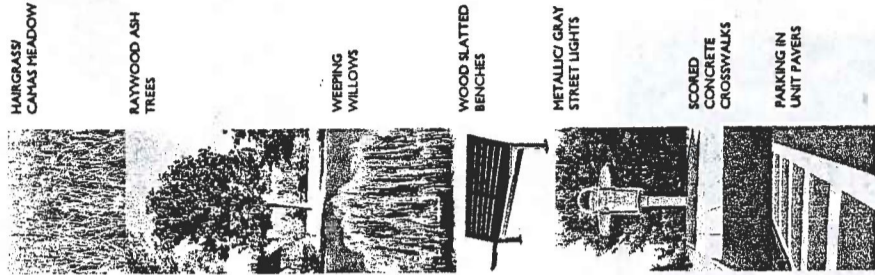
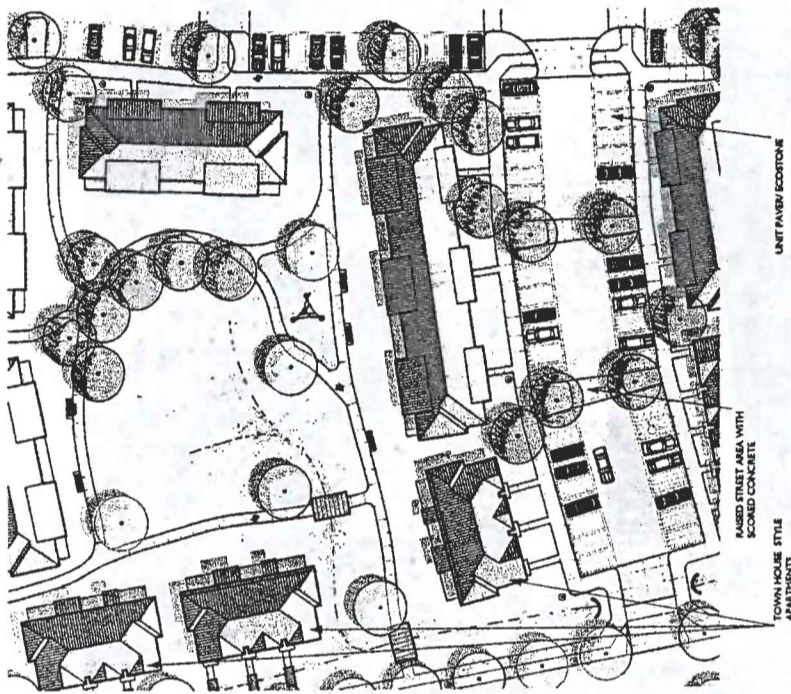
MARCOLA MEADOWS  
CAMAS MEADOW  
APARTMENT HOMES



## CAMAS MEADOW APARTMENT HOMES



Camas meadow, apartment homes are located around a green that provides open space and a play area. Private terraces border the green meadow. The green is also part of a long view corridor that extends from the single family village. Townhouse style apartments form a transition from the single family homes to the apartment flats. Parking stalls are clustered together. Raised street areas slow down traffic.



MARCOLA MEADOWS  
CAMAS MEADOW APARTMENTS



LANDCURRENT



APARTMENTS HOMES WITH PRIVATE TERRACES LOOKING OUT ON THE GREEN

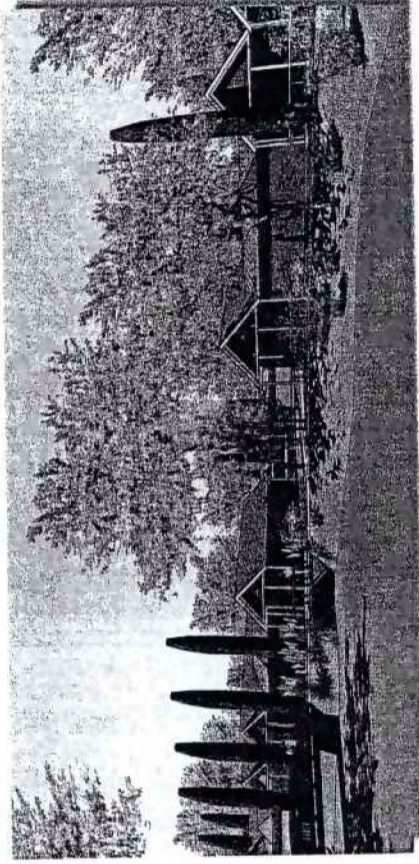
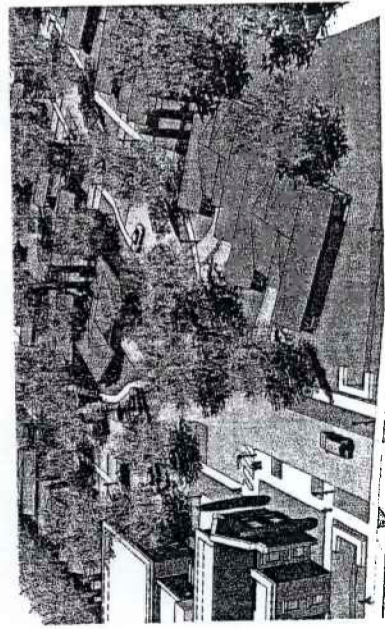
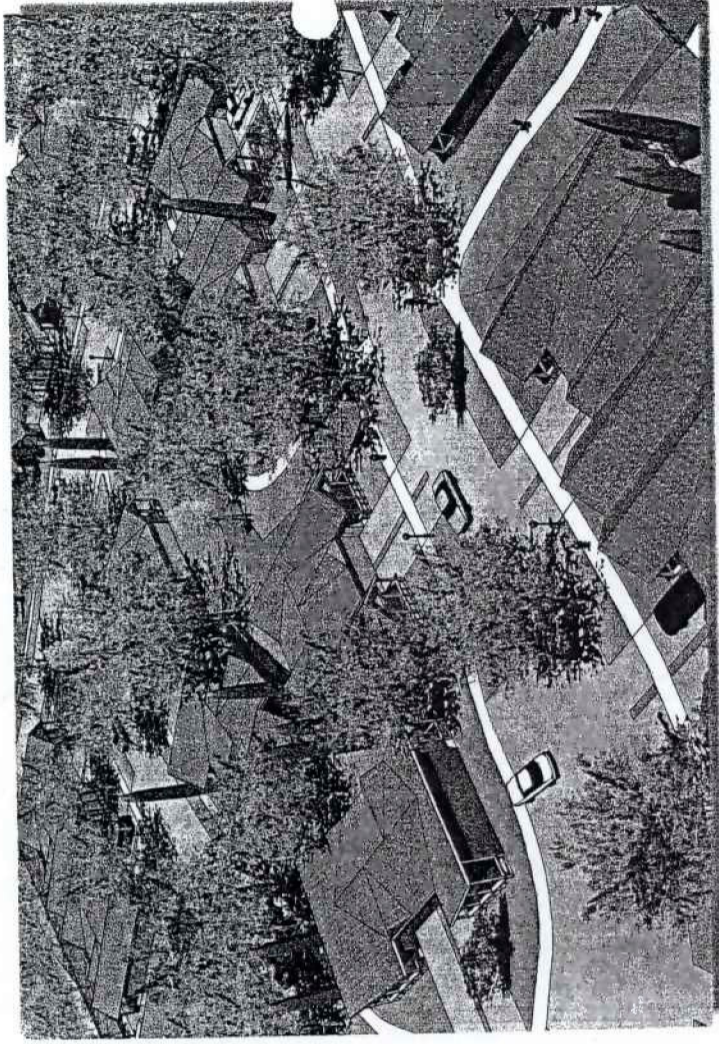
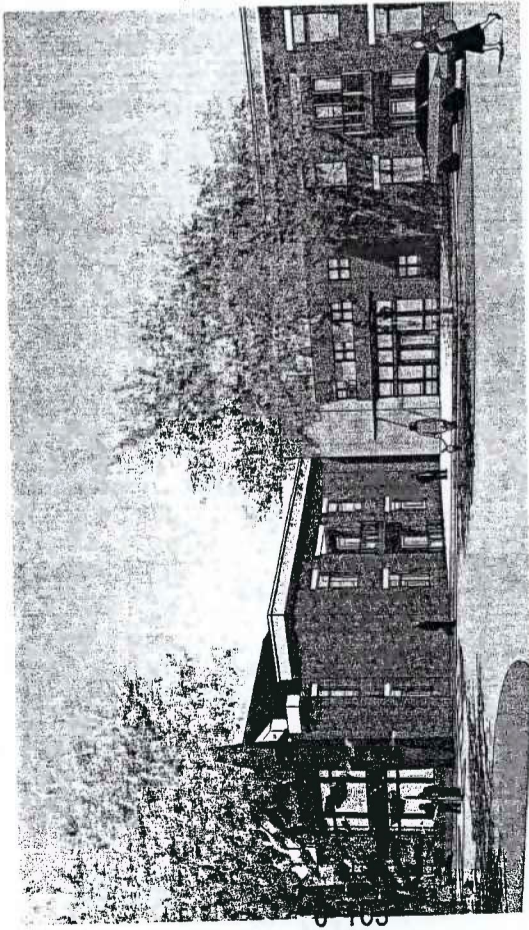


TYPICAL STREET VIEW IN CAMAS MEADOW VILLAGE





**ASHWOOD COTTAGES  
SENIOR LIVING**



**MARCOLA MEADOWS  
ASHWOOD COTTAGES  
SENIOR LIVING**



**ATTACHMENT 5**  
**ODOT Correspondence**



Oregon

Ted Kulongoski, Governor

Department of Transportation  
Region 2, Area 5  
Planning & Development Office  
644 "A" Street  
Springfield, OR 97477  
541.747.1354  
FAX 541.756.2509  
ed.w.moore@odot.state.or.us

9 March 2007

Gary Karp,  
City of Springfield  
71 SE "D" Street  
Springfield, OR 97478

**Re: ODOT comments on the Marcola Meadows proposed Metro Plan amendment and Zone Change.**

This letter represents ODOT's comments on the aforementioned proposed Metro Plan Amendment and Zone Change requested for the Marcola Meadows development located north of Marcola Road and west of 28<sup>th</sup>/3 1<sup>st</sup> Streets in Springfield, Oregon.

The proposed Metro Plan designations for the site include redefining and enlarging the medium density residential area to 54.7 acres, modifying the community commercial designation and adding MUC (commercial with a mixed use overlay), and changing the campus industrial designation to a mix of CC (14.8 acres), and MUC (30.8 acres).

Plan amendments and land use regulation amendments are regulated under OAR 660-012-0060, the "Transportation Planning Rule." If an amendment significantly affects a transportation facility, a local government must provide a form of mitigation.

As stated in the Traffic Impact Analysis (TIA) for the project, the worst-case Amended Zoning scenario would generate significantly more traffic than the Current Zoning scenario. In order to avoid all but one significant impact to the transportation system, the applicant is proposing to cap the trips generated at a level slightly higher than the level that would be generated by the Preliminary Plan (not part of this application). The foundation for the trip cap is based on limiting the type and intensity of uses allowed within the project limits. This has been captured and summarized in Table 4C of the TIA.

By incorporating the concept of a trip cap, the developer was able to reduce the traffic impact of the development to slightly below what would have occurred with development under the current zoning of the property. The only location where the proposed plan and zoning map amendment will result in a significant impact to the transportation system is at OR 126 @ Mohawk eastbound off-ramp. To address impacts at the eastbound ramps of the Mohawk Blvd. @ OR 126 intersection the TIA proposes the following mitigation:

- Traffic control changes allowing left-turns from the eastbound ramp center lane

The mitigation proposed by the applicant is to modify the existing ramp which has a single lane left-turn lane to one have dual left-turn lanes. According to the analysis performed in the TIA, this will result in congestion slightly below what would be anticipated under current zoning.

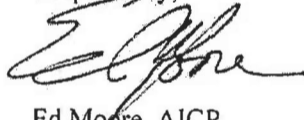
In conclusion, in order for the city to approve the Marcola Meadows plan amendment and zone change and meet the requirements of the TPR, there will need to be two conditions of approval.

1. The type, intensity and mix of development allowed within the project site must be constrained or limited to that analyzed in the TIA and enumerated in Table 4C.
2. Put in place prior to occupancy traffic control changes at OR 126 @ Mohawk Blvd. EB off-ramp as identified in the TIA.

With regard to the mitigation (the introduction of a dual-left at an ODOT-controlled signalized intersection) proposed by the applicant for OR 126 @ Mohawk Blvd., the applicant will need to submit plans for the traffic control change to the State Traffic Engineer for review and approval. Should the State not approve the TIA proposed traffic control change, the applicant must be required to work with ODOT to identify and implement necessary mitigation to limit the traffic impact of the proposed development to a level at or below the traffic conditions that would otherwise be expected at time of opening and the end of the plan period (2025) under current zoning.

Please enter this letter into the record for the planning commission and upcoming city council hearings.

Respectfully,



Ed Moore, AICP  
Sr. Region Planner

- c. Erik Havig, Region 2 Planning & Development Manager  
Jane Lee, Area 5 Manager  
Michael Spaeth, District 5 Manager  
Marguerite Nabeta, DLCD Field Representative

**ATTACHMENT 6**  
**DLCD Correspondence**



**Oregon**

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

1140 Willagillespie Rd., Ste. 13

Eugene, OR 97401-6727

(541) 686-7807

Fax: (541) 686-7808

www.lcd.state.or.us

March 12, 2007

Mr. Gary Karp

City of Springfield

225 Fifth Street

Springfield, Oregon 97444



RE: Eugene/Springfield PAPA 001-07: Plan diagram amendment and PAPA 003-07  
Springfield zone change) for 56 acres

Dear Gary,

Please submit this letter into the record of the proposed Metro Plan Amendment and zone change requested for the "Villages at Marcola Meadows" development. In addition, the department supports the recommendations to address Goal 12 and the transportation planning rule (TPR) provided to the city by the Ed W. Moore, ODOT on March 9, 2007 and enclosed. We would only request an additional condition of approval to be in compliance with Goal 12: that the commercial development provide connectivity with the existing, as well as new residential development.

We have read the application and while there appears to be compelling reasons to redesignate the property to Commercial, the evidence to date does not adequately balance nor answer the main question of continual shifting of one plan designation and resultant zone category that is in low supply to another and vice versa. We certainly advocate the continued efforts by the city to provide the type of analysis of current inventories that could then be adopted for use as the factual information for decision making and should better address the city's employment lands needs. We do see this proposal as potentially vulnerable for appeal however and, like you, not sure on how to resolve this point in time for the everyday actions of the city of Springfield. These are initial areas of concern that we are willing to work with the city to see if they can be resolved to assist in making a decision on this plan amendment. Please do call me to discuss the attached issues.

Sincerely,

*Marguerite Nabeta*

Marguerite Nabeta, AICP

S. Willamette Valley Regional Representative

Enclosure

Cc: File  
Ed W. Moore, ODOT



1. **Key issue: Springfield is low on Campus Industrial land, yet the applicant proposes converting a large percentage of its short-term supply to commercial and residential uses meeting a need under those zoning categories. There are two ways to reach compliance with Goal 9: a quantitative analysis of the supply of needed sites in a land use category, or a qualitative analysis of the particular site as to its suitability for the zoned use.**
2. **The applicant does not supply the cumulative actions to meet Commercial needs that have been occurring since the 2002 Commercial study. The applicant provides analysis from a data base that has not been adopted for land use purposes nor has it been coordinated with the state of Oregon. The state does not know nor has it been provided an opportunity to discuss the assumptions in the data base.**
3. **The applicant provides general comments of a qualitative nature regarding the site including the existence of power lines and an irrigation ditch, and the site's proximity to residential and the Kingsford plant. However, no analysis or reasonable conclusions to justify redesignation are provided.**
4. **Potential problem areas that need better or additional discussion:**
  - a. The subject site is included in the 2006 update of the Metropolitan Industrial Lands Inventory Report as one of the development-ready sites for short-term industrial use. It has been reserved as a development-ready industrial site since 1995. So far the application doesn't reconcile the borrowing from one plan element to assist with another.
  - b. Metro Plan's Economic Element Policy B12 discourages plan amendments that change development-ready industrial sites to non-industrial designations. The proposal is not consistent with OAR 660-009-0010(4) because it is not consistent with the city's own industrial conversion policies. The applicant does provide other counterbalancing policies but doesn't provide the discussion of how to weight the balancing.
  - c. According to the application, at least 155 acres of industrial land in Springfield have already been converted to residential or commercial use. Is this a large percentage of the remaining inventory or not? Should make a difference to decision makers and could inform a way to balance as suggested in "b" above.

- d. According to the application, both short-term and long-term supplies of Campus Industrial (CI) land are critically inadequate, and this application proposes converting 29% of that critically inadequate supply to commercial use.
- e. According to the application, Springfield's supply of CI land will be depleted by 2015.
- f. The fact that this site has not yet developed with any CI uses does not justify converting it to a regional commercial retail use and reducing the city's dwindling CI land supply even further – CI code was just revised 2 years ago to potentially assist in siting issues – we acknowledge that applicant does have market expert, Lane METRO discuss viability of site as better for commercial, but then how to balance it against loss of CI inventory?
- g. The city may not utilize for land use decision making but can consider the draft Jasper Natron Specific Development Plan designations in determining whether this application will negatively affect the CI land supply. The city may only use plans and plan policies that it has adopted.
- h. The 1999 Eugene Springfield Lands Study shows a surplus of all types of residential land. If this is still true in 2007, then the city may not convert CI land, which is in short supply, to a residential use. (Part of the proposal is to increase the amount of MDR land on the site.) The applicant doesn't discuss information from the city's monitoring program. Is the information available from the city for the applicant to use?
5. There is no discussion of why a regional large retail store (*e.g.*, a home improvement center) is an appropriate use in a MetroPlan Nodal Development Area (#7C). Several large retail stores, including another local large Home Improvement Center exist in close proximity to the site. They all function as regional retail providers. Typically commercial uses at a smaller-scale local or neighborhood commercial: grocery store, bank are utilized for nodal developments. That is not to say that a larger retail store couldn't serve that purpose but what role it will play in serving a nodal development (to take trips off of the transportation system), and provide connectivity to dense residential development should be discussed.
6. A large retail store such as a home improvement center is not, as described in the application, a "supportive transition in scale and intensity between residential



neighborhoods and larger commercial uses.” On the contrary, a home improvement center is the type of larger regional commercial use that is incompatible with a residential neighborhood. In the context of this site, it very well may be a transition between middle and high density residential and other heavy industrial uses. Perhaps worth discussing.

7. Mixed-use development is a desired type of development for a designated node, but this proposal is traditional development using the catch words of mixed-use. The different uses (commercial, residential, office) are segregated into different areas (“villages”) over a very large (100-acre) area. True mixed-use combines uses within buildings (vertical mixed-use), or at least locates buildings with different uses next to each other (horizontal mixed-use). A large regional one-story retail store like a home improvement center is generally not considered mixed-use or part of mixed-use, unless the building has upper floors of housing units.
8. Because they have not been adopted into the city’s comp plan, the September 2006 ECONorthwest Lane County Commercial and Industrial Land Supply Report and the economic growth predictions for the South Willamette Valley may not be used for this PAPA or other planning purposes. “Endorsement” is not sufficient; the city must adopt by ordinance. Without the required coordinated analysis the raw data base does not comply with Goal 9 Economic Development.
9. The proposal should state when the city adopted the 2001 Eugene-Springfield Metro Area Public Facilities and Services Plan, on which it relies.
10. The proposal does not appear to comply with the Goal 2 coordination requirement. There should be adequate findings regarding coordination with the City of Eugene because of the regional nature of the MetroPlan and the UGB.
  - a. Springfield should also coordinate with Eugene on this proposal because the Metropolitan Industrial Lands Inventory Report doesn’t segregate out a specific land need for the City of Springfield.
11. We do agree that the 1999 Eugene Springfield Lands Study may be too old to be useful, but until more contemporary work is completed the applicant must do comparative analysis

**ATTACHMENT 7**

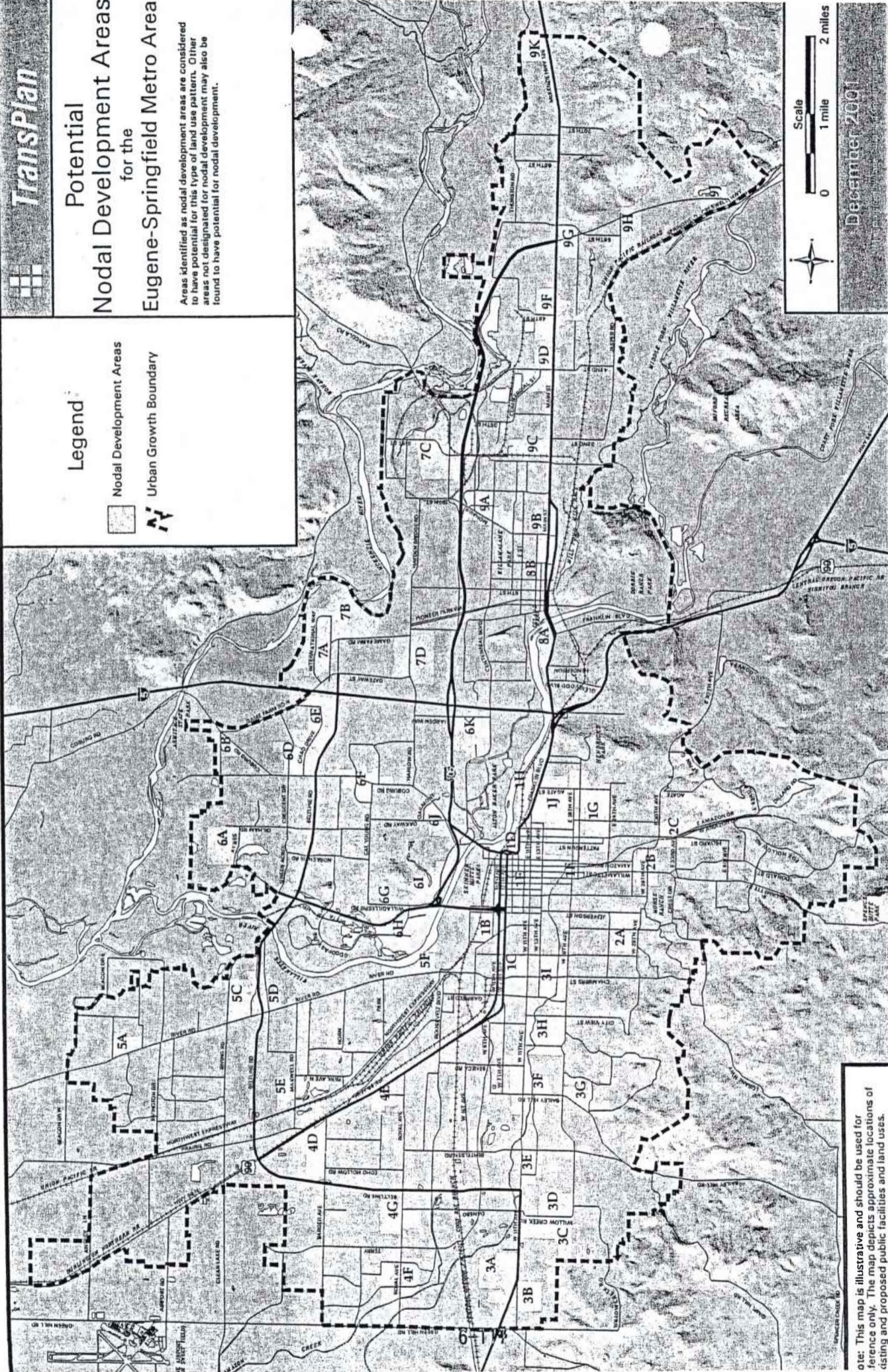
**TransPlan Proposed Nodal Development Area Map**

# Potential Nodal Development Areas for the Eugene-Springfield Metro Area

Areas identified as nodal development areas are considered to have potential for this type of land use pattern. Other areas not designated for nodal development may also be found to have potential for nodal development.

## Legend

- Nodal Development Areas
- Urban Growth Boundary



Note: This map is illustrative and should be used for reference only. The map depicts approximate locations of existing and proposed public facilities and land uses.

**ATTACHMENT 7**  
**APRIL 17, 2007 PLANNING COMMISSION PACKET**

**DATE OF PLANNING COMMISSION ACTION:** April 17, 2007

**TO:** Springfield Planning Commission

**PLANNING COMMISSION  
TRANSMITTAL  
MEMORANDUM**

**FROM:** Gary M. Karp, Planner III *GK*

**SUBJECT:** Metro Plan Diagram Amendment - Case Number LRP 2006-00027  
Springfield Zoning Map Amendment - Case Number ZON 2006-00054  
Satre Associates, Applicant - Representing SC Springfield, LLC

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#### **ISSUE**

At their March 27<sup>th</sup> public hearing, the Planning Commission was asked to hold the record open to consider additional written material concerning the proposed Metro Plan diagram and Springfield Zoning Map amendments. On April 17<sup>th</sup>, the Planning Commission will deliberate on this matter and forward a recommendation to the City Council.

#### **DISCUSSION**

The subject site, formerly known as the "Pierce" property is located north of Marcola Road, west of 31<sup>st</sup> Street, east of Mohawk Marketplace Shopping Center and south of the EWEB bike path. The Planning Commission held a work session and conducted a public hearing on March 27<sup>th</sup> on the proposed Metro Plan diagram and Zoning Map amendments. Two letters were entered into the record and nine persons spoke at the hearing. Two people requested that the written record be held open. The Planning Commission complied with these requests. Four written comments were submitted to staff by the specified date of April 3<sup>rd</sup> (Attachment 1). Responses to issues raised are found in Attachment 2. The applicant submitted formal rebuttal written materials by the specified date of April 10<sup>th</sup> (Attachment 3).

All issues related to the effects of the proposed development on neighboring properties are issues that will be addressed during the Master Plan review process. The requirement for a Master Plan is a condition of approval of these applications. The Master Plan will be reviewed by the Planning Commission at a future public hearing. The Master Plan will contain mitigation requirements that will allow the Planning Commission to positively respond to the issues raised by the neighbors.

Rescheduling the Planning Commission action to April 17<sup>th</sup> required revising the City Council work session and public hearing originally scheduled for April 16<sup>th</sup> as follows: The City Council work session has been changed to May 7<sup>th</sup>. The City Council public hearing originally scheduled for April 16<sup>th</sup> will be opened and continued until May 7<sup>th</sup>. No testimony will be heard on April 16<sup>th</sup>. A revised notice was mailed advising property owners and interested parties of the schedule change.

#### **RECOMMENDATION**

Staff recommends approval of the proposed Metro Plan diagram Springfield Zoning Map amendments, as conditioned, based on the attached findings, in both the staff report and the additional attached information.

#### **ACTION REQUESTED**

Advise the City Council, by motion and signature of the attached order and recommendation by the Planning Commission Chairperson, to approve these applications, as conditioned, at their public hearing on April 16, 2007.

#### **ATTACHMENTS**

- Attachment 1: Written Comments Submitted by April 3<sup>rd</sup>
- Attachment 2: Responses to Written and Oral Testimony
- Attachment 3: Applicant's Rebuttal Submitted by April 10<sup>th</sup>
- Attachment 4: Draft Minutes – March 27<sup>th</sup> Planning Commission Work Session
- Attachment 5: Draft Minutes – March 27<sup>th</sup> Planning Commission Public Hearing
- Attachment 6: Order and Recommendation

ATTACHMENT 1  
WRITTEN COMMENTS SUBMITTED BY APRIL 3<sup>RD</sup>

**KARP Gary**

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**From:** G Wagenblast [gngw@comcast.net]  
**Sent:** Tuesday, April 03, 2007 5:59 PM  
**To:** KARP Gary  
**Subject:** Case #LRP 2006-00027 and ZON 2006-00054

To: Springfield Planning Commission  
Re: Public Hearing Testimony

I would like to address some concerns regarding the rezoning of the site on Marcola Road, formerly known as Pierce Property. I think it is important to address these concerns before making a recommendation to the city council.

First, and I think foremost, is the issue of the medium density residential zone. I recognize that in the original zoning, there was an area of medium density residential that was included in the Metro Plan. However, increasing this area would add approximately 200 more residences than were originally intended. This would have a significant effect on the local region. I have based these numbers off an average of 12.5 homes per acres with the nodal development. However, at the public hearing, the planner mentioned that the master plan could include up to 20 homes per acre. That would be catastrophic to the neighborhood. I would implore you to consider this when making your decision.

The first effect that this would have is the significant increase in traffic pattern. In an already busy region, adding an enormous amount of cars would put an undue strain on the road system that has been established. This is also a concern in the medium density residential, as the lot size is so small that children in this area will almost certainly need to walk somewhere to play. The increased traffic will be a risk for these children.

The second effect would also involve children. That would be the increase to the school system in that area. Although the Metro Plan did include some medium density residential, an additional amount of medium density residential would definitely overpopulate already crowded schools. The addition of 435 dwellings would certainly bring children to the area. Yolanda Elementary School has large class sizes now and Briggs Middle School has children doubled up in lockers currently. With this issue in mind, the planner also needs to be cognizant of the fact that the school yards should not be considered open spaces for the future medium density residential. I feel that either a new school, or outbuildings will have to be considered to handle the additional influx of students which would drastically change the school grounds.

The third thing that I would like the counsel to consider is the drainage issue. The land in question is currently a fairly major wetland. Although the planner has addressed changing the drainage ditch to a seasonal creek, that drainage ditch is already in existence and we still have flooding issues associated with that piece of property. I feel that the planner would have to be very aware of water runoff and the direction of runoff. The neighborhood behind the field is often affected by the rainwater and this results in boggy yards from winter to early summer.

Many of the aforementioned issues could be resolved by changing to a lower density residential instead of a medium density residential. This would decrease the influx of both people and cars to a much more manageable level. This would also address the need for children to have space to play. The

development of extremely small lots just contributes to a stagnate society. We should be advocates for children to be outside instead of sitting in front of televisions. A larger lot size would make an aesthetically pleasing neighborhood that could be considered an asset rather than a hindrance

I appreciate your consideration in this issue.

Sincerely-

Greg Wagenblast

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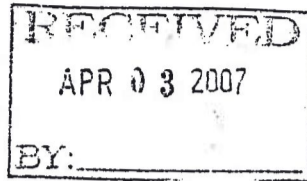
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2-9 March 2007



Springfield Planning Commission  
225 Fifth Street  
Springfield, Oregon 97477

Hear Commissioners,

- If it's not broken - don't fix it! The Metro Plan is not broken!
- When we think of amending something ~~something~~ we think of improvement - neither proposal of changing the Metro Plan or the zoning is an improvement.
- Don't let the third plan and zone change <sup>request</sup> be a charm.

1. Many years ago K-Mart wanted to locate on the "Pierce" property. It wasn't zoned right.

2. Six years ago Home Depot wanted to change the Metro Plan, so they could ask for a zone change, so they could locate there. It didn't happen. The land was preserved for campus type light industrial development - rightfully so.

- 3.) And now comes Louie's asking to change the Metro Plan and zoning, all in one sweep.
- Let it be three strikes and you're out for good!
- Goal # 2 of the state wide goals, states revisions to the Metro Plan should not be made more often than every two years.  
Just recently Springfield made major revisions to the Metro Plan for Peace Health at River Bend. What's going on here?
- In reading the responses of Richard Bates to the list of D L C D's concerns I was horrified to read on page 3, Item #6, the last sentence that he doesn't even acknowledge that all the homes between 2189 and 2777 on the South side of Marcola Rd exist.  
They will be the most adversely harmed by this proposed development -- with intrusion of streets with traffic signals and the backs of retail stores or/and parking lots directly across from our homes

Please DO NOT recommend changes to the Metro Plan and zoning code. 7-10 Thank you, Nancy Falk  
2017 Marcola Rd. Apple

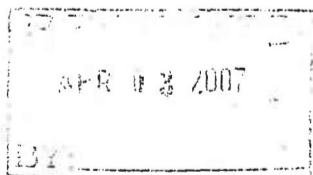
401-1

Refer - LRP 2006-00027

I have lived here at 2415 Marcola Rd for 36 years. Little has change since 2006 only the name of the major retail store, Home Depot to Lowes. The negative impact on our neighborhood from the increased traffic, congestion and noise from this store in addition to the log, chip, construction Wal-Mart, transport tracks and auto traffic already in use would be almost unbearable. There are times now when the only way out of my driveway is to turn right and take a different route to my destination.

Rezoning or departure from the current Metro Plan will only encourage additional conversion to commercial and set a precedent.

Wesley O. Swanger  
2415 Marcola Rd



**KARP Gary**

---

**From:** CHERRI WILLIS [jcwmirage@hotmail.com]  
**Sent:** Tuesday, April 03, 2007 11:54 AM  
**To:** KARP Gary  
**Subject:** "PIERCE PROPERTY" OFF MARCOLA ROAD - CHANGE OF ZONING

AFTER ATTENDING LAST TUESDAY NIGHTS PLANNING COMMISSION MEETING, I AM NOW MORE CONVINCED THAT MORE INFORMATION AND A "FINAL MASTER PLAN" FROM SATRE AND ASSOCIATE SHOULD BE REQUIRED PRIOR TO ANY ZONING CHANGES.

MORE QUESTIONS ARE BEING RAISED WITHOUT ANSWERS.

THURSTON HAS HUNDREDS OF NEW HOMES APPROVED. AMBLESIDE DEVELOPMENT WILL HAVE MANY NEW HOMES.

THESE ADDITIONS WILL ALREADY TAX OUR LIMITED RESOURCES SUCH AS POLICE/CRIME PREVENTION (OUR CARS HAVE BEEN BROKEN INTO SEVERAL TIMES AND ONE ACTUALLY STOLEN), EMERGENCY SERVICES, AND MOST IMPORTANTLY NO WHERE FOR THE CHILDREN LIVING IN THESE HOMES TO GO TO SCHOOL.

I ALREADY PAY WAY TOO MUCH IN PROPERTY TAXES AND FORESEE THAT THIS WILL, WITHOUT DOUBT, INCREASE WITH BOND MEASURES TO RAISE MONEY FOR IMPROVEMENTS TO THE ABOVE.

SPRINGFIELD WILL GROW, IT IS INEVITABLE. NO MORE HOUSING SHOULD BE APPROVED WITHOUT SOLUTIONS TO THE PROBLEM WE WILL ALREADY SHORTLY FACE.

I FORESEE MANY DEVELOPERS MAKING A LOT OF MONEY FROM THESE DEVELOPMENTS. I ALSO FORESEE SPRINGFIELD WELCOMING THE GROWTH AND REVENUE. WHAT I DON'T SEE ARE THESE PEOPLE BEING FORCED TO FINANCIALLY COMPENSATE THE CITY FOR THE NEGATIVE IMPACT THEY WILL HAVE ON OUR COMMUNITY.

AT TUESDAY'S MEETING, SATRE FINALLY ADMITTED THAT THE "MASTER PLAN" COULD INCLUDE UP TO 20 UNITS PER ACRE. I FEEL THAT WHAT IS ALREADY BEING PLANNED IS FAR TOO MANY. I LIVE NEXT DOOR TO WHAT WILL BE THE "PIERCE PARK" AND AM CONCERNED ABOUT THE IMPACT THAT THIS WILL HAVE ON MY PROPERTY AS FAR AS EVEN MORE CRIME AS WELL AS THE VALUE OF THE PROPERTY IF MASS/MEDIUM DENSITY (LET'S FACE IT, SUBSIDISED OR LOW INCOME) PROPERTIES IN THE POSSIBLE PROPORTION ALLOWED.

APPROVAL OF THE ZONING CHANGES WITHOUT A DEFINITIVE - FINAL MASTER PLAN WOULD BE IRRESPONSIBLE AT BEST WITHOUT ADDRESSING THE INEVITABLE OUTCOME.

PLEASE CONSIDER MY CONCERNS ALONG WITH MY NEIGHBORS BEFORE AGREEING TO SEND THIS MATTER TO THE CITY COUNCIL.

THANK YOU,  
CLAYTON "JOE" WILLIIS  
2476 OTTO STREET  
SPRINGFIELD, OR 97477

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**ATTACHMENT 2  
RESPONSES TO WRITTEN AND ORAL TESTIMONY**

## RESPONSES TO WRITTEN AND ORAL TESTIMONY

Since both the applicant and staff did not have an opportunity to rebut each topic of testimony before the March 27<sup>th</sup> Planning Commission public hearing was closed, it will occur here. These responses are intended to address all of the issues raised at the public hearing and the additional written comments received by staff as of April 3<sup>rd</sup>. The applicant prepared most of these responses. Staff concurs with the applicant's responses. In some cases staff has either completely answered or revised the applicant's response – these responses are marked as follows\*\*. The applicant submitted formal rebuttal written materials by the April 10<sup>th</sup> date which can be found in Attachment 3.

The following people submitted written testimony entered into the record at the March 27<sup>th</sup> Planning Commission public hearing:

Jim and Brenda Wilson 2541 Marcola Road, received March 23, 2007  
 Darlene Houck 2595 Marcola Road, received March 26, 2007  
 Rick Satre\*, received March 26, 2007

\*This was a response to issues raised by the Department of Land Conservation and Development in a letter dated March 12<sup>th</sup>. The Satre response stands on its own.

The following people presented oral testimony at the March 27<sup>th</sup> Planning Commission public hearing:

Karen Boden, 2187 N. 32<sup>nd</sup> Street  
 Peggy Thompson, 2777 Marcola Road  
 Gayle Wagenblast, 2457 Otto Street  
 Cheri Willis, 2476 Otto Street  
 Robert Lind, 2359 31<sup>st</sup> Street  
 Nancy Falk, 2567 Marcola Road  
 Lauri Segal, representing Goal 1 Coalition, 642 Charnelton Street, Eugene  
 Jennifer Bates, representing the Ambleside Homeowner's Association, 2287 35<sup>th</sup> Street  
 Karen Clearwater, 2361 31<sup>st</sup> Street

The following people submitted written testimony by the April 3<sup>rd</sup> deadline granted by the Planning Commission after two persons requested the written record to be left open for seven days:

Gayle Wagenblast, 2457 Otto Street  
 Nancy Falk, 2567 Marcola Road  
 Cheri Willis, 2476 Otto Street  
 Wesley Swanger 2415 Marcola Road

For ease of review all neighbor testimony, both written and oral have been combined in this format which responds to each question and/or topic.

Name	Summary of Testimony	Response
Karen Boden Gayle Wagenblast	1. The impact to the established neighboring homes and the quality of the proposed homes.	With the trip cap, there is no significant difference in the number of dwellings or the traffic that will result from these changes. For properties directly abutting, zoning of the project site will remain the same for all but seven lots, for a total distance of approximately 630 feet on the perimeter.
Karen Boden Gayle	2. The impact on Briggs and Yolanda schools. Yolanda	The school system as a whole has sufficient capacity for additional

Wagenblast Cheri Willis Jennifer Bates	Elementary School has large class sizes now and Briggs Middle School has children doubled up in lockers currently.	students. Districts can be redrawn to avoid overcrowding. Despite the 19-acre increase of MDR land, the maximum number of dwellings under the amendment's proposed trip-cap will be only 16 more than permitted under the current designation and zone. The school district uses an estimating ratio of 39 students per 100 new single-family homes and 21 students per 100 new multi-family dwelling. At maximum densities, the estimated impact of the amendment will be only 6 additional students. See also the letter from School District 19 in Attachment 3.
Karen Boden	3. If the proposed development would require annexation of nearby properties.	**No. The subject site is entirely within the current city limits. The City does not have a policy to force annexation of properties that are adjacent to the city limits. The City's annexation process applies when new subdivisions are proposed on land outside the city limits.
Kathy Boden Gayle Wagenblast	4. What would happen to wildlife that live in and/or use the open field?	The issue raised here will be the same whether or not zoning is changed. It is better dealt with during the Master Plan phase where site planning and drainage will be addressed.
Kathy Boden Gayle Wagenblast	5. Drainage issues. There is flooding to abutting properties the west and to the north.	**Grading and drainage plans will be reviewed with the Master Plan and later applications. They must be prepared by Oregon licensed engineers and their work reviewed by the City's Public Works Department. Increasing drainage to adjacent properties is not permitted.
Kathy Boden	6. Mapping error – 23 <sup>rd</sup> Street should be Bonnie Lane.	**The mapping error has been resolved for future maps.
Peggy Thompson Jim and Brenda Wilson Wesley Swanger	7. Increased traffic caused by the development/difficulty backing onto Marcola Road from existing houses across the street.	The application has been reviewed by traffic engineers from State and the City for compliance with all of the statutory requirements. As proposed, the amendment will not result in any more traffic than would be produced by development under the current designation and zone.
Peggy Thompson	8. Asked if a round-about could be constructed at 28 <sup>th</sup> Street and Marcola Road.	At this time, the <i>TransPlan</i> does not anticipate a round-about for this intersection.
Gayle Wagenblast Cheri Willis Nancy Falk Jennifer Bates Karen	9. Medium Density Residential density questions – if the minimum density is 10 dwelling units per acre, why are they required to have 12 dwelling units per acre and why can't	<i>TransPlan</i> identifies the site as a potential Nodal Development Area. The proposed amendment would implement the Nodal Area designation raising the minimum density to 12 du/acre, and help the City meet State

Clearwater	they rezone to a lower density/at the public hearing the planner mentioned that the Master Plan could include 20 homes per acre.	transportation requirements. With or without Nodal Area designation, the MDR maximum remains 20du/acre. Rezoning to a lower density will make it more difficult for the City to meet the <i>Metro Plan's</i> target overall density and comply with Statewide Planning Goals.
Cheri Willis Clayton "Joe" Willis	10. Extra persons on the bike path and crime (houses and cars broken into).	The issue raised here will be the same whether or not zoning is changed. The principles of Crime Prevention Through Environmental Design (CPTED) suggest encouraging persons or activities to maximize surveillance possibilities. Improvement and maintenance of the bike path will increase natural surveillance and possibly reduce crime.
Robert Lind	11. Wanted to have the two and three story apartments placed in another spot.	**Apartments could be built there today. The issue raised here is the same whether or not zoning is changed. The SDC allows a maximum building height of 35 feet in the MDR District. The height issue is better dealt with during the Master Plan phase where design standards, site planning and landscaping will be addressed.
Robert Lind	12 How is 31 <sup>st</sup> Street going to be improved and will this cost be placed on the current property owners?	**There are Improvement Agreements that encumber a number of properties on the east side of 31 <sup>st</sup> Street. 31 <sup>st</sup> Street is a Collector Street. City policy has been that if a Local Improvement District is required, then properties would be assessed as if they fronted a Local Street. No decision will be made concerning street improvements and possible assessments until the Master Plan application is submitted to the City.
Nancy Falk	13. This is a special piece of property and that a number of developers have tried to locate on this property without success.	Past proposals have been piecemeal. The proposed amendment will bring 100 acres under a comprehensive Master Plan. Future proceedings to approve that Master Plan and specific site plans will afford neighbors many opportunities to express their concerns.
Nancy Falk Wesley Swanger	14. The Planning Commission should not amend the Metro Plan/Rezoning or departure from the current Metro Plan will only encourage additional conversion to commercial and set a precedent.	The <i>Springfield Commercial Lands Study</i> found a serious shortage of commercially zoned property. Conversion to commercial zoning is exactly what is needed to achieve the overall goals of the <i>Metro Plan</i> regarding equitable land supply.
Lauri Segal	15. There are internal inconsistencies with Type I, II, III and IV review processes.	**Although the terminology is confusing, the application and staff report are correct in stating the



		proposed action is a Type II <i>Metro Plan</i> amendment, subject to a Type IV review process. The Type II process is one that was adopted by all three local jurisdictions which required similar language for Metro Plan amendments in 1987. The Type I-IV review process was unique to Springfield at that time.
Lauri Segal Nancy Falk	16. Goal 2 was not adequately addressed/Goal 2 states that revisions to the Metro Plan should not be made more often than every two years. Just recently Springfield made major revisions to the Metro plan for Peace Health at River Bend.	**The applicant has addressed the Goal 2 question (see Attachment 3 – correspondence from James Spickerman). In addition review procedures in SDC has no limitation on the number of Metro Plan amendments that may be submitted. Each application stands on its own. Specifically, SDC 7.010 states that Metro Plan amendments can be "...initiated at any time." Additionally, the Riverbend <i>Metro Plan</i> diagram amendment was initiated in 2002 and was approved by the City Council January 10, 2005.
Lauri Segal	17. Goal 5 – The City's Natural Resource Study was not an update of the City's land inventories, the loss of land involved small acreages pertaining to the 25 foot setbacks.	The adopted and acknowledged <i>Springfield Natural Resource Study Report</i> included an analysis of how proposed Goal 5 actions would affect land inventories. This analysis required updating estimates of land supplies. These updates considered only designation changes and other actions that were adopted and acknowledged. They are, therefore, the most recent and accurate land supply estimates available. Because the <i>Springfield Natural Resource Study Report</i> is acknowledged by the DLCD, it can be used.
Lauri Segal	18. Goal 9 – Staff cited an outdated version of the OAR.	**The application was submitted in September 2006 prior to the effective date of changes made to Goal 9 by DLCD.
Lauri Segal	19. Recreational needs were not adequately addressed.	A portion of the Pierce property was already designated Park and Open Space in a previous City action (95-02-36) and dedicated for a public park. Park development fees will be assessed with building permits. The applicant has met with EWEB and Willamalane Parks officials to discuss coordination of planning and development. The proposed Master Plan includes extensive open spaces. Goal 8 requirements are fully addressed in the proposed findings. Recreational needs have been and will

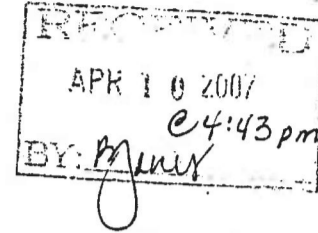
		be adequately addressed.
Jennifer Bates Karen Clearwater	20. Safety issues for children crossing 31 <sup>st</sup> Street at V Street.	Public improvements (including streets, crosswalks, traffic signals and vision clearance) are addressed during the Master Plan, Site Plan Review and Subdivision process.
Nancy Falk	21. We (homes on the south side of Marcola Road) will be the most adversely harmed by this proposed development with intrusion of streets with traffic signals and the backs of retail stores on and parking lots directly across from our homes.	The issues raised here will be the same whether or not zoning is changed. They are better dealt with during the Master Plan phase where design standards, site planning and landscaping will be addressed.
Clayton "Joe" Willis	22. People should be forced to financially compensate the City for the negative impact they will have on our community.	Developers and builders are required to mitigate traffic impacts and pay system development fees based on the magnitude of their impacts.
Clayton "Joe" Willis	23. A "Final Master Plan" should be required prior to any zoning changes.	***Master Plans, Site Reviews and Subdivisions can only be based on existing zoning. These applications require the zoning to be consistent with the Metro Plan designation.
Gayle Wagenblast	24. Change the Medium Density Residential to Low Density Residential to resolve the density issue, the impact on schools and the drainage issues.	The proposed density is no greater than under the current designation and zoning. Rezoning to a lower density will make it more difficult for the City to meet the <i>Metro Plan's</i> and <i>Trans Plan's</i> target overall density and comply with Statewide Planning Goals.
Jim and Brenda Wilson Wesley Swanger	25. Big trucks would be delivering freight at all hours of the night/noise in general.	The issue raised here will be the same under the current designation and zoning. Operating hours can be dealt with during the Master Plan phase.
Jim and Brenda Wilson	26. Our view of the Coburg Hills would be almost completely blocked off by unsightly buildings. Anything over one story high along Marcola Road would be considered too high. I would like to see the businesses spaced at an appropriate space so they would be appealing to our eyes.	**The issue raised here will be the same whether or not zoning is changed. In fact, SDC 21.080(1) states the maximum height in the CI District (current zoning) is 45 feet. The building height issue is better dealt with during the Master Plan phase where design standards, site planning and landscaping will be addressed.

**ATTACHMENT 3  
APPLICANT'S REBUTTAL SUBMITTED BY APRIL 10<sup>TH</sup>**



April 10, 2007

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



Attn: Gary Karp

Re: The Villages at Marcola Meadows  
Metro Plan Diagram Amendment (LRP 2006-00027)  
Springfield Zoning Map Amendment (ZON 2006-00054)

Dear Gary,

Please accept this letter and the enclosed materials for the public record as the applicant's rebuttal to written and oral testimony presented during and following the March 27, 2007, Planning Commission public hearing regarding the above amendment applications. The enclosed materials are as follows:

- School District 19 letter, dated April 10, 2007, documenting sufficient school capacity.
- Gleaves Swearingen letter, dated April 10, 2007, regarding compliance with statewide Goal 2.
- Why Marcola Meadows in NOT Like Home Depot, dated March 28, 2007, outlining select findings for Home Depot denial and how they either do not apply to the Marcola Meadows application or are no longer valid.

Sincerely,

*Richard M. Satre*

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

Copies to: Bob Martin, The Martin Company  
Jeff Belle, JHB, Inc.

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

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Administration Building  
Budget & Finance

April 10, 2007

Satre Associates, P.C.  
132 East Broadway, Suite 536  
Eugene, Oregon 97401  
Attention: Robin G. Dehnert

Subject: Student Enrollment and Marcola Meadows

Dear Rob,

Thank you for the opportunity to discuss the potential impact of "The Villages at Marcola Meadows" with regards to enrollment and the resulting impact on the Springfield School District. The Springfield School District utilizes several resources for making adjustments to its infrastructure, creating for the ability to accommodate new housing developments and student needs.

Each elementary, middle and high school facility within our District has a functional capacity. Functional capacities help inform the District the level of services required to accommodate student enrollment levels. If student enrollment at any facility should increase to levels above the functional capacity, the District would begin a process of adjusting enrollments accommodating for the new migration of students. Additionally, we are well aware of the potential impacts of an increased student migration based on the information you have supplied to us regarding "The Villages at Marcola Meadows". According to the information you've shared, the district has adequate capacity to meet the needs of any additional students from a development of this size.

We appreciate being engaged in these discussions during the early steps of the planning process. If you have further questions or need additional information please contact William Lewis at 726-3258. Thank you again for involving the Springfield School District in your ongoing discussions.

Sincerely,

A handwritten signature in black ink, appearing to read "Brett M. Yancey".

Brett M. Yancey  
Director of Finance  
Springfield Public Schools  
byancey@sps.lane.edu

Website: [www.sps.lane.edu](http://www.sps.lane.edu)

Springfield School District 7-21 at Opportunity Employer

**E-Mail Correspondence**

April 10, 2007

Robin G. Dehnert, AICP – r.dehnert@satrepc.com  
Satre Associates, P.C.  
132 East Broadway, Suite 536  
Eugene, OR 97401

Re: Goal 2 Issue  
The Villages at Marcola Meadows

Dear Rob:

I think the comments on page 5 of the March 26, 2007 submission to the City correctly point out the coordination called for by the Metro Plan. I would only add that the coordination process as part of the Metro Plan has, of course, been acknowledged as consistent with the Statewide Goals, including Goal 2.

The language in Goal 2 Guidelines has been cited as a limitation on revisions to the plan. Part III.E.1 contains the language: "...major revisions should not be made more frequently than every two years, if at all possible."

The fact is that the second paragraph of the introductory section of Part III – Use of Guidelines, describes the guidelines as "suggested directions that would aid local governments in activating the mandated goals." The guidelines are simply suggested approaches that local government may use in achieving compliance with the goal; they are not requirements with which local governments must comply. ORS 197.015(9), Churchill v. Tillamook County, 29 Or LUBA 68 (1995).

In Chapter IV of the Metro Plan, entitled "Metro Plan Review, Amendments and Refinements," policy 4.d states:

"d. The governing bodies of the three metropolitan jurisdictions may initiate an amendment to the *Metro Plan* at any time. Citizen initiated Type II amendments may be initiated at any time."



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Malcolm H. Scott  
James W. Spickerman  
Kate A. Thompson  
Jane M. Yates

\*Also admitted  
in Washington

Robin G. Dehnert, AICP  
April 10, 2007  
Page 2

Of course, this policy of the Metro Plan has been acknowledged at LCDC as consistent with Goal 2.

As I indicated to you in our conversation, I do not believe I can add anything further on Goal 9.

Let me know what else I might be able to provide you.

Very truly yours,

*James W. Spickerman*  
[spickerman@gleaveslaw.com](mailto:spickerman@gleaveslaw.com)

jca

0609 Marcola Meadows  
March 28, 2007

#### WHY MARCOLA MEADOWS IS NOT LIKE HOME DEPOT

Selected denial findings for Home Depot Metro Plan Amendment 00-12-254 and responses regarding current application:

**Home Depot Finding 3:4 cites *Economic Element Policy #B.16:***

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

**Marcola Meadows Application:** The Marcola Meadows Master Plan will replace the existing Conceptual Development Plan whereas the Home Depot application simply asked to break off a piece without addressing the whole. The Home Depot proposal was to remove approximately 8 acres from an approved 56-acre Conceptual Development Plan. That plan was created, in part, to implement Policy #B.16. By contrast, the current proposal will bring 100 acres under a Master Plan.

**Home Depot Finding 5 cites *Economic Element Policy #B.6:***

*Increase the amount of undeveloped land zoned for light industrial and commercial uses correlating the effective supply in terms of suitability and availability with the projections of demand.*

**Marcola Meadows Application:** The findings submitted with the Marcola Meadows proposal establish a quantified correlation between the supplies of industrial, commercial, and residential land based on the adopted and acknowledged projections of demand. These findings also discuss thoroughly the suitability of the site relative to other CI properties in the inventory. The proposal will be an important implementation of Policy #B.16.

**Home Depot Finding 7:** "The Council finds that there are other industrial zones suitable for building supply uses. Warehouse Commercial / Retail uses, especially building materials, are permitted in Light/Medium Industrial and Heavy Industrial zones (Springfield Development Code 20.020(6))."

**Marcola Meadows Application:** The City of Springfield Planning Commission approved ZON 2006-024, which formalized the assertion made in Metro Plan amendment 00-12-254 Finding 7 that Home Improvement Centers are permitted in LMI and HI zoning districts. However, the Oregon Department of Land Conservation and Development ruled that this action did not comply with state and local requirements for such amendments. Therefore, Finding 7 is no longer valid.

**Home Depot Findings 10 and 11**

**10:** "There is nothing in the record to suggest that Springfield has an excess inventory of Campus Industrial property. The Metro Plan as it stands is intended as a coordinated, comprehensive



action that supports a variety of policies. These policies are derived from compliance with statewide land use goals, administrative rules, and what is in the best interests of the community for a balanced economic, social and environmentally responsible future.”

11: “There is nothing in the record to warrant the conversion of this Campus Industrially zoned property to commercially zoned property.”

**Marcola Meadows Application:** The *Metropolitan Industrial Lands Policy Report* did not project demand specifically for Campus Industrial land. The nearly 1,000 acres of land recommended for CI designation in the adopted and acknowledged *Metropolitan Industrial Lands Policy Report* was deemed sufficient till at least the end of the planning period. Since the inventory was completed, the net result of designation changes has increased the supply of CI land by over 160 acres. This is documented in the application and supplemental materials. The table below documents these changes.

The application also documents the imbalance of land inventories and presents sound economic reasons for reapportioning industrial, commercial and residential land supplies as proposed. A coordinated and comprehensive effort to implement the policies of the Metro Plan cannot fail to acknowledge the importance of balancing land supplies. Maintaining equilibrium between the various land supplies is in the best interest of the community.

**Current and 1993 MILPR Proposed CI Inventory**

Region	Site	MILPR Designations			2004 MetroPlan Designations		
		1993	Recommended	acres	Current	acres	File #
1	29	LMI	CI	67.2	LDR	-67.2	MA 92-002
2	37	P&O, SLI'	CI	180	CI		
	47	LMI	CI	48.8	LMI	-48.8	not converted
	84	SLI	CI	215	CI		
4	2	UR	UR"	46.2	UR		
5	1	SLI	CI	76.3	CI		
	2	SLI	CI	30.3	CI, C"	-10	MA 02-009
	3	SLI	CI	2.8	CI		
7	5	SLI	CI	86.1	CI		
	25	SLI	CI	243	CI		
MILPR recommended CI inventory				995.7			
MILPR sites not recommended for CI inventory							
2	29	LMI, SLI, NR	LMI, NR		CI	44.8	
	43	SLI	N/A		CI	103	
	51	LMI, NR	LMI, NR		CI, NR*	63.2	
5	N/A**	Non-Industrial	N/A		CI	77	MA 91-001
Adjustments to CI inventory						162	
<b>Current Adjusted Metro CI inventory</b>						<b>1158</b>	

' The MILPR estimated only 180 of 326 acres were developable

\* University Research is thought synonymous with CI

\*\* Approximately 10 acres of original 30.3 designated Commercial

\* 11 acres of the original 74.3 are designated NR

\*\* Approximately 75 acres of CI were added adjacent to Site 1, Region 5 WAP adoption

The 1993 study was based on 1989 inventory. The Metro Plan SLI description became CI via MA 92-001 (adpt 10/9

ATTACHMENT 4  
DRAFT MINUTES – MARCH 27<sup>TH</sup> PLANNING COMMISSION WORK SESSION

# DRAFT MINUTES

Minutes approved by the Springfield  
Planning Commission:

City of Springfield  
Work Meeting

## MINUTES OF THE WORK SESSION MEETING OF THE SPRINGFIELD PLANNING COMMISSION HELD Tuesday, March 27, 2007

The City of Springfield Planning Commission met in Work Session in the Jesse Maine Meeting Room, 225 Fifth Street, Springfield, Oregon on **Tuesday, March 27, 2007 at 5:30 p.m.**, with Frank Cross as Springfield Planning Commission Chair.

### ATTENDANCE

Present were Chair Frank Cross, Planning Commissioners Lee Beyer, Gayle Decker, Dave Cole, Steve Moe and Johnny Kirschenmann. Also present were Development Service Director Bill Grile, Planning Manager Greg Mott, Planning Supervisor Mark Metzger, Planner III Gary Karp, Planning Secretary Brenda Jones, and City Attorney Joe Leahy.

### ABSENT

- Bill Carpenter

### APPLICATIONS

1. **METRO PLAN DIAGRAM AMEMDMENT—CASE NUMBER LRP 2006-00027  
SPRINGFIELD ZONING MAP AMENDMENT—CASE NUMBER ZON 2006-  
00054**

Commissioner Cross called the meeting to order. He briefly noted the applications at hand.

Mr. Karp made the staff presentation, explaining that the property in question was known as the Pierce property was sold last year and the new property owners wanted to develop the property to allow construction of a phased mixed use residential and commercial development with nodal attributes to be known as the Village at Marcola Meadows. The property located north of Marcola Road and west of 31<sup>st</sup>, was about 100 acres in size. The current Eugene-Springfield Metropolitan General Area Plan (Metro Plan) designation for the property was Campus Industrial, Medium-Density Residential, and Campus Industrial. Mr. Karp said the applicant was requesting a Type II Metro Plan amendment to change the Campus Industrial portion of the site (56 acres) to Commercial/Nodal Development Area, Community Commercial, and Medium-Density Residential/Nodal Development Area, and an amendment to the Springfield Zoning Map from Campus Industrial to Community Commercial (11 acres), Mixed Use Commercial (26 acres), and Medium-Density Residential (19 acres).

## DRAFT MINUTES

Mr. Karp said the applications were the first step in the process of obtaining development review approval. Submittal of a master plan regulating development on the entire parcel would require approval of the Planning Commission and individual site review and subdivision applications. Future applications would include public notice.

Mr. Karp reported that the applicant held a public meeting at Briggs Middle School on March 14 to discuss the proposal with residents and solicit their questions and concerns. About 40 people attended, and concern was expressed about the effect of drainage from the site, whether adjacent residents would have to participate in street improvement costs, and building height. Most of those issues raised were related to the master plan approval process, where such issues would be addressed. He said if such issues were raised at the public hearing, they would be included in the public record, but they were not related to the criteria governing the applications.

Mr. Karp spoke to Statewide Planning Goal 12, Transportation. The Pierce property was listed in TransPlan as a potential node and was considered by the City Council for formal designation as a node. The applicant submitted a request for a trip cap, to be implemented through a trip monitoring plan to demonstrate compliance with Goal 12. Springfield staff Gary McKenney and Ed Walker of the Oregon Department of Transportation (ODOT) reviewed the application for compliance and recommended a condition of approval to be imposed during the master plan review process. The condition called for ramp improvements at the Mohawk/Eugene-Springfield Highway interchange.

Mr. McKenney spoke to the traffic analysis, saying Springfield and ODOT staff were satisfied that the analysis was accurate and adequate. In regard to the zone change, traffic engineers must make assumptions about the type of development that would occur, and they focus on the intensity to be expected in a "reasonable worst case development scenario." The result was measured against the Goal 12 criteria and compared to what had been assumed would take place. Mr. McKenney said the engineers looked at the trips anticipated in the "reasonable worst case scenario" and built a structure into the land use approval process that precluded further development after the traffic generated by the proposed development reached a certain lid. He reminded the commission that was the approach taken to the Peace Health plan amendment.

Continuing, Mr. McKenney said one concern about such an approach was that the first phases of a development could take up all the capacity under the lid, making later phases more problematic and potential leaving empty land. He said the condition of approval recommended took a different approach. Staff recommended that within each zone in the proposal, the number of units of development, whether thousands of square feet of commercial or number of units of residential, be limited.

Mr. McKenney said that another issue that staff addressed through a condition of approval related to the impact that would result from development under the proposed rezoning. The draft analysis identified one facility that would be significantly affected if the development proceeded as proposed, the Mohawk interchange with the freeway,

## DRAFT MINUTES

particularly the eastbound off-ramp. The applicant proposed to mitigate the impact through some lane restriping. Staff was comfortable with that conceptually, but at this point lacked a detailed design that could be analyzed. He recommended as a condition of approval that the applicant demonstrate to ODOT, the facility owner, that the mitigation measure could be accomplished meeting the applicable ODOT highway standards.

Commissioner Cross asked when mitigation would occur. Mr. McKenney said it would be required to be in place prior to the occupancy of any new building on the site. The restriping would create an additional turn lane. No changes were needed at the other on-ramp. Responding to a follow-up question from Commissioner Decker, Mr. McKenney indicated that the analysis looked 15 years into the future.

Responding to a question from Commissioner Cross, Mr. McKenney said the interchange to the east was not expected to handle most of the traffic coming from the east. The 42<sup>nd</sup> Street interchange was not as close and was not the primary route people chose to use. Staff believed that most people would choose to use the interchange closest to the site, and the Mohawk exchange was closest. He confirmed, in response to a follow-up question from Commissioner Cross, that the center turn would be able to go both straight and left; today one could not go to the left. There would be two lanes from which people could make a left turn.

Mr. Karp spoke to the issue of compliance with Statewide Goal 9, Economic Development. He said that in 2001, the City Council denied a Metro Plan amendment to change 7.79 acres of Campus Industrial to Community Commercial to accommodate a Home Depot. He noted the applicant submitted the applications in September 2006, prior to the effective date of the recent changes of Goal 9, Commercial and Industrial Lands Study from 2001, are still the ones in effect today. The recently adopted Natural Resource Study fine tuned the Commercial and Industrial Land Inventories. What we haven't had is a complete review of the main inventories. There may be a future Commercial/Industrial Buildable Lands Study, which will be outside the realm of this project. There are still only two Campus Industrial sites in the community, one is at Gateway and the other is the Pierce property. The draft Jasper-Natron Specific Development Plan proposes to add to the Campus Industrial Inventory, but it was yet to be adopted.

Mr. Karp discussed what had changed since 2001, saying that in regard to the Campus Industrial zone, there appeared to be growing demand for business park uses. The zoning district was primarily intended to be an industrial zoning district, and in 2004 the City made some changes to the mix of uses to ensure that 60 percent was dedicated to industrial/research and 40 percent could accommodate business parks. That applied to the Pierce site. However, most of the demand happening on the Gateway Campus Industrial site was for commercial office uses. Mr. Karp said this staff report included a list of 20-25 uses currently at that site. There was one industrial use, Shorewood Packaging, and the remainder was developed in such uses as call centers or business parks.

## DRAFT MINUTES

Mr. Karp believed there was a change in the nature of the demand since the adoption of the Campus Industrial designation. The Sony plant siting was an example of the type of use that was contemplated; that use lasted about five years and became obsolete. The Sony building was now in use for medical research.

Mr. Karp suggested the lack of Campus Industrial development on the Pierce site was due to the relative proximity of the Kingsford Charcoal plant, the rail line, and electric lines. He said the Home Depot application was for a piecemeal development and the proposal in question was for the entire property.

Mr. Karp said the commission's decision needed to consider whether the City would be better served by the application. He believed that a quality development would be constructed in time.

Commissioner Beyer believed the commission faced the qualitative decision of whether it was better to put the site into more commercial use. He recalled his past arguments for Campus Industrial zoning on the site, but disagreed with Mr. Karp's assessment that there had been no interest expressed in locating an industrial use on the property. He had worked with several people, some of who went so far as to develop site plans, who tried to locate an industrial use on the property but they had did not have a willing seller. However, he thought the commission needed to focus on the best use of the property. Mr. Karp said he did not disagree with Commissioner Beyer's assessment.

Commissioner Cross recalled that there were other issues related to the suitability of the property. Mr. Karp noted the previously mentioned proximate uses, which were not acceptable for some uses such as high tech industrial uses because of noise, vibration, and pollution.

Mr. Metzger agreed with Commissioner Beyer, and said that other issues, particularly the Kingsford plant, worked against the site as high tech location.

Commissioner Beyer thought there was also a perception of transportation problems at the site and agreed about Mr. Metzger's assessment of the Kingsford site. He thought there was also a perception related to power lines and the vibration from rail lines, but pointed out that many high tech sites in Oregon were in located on similarly hampered sites and while it was a concern, it did not preclude such uses from being located on those sites.

Commissioner Cross asked if the proposed use could be sited at another location if it was not to be accommodated at this site.

Mr. Mott said the State, through the periodic review process, did not order the City to evaluate its industrial land from either the demand or supply side, and no one had analyzed what the community was able to offer that sector of the economy, making it difficult to compete for those businesses. Over time, Springfield had experienced a

## DRAFT MINUTES

change in what types of businesses were attracted to the community, and the City Council had not yet discussed how to position Springfield for those businesses. The State required the City to have a 20-year inventory, but did not stipulate in the past the type of analysis that would legitimize the inventory in terms of both quantity and the usability of the sites for different sectors of the economy.

Mr. Mott suggested a manufacturing business might not be as concerned with a supply of developable acres as it was with the quality of life, high educational quality, and better medical facilities, and might compromise on the quality of the site it selected for those factors. Springfield staff expected to engage in a discussion of that topic with the council and the community at the start of the next fiscal year. At this point, he believed the City was operating under antiquated notions about the industrial sector and what it could be expected to be in the future, and had done no analysis or planning outside of a few discrete actions, such as the implementation of the urban renewal district in Glenwood and the draft Jasper-Natron Specific Development Plan.

Mr. Mott said the law was clear as to the need for a 20-year inventory, but it was not clear that the expectation was that the 20-year would be a rolling inventory, that is, there would always be a 20-year supply. While it was impractical to think there would be, he believed the City needed to evaluate what was needed, perhaps on five-year cycles. Periodic deletions of the inventory had some affect, but he did not think the overall significance of that could be determined until a cyclical evaluation occurred.

Mr. Beyer suggested that Commissioner Cross' question was, if not here, where, within Springfield, and was that a concern. He said he both agreed and disagreed with Mr. Mott. He said in reality, communities do not count units and then factor in projection growth and density factors to determine how much land was needed; instead, reality was opportunity-based. He hoped that staff commissioned some commercial and industrial brokers to review the existing inventory and how it related to regional demand, as he believed that demand was more regional in nature than local. Mr. Beyer also hoped that staff talked to the State Economic Development Department to learn what kinds of requests for land it was receiving.

It was Commissioner Beyer's perception that the metropolitan area had no land, even for local growth. He offered as an example the growth occurring in Coburg, which he attributed to a lack of land in the metropolitan area. He pointed out that 3,000 to 5,000 people were working each day in a town with a population of 800 only 1-1/2 miles from Springfield's border. That was where the land was, and the metropolitan area was now grappling with what to do with the sewer from the growth Coburg experienced. He said the issue was where were the sites available that people wanted to use, adding it was questionable whether the site in question was a good industrial site and perhaps better used for housing. However, Commissioner Beyer questioned whether the City should change the zone because of a lack of need for the land, and questioned if the commission had the information it needed to make that judgment.

## DRAFT MINUTES

Mr. Mott clarified he was not suggesting that he and Mr. Metzger were going to commence on an industrial lands study on July 1; the budget allocation he anticipated would be used to hire professionals. He said the commission did not need to substitute the site for another site; it was not an approval criterion or a requirement of Goal 9. However, the commission needed to respond to the effect of the proposal on the inventory, and the effect on the inventory would be reduction of 56 acres of Campus Industrial from the inventory.

Commissioner Cross questioned how the commission could justify the proposal as beneficial to Springfield if it was unable to understand the true benefit behind it.

Mr. Mott noted that the commission had yet to hear all the evidence. He pointed out that any time the City made such a change anywhere it was replacing one designation for another. He suggested the same questions with respect to the appropriateness of the site for the intended use, not just the existing use. He said the commission had to assume, because it lacked evidence to the contrary, that the City made the right decision at some point in the past to designate the sites as they were, as it had all worked out in the past and the infrastructure was designed around what was intended for the site. As time passed and policies became dated or the appropriateness of the site passes by for whatever reason, there was an initiative to change the property's designation and the developers made that argument to the City. The commission had to weigh the facts and whether the policies in the plan supported the action.

Mr. Mott reiterated that the commission did not have to make up the reduction in the designation somewhere else, although that might occur through another process.

Mr. Metzger reported that Department of Land Conservation and Development staff had indicated its preference that the City's staff report be based on adopted inventories that were currently part of the record. The most recent industrial inventory was done in 1992, and it had suggested that there would be 1,500 to 2,100 surplus acres beyond the 20-year supply. The State directed the City to evaluate the reduction against the surplus, rather than the 20-year supply itself, and suggested that if the City "nibbled away" at the surplus it should theoretically be okay. The finding was that 56 acres could be accommodated against the surplus.

Mr. Metzger recalled Springfield's 2000 Commercial Lands Study, which found the community short of supply by about 356 acres. The City had added to the projected shortfall through other actions, reducing it to about 172 acres. He said staff believed that Springfield might have a shortage of commercial land and surplus of industrial lands. Mr. Metzger emphasized the need to update the Buildable lands inventory and noted the recent Commercial and Industrial Buildable Lands Study, which indicated that more work was needed to determine what the inventory was. He said that demand was another factor, and the study did not address that issue. Mr. Metzger believed that the commission could trust intuitively that Springfield needed more commercial land.



## DRAFT MINUTES

Commissioner Beyer believed the study mentioned by Mr. Metzger lacked a qualitative aspect as it treated every square foot of land the same, and there was a difference. There were many smaller sites with an acute shortage of large sites. Choices were narrow.

Mr. Metzger emphasized the draft nature of the Jasper-Natron Specific Development Plan. He said the Jasper extension had a good chance of going through, and if it was constructed the City would need to examine and rearrange the development patterns in the vicinity. He noted the draft plan called for about 178 acres of new Campus Industrial land in that area.

Mr. Beyer asked about capacity in the sewer line, if the line would have to be moved, and if the design proposed functioned with it. Mr. Karp said the line would not have to be moved. The issue of capacity would be addressed at the master planning stage.

Mr. Beyer recalled issues related to sewer capacity in this area, and thought the City had done something to address that. However, he noted the added residential units being proposed and asked if the system was able to handle the additional load. Mr. Karp said yes.

Mr. Beyer determined from Mr. Karp that the ditch would remain an open ditch and would be relocated. Mr. Metzger said the ditch was manmade and the Army Corps of Engineers had no jurisdiction and the Division of State Lands had no objection to the relocation. Mr. Beyer asked if the ditch was a Soil and Water Conservation District facility. Mr. Karp said the ditch was part of the City's storm sewer system.

Commissioner Cole asked if the City was "playing favorites" given that he perceived the City. Mr. Karp suggested that depended on whether one thought the situation had changed over time. He pointed out the change in the use of Campus Industrial and the fact the development proposal covered the entire site as changes in circumstances.

Mr. Mott recalled that the commission had recommended to the council that it approve the Home Depot proposal, and the City Council decided against it. He said the commission needed to consider whether any of the uses being contemplated were unacceptable tradeoffs in comparison to the potential uses that could be located under the current plan designation and zone.

Mr. Karp explained that the area is a proposed Nodal Development Area, which calls for a mixed-use development. This proposal is the type of mixed-use development that would occur at this property.

Commissioner Cole asked if the proposed development was considered by staff to be nodal development or a partial nodal development. Mr. Mott responded that there is no standard blueprint for a Node. Staff understands why citizens may think that is the case. The guidance that the TPR provides is that a Node has certain elements to it. It might be on a major transportation line or corridor, there's transit service available, the development will allow bike/ped throughout the type of uses that are attracted to it,

# DRAFT MINUTES

within the Node there is never more than ¼ mile distance between the transit facility and the activities, whether it be something special, commercial or office within the Node. Theoretically you could say the largest a Node can be is about 160 acres. Eugene has designated one site that is significantly larger than 160 acres. Springfield has designated two sites that are much smaller.

Commissioner Cross asked if the proposal is more Nodal than just a standard development.

Mr. Mott responded that the plan designation there is 9 acres of commercial, 36 acres of medium density residential and 55 acres of campus industrial. There is no mixed-use zoning, no nodal overlay, so there is no reason to believe that under the current plan and zoning that anything approximating a Node would develop. There is the potential that a developer could provide bike and pedestrian connection through-out the campus industrial over to the residential. One of the points of having a Nodal designation and receiving direction from Council is to apply the Nodal designation on certain sites. So that we are guaranteed that certain attributes of a pedestrian oriented or transit oriented Nodal development will occur.

Commissioner Beyer, asked that the application in front of the Commission tonight is for the zone change, plan change. Mr. Karp responded that the handout of development renderings was submitted to show possible scenario. This is not what the development would look like, the Master Plan will make that determination.

Commissioner Kirschenmann asked Mr. Karp about the letter received from DLCD. He asked if 56 acres represent 29% of the existing CI, as of today. There is a paragraph in the letter which calculates it to about 194 acres designated CI right now. Mr. Karp responded that the Commissioners can look at the information in a couple of different ways. Gateway has 275 acres, some of that is in the City, some is in the UGB, and you have the 56 acres at the Pierce property, so there is probably more than what DLCD is stating in the letter. Mr. Karp went on to say that in relation to DLCD's comments, there is going to be a letter submitted into the record tonight, from Satre and Associates. Satre went through the DLCD letter and responded to all of their questions and concerns.

Commissioner Cross asked if there were anymore questions of staff. There was none.

## 2. ADJOURN

Commissioner Cross adjourned the meeting at 6:45 p.m.

(Recorded by Kimberly Young)

ATTACHMENT 5  
DRAFT MINUTES – MARCH 27<sup>TH</sup> PLANNING COMMISSION PUBLIC HEARING

# DRAFT MINUTES

Minutes approved by the Springfield  
Planning Commission:

City of Springfield  
Regular Meeting

## MINUTES OF THE REGULAR MEETING OF THE SPRINGFIELD PLANNING COMMISSION Tuesday, March 27, 2007

***NOTE: The recorder malfunctioned. These minutes are prepared from written notes taken by several Development Services Department Staff.***

The City of Springfield Planning Commission met in regular session in the Council Meeting Room, 225 Fifth Street, Springfield, Oregon on Tuesday, March 27, 2007 at 7:00 p.m., with Frank Cross as Springfield Planning Commission Chair.

### ATTENDANCE

Present were Chair Frank Cross, Planning Commissioners Lee Beyer, Gayle Decker, Dave Cole, Steve Moe and Johnny Kirschenmann. Also present were Development Service Director Bill Grile, Planning Manager Greg Mott, Planning Supervisor Mark Metzger, Planner III Gary Karp, Transportation Planner Gary McKenney, Planning Secretary Brenda Jones, and City Attorney Joe Leahy.

### ABSENT

- Commissioner Carpenter

### PLEDGE OF ALLEGIANCE

- The Pledge of Allegiance was led by Chair Frank Cross.

### COUNCIL ACTION

- Dave Cole reviewed the previous evening's discussion on the ODOT replacement bridges.

### BUSINESS FROM THE AUDIENCE

- None

### QUASI-JUDICIAL HEARING

**Metro Plan Diagram Amendment, Journal Number LRP2006-00027**  
**Springfield Zoning Map Amendment, Journal Number ZON2006-00054**  
**Satre Associates, Applicant – Representing SC Springfield, LLC**

There was no conflict of interest or ex-parte contact.

# DRAFT MINUTES

Mr. Mott reviewed the criteria of approval for the two applications found in the Springfield Development Code Sections 7.070 and 12.030.

Mr. Mott stated that any comments should address the criteria of approval and that the Planning Commission is not the decision maker on these applications. The Planning Commission will make a recommendation to the City Council to approve, approve with conditions or deny these applications.

Commissioner Beyer asked Mr. Mott to explain that the reason for this hearing is not to approve a single use, but that a much broader range of development that can be sited and that the scope of public testimony is not limited.

## STAFF PRESENTATION:

Mr. Karp presented the staff report.

Mr. Karp began by entering the staff report and written testimony sent to the Planning Commission into the record. Written testimony was from:

Brenda Wilson, received March 23, 2007

Darlene Houck, received March 26, 2007

Rick Satre, received March 26, 2007

Mr. Karp went on to state: The subject site, formerly known as the "Pierce" property is located north of Marcola Road, west of 31<sup>st</sup> Street, east of Mohawk Marketplace shopping Center and south of the EWEB bike path. The subject site is 100.3 acres in size. The current Metro Plan designations and zoning are: Campus Industrial, Medium Density Residential and Community Commercial. The applicant requests approval of a : Type II Metro Plan diagram amendment to change the Campus Industrial designated portion of the subject site (currently 56 acres) to Commercial/Nodal Development Area. Community Commercial and Medium Density Residential/Nodal Development Area; and amendment of the Springfield Zoning Map from Campus Industrial to Community Commercial; Mixed Use Commercial and Medium Density Residential. The applicant's intent is to obtain the proper Metro Plan designations and zoning to allow the construction of a phased mixed-use residential and commercial development with nodal attributes called the Villages at Marcola Meadows.

Mr. Karp referred to a handout that explained the three step review process that is required before development can occur: 1) Approval of the Metro Plan Diagram and Zoning Map Amendment Applications; 2) Approval of a Master Plan for the entire property; and 3) Site Plan Review and Subdivision Approval. Mr. Karp stated that all these applications require public notice.

Mr. Karp stated that staff recommends approval of Metro Plan Amendment and Springfield Zoning Map Amendment, with conditions.

# DRAFT MINUTES

## APPLICANT PRESENTATION:

Rick Satre with Satre and Associates, P.C.; 132 East Broadway, Suite 536, Eugene, Oregon 97401: Applicant's representatives

Mr. Satre reminded the Planning Commission that the question tonight is about Planning and Zoning. Nonetheless, there has been substantial effort invested in developing a vision. Mr. Satre referenced the Master Plan process and the plans underway. Mr. Satre informed the Planning Commissioners that he will be in front of them again when he presents the Master Plan application, and then there will be a conversation in more detail about what the community can expect at Marcola Meadows.

Mr. Satre stated the property in question has been known for years as the "Pierce Property". The site is now known as the Villages at Marcola Meadows. Marcola Meadows is envisioned to be a livable, walkable, human scale, connected suite of villages. The proposal does include a home improvement center, but the home improvement center is only 13.6 acres of the 100.3 acre site, and the proposed open space is also about 13 acres. However, the home improvement center is the economic engine, it will be the draw which will allow smaller commercial to survive, and indeed thrive.

Mr. Satre described the proposed Metro Plan Diagram and Zoning Map amendments. Mr. Satre pointed out that the proposed Nodal Development Area will be applied to 80.7 of the subject property's 100.3 acres which will help Springfield comply with TransPlan and the TPR regarding trip reduction. Mr. Satre also stated that the proposed Mixed Use Commercial zone will require building design standards that will be applied to the future commercial uses fronting Marcola Road to buffer the Community Commercial uses from the residences across the street.

Mr. Satre stated that there are three key questions:

1. Has the demand for light industrial manufacturing uses originally intended for the CI district not materialized? Yes. The Pierce property has been "shovel ready" for some 30 years, yet there have been no CI development proposals. The SLI/CI designation was originally adopted to assist in the diversification of the metro area's economy in the transition following the wood product industry's decline. However, there has been, and continues to be, a change in market forces regarding the "high-tech" industry. For example, SONY manufactured CD's for only 5 years and closed due to "new technologies", and has been replaced by a medical research facility. If manufacturing uses are in demand, why is there only one manufacturing facility in the Gateway CI district? Because demand for "manufacturing", the traditional intended use for CI, isn't there.
2. Does the proposal satisfy Goal 9 and DLCD's concerns? Yes. Following receipt of DLCD's March 12, 2007 letter, we met with City staff and DLCD representatives and revised our Goal 9 findings. These are included in your staff report and are the basis for staff concurrence that we meet Goal 9 criteria. Specifically (See letter dated 3/26/2007 submitted at the meeting)

## DRAFT MINUTES

- DLCD issue 1 and 3: Quantitative Analysis. Industrial supply is low. Using acknowledged inventories there is over 100 acres of vacant CI land (In the Gateway area alone). There will be a surplus of industrial land at the end of the plan year 2010.
  - Issue 2, 4c and e, 8 and 11: acknowledged inventories. Findings now rely solely on acknowledged inventories
  - Issue 4b: Consistency with the Metro Plan. The Metro Plan acknowledges that inconsistencies may at times occur between various policies and that this is okay, leaving it to local jurisdictions to sort out. The staff report, documents we are consistent with Economic Policy B6 and others in the Springfield CLS.
  - Issue 5, 6, 7: Nodal Development. The home improvement center is not proposed for a nodal area. As noted in the staff report, the proposal applies the nodal area designation to the commercial area outside of the home improvement center location. The surrounding mix of residential and mixed-use commercial designations serve quite well as a transition between proposed and existing land uses, and our proposal meets all adopted nodal and mixed-use standards.
  - Issue 4a, b, d, r and h: Inventory Equilibrium. The three land inventories are economically interdependent. Improving the balance between the three, as our proposal does, improves equilibrium of supply which spurs orderly and proportional growth in the others.
3. Will Springfield and its citizens be better served by converting CI to Commercial? Yes. Acknowledged land inventories document that there is a surplus of industrial land and shortage of commercial land. This proposal introduces equilibrium in the supply, thus assisting with market forces and economic development. Even with this proposed change, there will still be over 100 acres of vacant CI zoned and designated land in Springfield.

Mr. Satre thanked the Planning Commission for the consideration of their request. Mr. Satre made himself available for questions from the Planning Commission.

### TESTIMONY OF THOSE IN SUPPORT

- None

### TESTIMONY OF THOSE OPPOSED –

- Karen Boden, 2187 N. 32<sup>nd</sup> Street had the following concerns:
  - The impact to the established neighboring homes and the quality of the proposed homes.
  - The impact on Briggs and Yolanda schools.
  - If the proposed development would require annexation of nearby properties.
  - What would happen to wildlife that live in and/or use the open field.
  - Drainage issues.
  - Explained there was a mapping error – 23<sup>rd</sup> Street should be Bonnie Lane.

## DRAFT MINUTES

- Peggy Thompson, 2777 Marcola Road had the following concerns:
  - The increased traffic caused by the development.
  - Could a round-about could be constructed at 28<sup>th</sup> Street and Marcola Road.
- Gayle Wagenblast, 2457 Otto Street had the following concerns:
  - Where the new children would go to school; the schools are already full.
  - The cost of homes vs. the homes that are already built.
  - Medium Density Residential density questions – if the minimum density is 10 dwelling units per acre, why are they required to have 12 dwelling units per acre and why can't they rezone to a lower density.
  - There were inconsistencies in what Mr. Satre presented tonight and at neighborhood meeting.
  - The animals that use the property would be displaced.
  - Wetland flooding.
  - Not opposed – just wanted to be re-assured that the development would be a quality development.

Commissioner Beyer asked if Ms. Wagenblast preferred the current zoning or more warehouse and industrial up front.

Commissioner Cross asked if they would like to see this stay as a vacant parcel.

- Cheri Willis, 2476 Otto Street **asked to keep the record open** and had the following concerns:
  - Medium Density housing.
  - The number of children needing to go to school and who pays for the new schools.
  - Extra persons on the bike path and crime.
- Robert Lind, 2359 31<sup>st</sup> Street had the following concerns:
  - He was not opposed to the project, but wanted to have the two and three story apartments placed in another spot.
  - How is 31<sup>st</sup> Street going to be improved and will this cost be placed on the current property owners.
- Nancy Falk, 2567 Marcola Road had the following concerns:
  - This is a special piece of property and that a number of developers have tried to locate on this property without success.
  - The Planning Commission should not amend the Metro Plan.
  - The residential density is too much.
- Lauri Segal, representing Goal 1 Coalition, 642 Charnelton Street, Eugene **asked to keep the record open** and had the following concerns:
  - There are internal inconsistencies with Type I, II, III and IV review processes.
  - Goal 2 was not adequately addressed.



# DRAFT MINUTES

- Goal 5 – The City’s Natural Resource Study was not an update of the City’s land inventories, the loss of land involved small acreages pertaining to the 25 foot setbacks.
- Goal 9 – Staff cited an outdated version of the OAR.
- Recreational needs were not adequately addressed.
  
- Jennifer Bates, representing the Ambleside Homeowner’s Association, 2287 35<sup>th</sup> Street had the following concerns:
  - Moe Mountain Subdivision will also impact schools.
  - Residential density.
  - Safety issues for children crossing 31<sup>st</sup> Street at V Street.
  
- Karen Clearwater, 2361 31<sup>st</sup> Street had the following concerns:
  - Residential density.
  - Why nodal? Can we skip nodal?
  - Strongly recommended a traffic signal at V and 31<sup>st</sup> Streets for kids crossing the street.

Mr. Mott responded to the density question by stating the Medium Density Residential ranges from 10-20 units per acre and that Nodal Development Area requires a minimum of 12 dwelling units per acre. The density could be higher in one part of the property, but the 12 dwelling unit per acre standard must be met.

## TESTIMONY OF THOSE NEUTRAL –

None

## PLANNING COMMISSION ACTION

*A motion was made by Lee Beyer and seconded by Gayle Decker to hold the record open to consider additional written material and to reconvene on April 17, 2007 deliberate on this matter and forward a recommendation to the City Council. The vote was 6- 0, with 1 absent.*

The written record will be kept open until April 3, 2007. The Applicant has until April 10, 2007 to respond to the written record. The Planning Commission will reconvene on April 17, 2007 to deliberate and make their recommendation to the City Council.

Mr. Mott stated that the City Council work session and public hearing dates will change and a new notice will be sent, prior to this meeting.

Commissioner Cole, Decker thanked the audience for coming forward

## REPORT OF COUNCIL ACTION

- None

# DRAFT MINUTES

## BUSINESS FROM THE AUDIENCE

- None

## BUSINESS FROM THE DEVELOPMENT SERVICES DIRECTOR

- April 9, 2007 – Council will be hearing a presentation for Glenwood and the direction they see these project

## BUSINESS FROM THE COMMISSION

- None

## ADJOURNMENT

- The meeting was adjourned at 9:00.

Minutes recorded Brenda Jones

ATTACHMENT 6  
ORDER AND RECOMMENDATION

BEFORE THE PLANNING COMMISSION  
OF THE CITY OF SPRINGFIELD, OREGON

ORDER AND RECOMMENDATION FOR ]  
A METRO PLAN DIAGRAM AMENDMENT ]      CASE NUMBER LRP 2006-00027  
AND A SPRINGFIELD ZONING MAP AMENDMENT ]      CASE NUMBER ZON 2006-00054

**NATURE OF THE APPLICATIONS**

This is a consolidated application for the above referenced case numbers. The applicant is proposing to amend the Metro Plan diagram from Campus Industrial (CI) to Commercial/Nodal Development Area (C/NDA), Community Commercial (CC) and Medium Density Residential (MDR/NDA); and to amend the Springfield Zoning Map from CI to CC, Mixed Use Commercial (MUC) and MDR. The applicant intends to obtain the proper Metro Plan designations and zoning to allow the submittal and approval of the appropriate applications (including, but not limited to: Master Plan, Subdivision and Site Plan Review) in order to construct a phased mixed-use residential and commercial development implementing TransPlan nodal regulations which will include design elements that support pedestrian environments and encourage transit use, walking and bicycling; a transit stop which is within walking distance (generally ¼ mile) of anywhere in the node); mixed uses so that services are available within walking distance; public spaces, such as parks, public and private open space, and public facilities, that can be reached without driving; and a mix of housing types and residential densities that achieve an overall net density of at least 12 units per net acre.

1. The applications were initiated and submitted in accordance with Section 3.050 of the Springfield Development Code on September 29, 2006 and accepted as complete on January 11, 2007. The applications were further revised on February 28, 2007 to change the requested LMI designation and zoning to CC due to issues raised by DLCD.
2. Timely and sufficient notice of the public hearing and changed hearing dates caused by the written record being held open has been provided, pursuant to Section 14.030 of the Springfield Development Code.
3. On March 27<sup>th</sup>, the Planning Commission held a work session and public hearing on the proposed amendments. The staff report and written comments were entered into the record. During the course of the public hearing, the Planning Commission was asked to hold the written record open until April 3<sup>rd</sup>, allow the applicant to submit rebuttal materials by April 10<sup>th</sup> and to deliberate and make their decision on April 17<sup>th</sup>.
4. Four people submitted written correspondence by the April 3<sup>rd</sup> date.
5. The applicant submitted rebuttal materials by the April 10<sup>th</sup> date.
6. On April 17<sup>th</sup>, the additional materials were entered into the record and the Planning Commission deliberated and forwarded a recommendation to the City Council based on the additional materials, the original Development Services Department staff notes and recommendation together with the oral testimony and written submittals of the persons testifying at the March 27<sup>th</sup> public hearing.

**CONCLUSION**

On the basis of this record, the proposed amendments are consistent with the criteria of SDC Sections 7.030 and 12.030. This general finding is supported by the specific findings of fact and conclusion in the Staff Report and Findings and the additional information submitted for the April 17<sup>th</sup> meeting.

**ORDER/RECOMMENDATION**

It is ORDERED by the Springfield Planning Commission that approval, with conditions, of CASE NUMBER LRP 2006-00027, and CASE NUMBER ZON 2006-00054, be GRANTED and a RECOMMENDATION for approval, with conditions, be forwarded to the Springfield City Council for their consideration on May 7th.

\_\_\_\_\_  
Planning Commission Chairperson

ATTEST

AYES:  
NOES:  
ABSENT:  
ABSTAIN:

**ATTACHMENT 8  
APRIL 17, 2007 PLANNING DRAFT MINUTES**

## MINUTES

Springfield Planning Commission  
Regular Session  
Springfield City Hall—City Council Chamber  
225 Fifth Street, Springfield

April 17, 2006  
7 p.m.

PRESENT: Frank Cross, Chair; Steve Moe, Gail Decker, Lee Beyer, David Cole, Bill  
Carpenter, Johnny Kirschenmann, members; Greg Mott, Mark Metzger, Gary  
Karp, Gary McKenney, Brenda Jones, Springfield staff; Joe Leahy, City Attorney.

Commissioner Cross called the meeting to order.

**1. PLEDGE OF ALLEGIANCE**

**2. APPROVAL OF MINUTES**

Mr. Beyer, seconded by Mr. Moe, moved to approve the minutes of March 27, 2007. The motion passed unanimously.

Commissioner Cross reordered the agenda and moved item 3, Report of Council Action, to the end of the meeting.

**4. BUSINESS FROM THE AUDIENCE**

Commissioner Cross determined there were no items from the audience.

**5. QUASI-JUDICIAL HEARINGS**

Commissioner Cross opened the public hearing, a continuation from a hearing on March 27, 2007.

Mr. Mott reminded the commission that it held the record open for a period of time following the March 27 hearing and no new testimony would be accepted tonight. However, the commission could ask questions regarding the testimony submitted. He said the commission's role in regard to the plan amendment was advisory, and the criteria governing its decision could be found in Section 7.070 of the Springfield Development Code (SDC). The criteria for zone changes were found in SDC Section 12.030.

Mr. Carpenter indicated that he had been unable to attend the March 27 hearing but had reviewed the draft minutes and the materials provided to the commission at that time and believed he was qualified to participate in the commission's vote. He had no *ex parte* contacts or conflicts of interest in regard to the matter.

Mr. Karp entered the staff report, dated April 17, 2007, into the record. In addition to the correspondence in the staff report, the commission had received correspondence that arrived after the deadline, which would be added to the record for the May 7 public hearing before the City Council.

Mr. Karp said that on April 16 the City Council opened a public hearing on the matter; no testimony was presented at that time, and the council continued the hearing until May 7.

Mr. Karp recommended approval of the proposed Eugene-Springfield Metropolitan General Area Plan Diagram and Springfield Zoning Map amendments as conditioned, based on the findings attached to the staff report and additional staff information. He requested the commission to advise the City Council by motion and signature to the attached order by the commission chair to recommend approval of the amendments as conditioned at the public hearing on May 7, 2007.

Mr. Karp invited questions.

Mr. Carpenter questioned the number of students projected to come from the site at build out. Mr. Leahy clarified that the six students mentioned was the difference of students expected between build out as the site currently zoned and build out under the proposal. Mr. Carpenter asked if the medium-density residential (MDR) acreage had changed. Mr. Karp said the acreage was changing and the build out was proposed at 12 units per acre rather than 20 units per acre. Mr. Carpenter said "here we're telling them not to do dense housing?" Mr. Karp said the area was a potential node and that triggered a minimum of 12 dwelling units per acre in the MDR zone, which was what the developer intended to build. Higher densities would have more transportation impacts.

Mr. Cross determined from Mr. Karp that the trip cap would be recorded with the property, so any time someone sought to change a part of the approved master plan they would have to submit another TIA and go through the process again. If the application was not approved and the applicant decided to sell the property to another party, because of its location that individual would also have to go through the master plan review process to develop the site, at least for the MDR portion of the site. Mr. Karp confirmed, in response to a follow-up question from Mr. Cross, that the City would be able to maintain the 12 unit per acre cap.

Mr. Carpenter said the materials suggested that one reason the commission would not recommend approval of the application was because the site was "development-ready industrial land." He asked what it meant for the site to be "development-ready." Mr. Karp said the site was currently zoned campus industrial and had an approved conceptual development plan. Mr. Carpenter said the reason he asked was because he did not know of other industrial areas in Springfield that were not "development-ready" and wanted to know why the "catch phrase" was so important to this piece of property. Mr. Mott said the State placed a priority on what it referred to as "development-ready" industrial sites, which do not require annexation or additional processes other than local review of the development, and which had services in place. Sites with multiple ownerships, fragmented parcelization, underutilization in terms of how developed, or that had services available only to some parts of the site were not considered "development-ready."

Mr. Carpenter asked if the City maintained an inventory independent of the Buildable and Industrial Lands Study regarding such "development-ready" lands. Mr. Mott responded that economic development manager John Tamulonis had some information about such lands but the City's inventory was what was contained in its Geographic Information System (GIS) system. The inventory contained raw data that allowed the City to identify sites suitable for industrial development and it included a number of site attributes that further defined either the site's suitability or its shortcomings.

Mr. Carpenter confirmed with Mr. Mott that the City was periodically instructed by the State to update its lands inventory to maintain a 20-year supply of buildable land consistent with projected population and employment figures. The State would accept a variety of different categories and status of buildable lands; for example, the City could include redevelopment in its buildable lands inventory. The land was not necessarily vacant. The law dictated how frequently that review occurred. Mr. Mott confirmed, in response to a follow-up question from Mr. Carpenter, that the inventory was always a "snapshot in time."

Mr. Cross asked if the City still had a 20-year supply if the site was removed from the inventory. Mr. Mott deferred the question to the applicant, who had prepared the materials before the commission. He noted that the applicant made reference to the 1993 Industrial Lands Policy Report, and recalled that the City's periodic review notice of 1995 did not require a review of industrial lands. Responding to a question from Mr. Beyer, Mr. Mott acknowledged the current Commercial and Industrial, Buildable Lands Study undertaken at the behest of the three local jurisdictions CIBL, which primarily focused on the lack of accuracy in local data bases as opposed to answering the supply/demand question. There was no intent in that study to project if the area needed more land; what was funded only went so far as to state that if the community wanted the ability to monitor the status of the inventory annually, a more accurate data base was needed. The report was presented to the elected officials in June 2006. The Springfield council had wanted to proceed and learn if the area had sufficient industrial land and staff had projected the costs of the study, which might be funded in fiscal year 2008.

Mr. Beyer recalled that Mr. Tamulonis had indicated to the council that there was very little industrial land left in the Gateway area, and that the largest site not in the flood plan was 12 acres. Mr. Karp said that the area contained about 100 acres. Mr. Beyer observed that much of the site was in the floodplain and was not buildable. Mr. Mott indicated the City's standards for development in the floodplain differentiated between residential and nonresidential uses. While the City had received no development proposals for the acreage Mr. Beyer mentioned to react to, based on the City Council's direction he believed such development could occur if it met federal requirements for development in a floodplain. Mr. Beyer thought a part of the site might be adequate for parking but questioned how much was left. Mr. Tamulonis said he discussed potential opportunities for that site with several businesses who had envisioned parking in the floodway. That site was about six to eight acres, there was a twelve-acre parcel adjacent to it almost entirely in the floodway, and there was an approximately 60-acre site to the east of Deadmond Ferry Road that had about 50 acres in the floodway and 8 acres in the floodplain.

Mr. Beyer said there may be 100 acres at Gateway but it was severely restricted and was in



small parcels.

Mr. Tamulonis said when first joined the City he had thought the Pierce Property would develop rapidly because it was in a single ownership. Since then he had brought potential clients to the owner, who had been reluctant to accept some of the proposals, and later it became complicated because of the sewer line location and the location of the ditch, which were wrong for most large developments. Over time, businesses had become choosier as to where they located, and the site was near Kingsford Charcoal and dust particles and the odor from the hog fuel pile was an issue for some potential clients. In addition, residential densities were high in the area and many industrial uses did not want to locate near residential areas.

Mr. Carpenter asked about the Scottsdale, Arizona, development referenced in the staff notes. Mr. Karp said that a Springfield staff person had visited the store in Scottsdale and seen design elements that staff would like to see in Springfield as well. The conditions spoke to ensuring that those design elements were included in the development. Mr. Carpenter asked if those elements were reflected in the packet provided by the application. Mr. Karp said that it was somewhat similar. The point was to avoid a typical big box design with exterior architectural features.

Mr. Carpenter was confused by the amount of land to be in nodal development. Mr. Karp said the only area that would not be nodal was the area zoned Community Commercial for a total of 19.6 acres. The applicant indicated that a total of 80.7 acres were to have the nodal overlay designation, and a portion of the 80 acres was mixed-use commercial.

Mr. Carpenter asked where the conditions were referenced in the proposed order. Mr. Karp said the original staff report included those conditions, and if the commission wanted to include the specific conditions in the order it could be revised to include the conditions before it was signed by the chair. Mr. Carpenter maintained that in order to impose the conditions the City must have them in the order or reference them in the order.

Ms. Decker requested better maps that showed the underlying rezoning.

Mr. Cross asked about the current status of the City's industrial lands inventory and the accuracy of the numbers shared with the commission. Mr. Karp said the commission's decision can only address the acknowledged inventory, which was from 1993. The information in one-half of the table included on page 3-7 was drawn from that inventory. The other half of the table was based on 2004 information that was anecdotal. He noted that the 1993 study did not project demand; it only documented inventory, so no one could state with authority that the area lacked supply or had a surplus. He confirmed, in response to a question from Mr. Beyer, that the 1993 information did not account for the removal of industrial land developed since that time.

Mr. Cross closed the public hearing and called for commission discussion.

Mr. Beyer thought the applicant had prepared a pretty good plan. He acknowledged the commission was not considering the site plan. He said that living close to the site he would like to have a Lowe's store. However, he thought the commission was down to one of choices, that of moving a campus industrial site into a commercial use, and while he

liked that he had two concerns. One was the inventory of industrial lands. Mr. Beyer said as a member of the commission in the early 1980s, he had pushed for the designation of the parcel and had worked through the years to site a use on it. He said the local area was constrained by its limit of flat land, and it was hard to site industrial facilities on anything other than flat land. The site in question was one of the last such properties in Springfield. He wanted to maintain the job opportunities resulting from campus industrial and was reluctant to see that go.

Mr. Beyer said a second concern was based on the possibility that the development would work against redevelopment in the Mohawk area. Mr. Beyer said the commission was looking at a reasonable development plan but for him the question was what the community would give up. He did not want to give up the opportunity for job creation from the campus industrial zoning and thought at this time the proposal was not a good trade.

Ms. Decker agreed with Mr. Beyer about the lost job opportunities from rezoning the property, and questioned whether the employees of Lowe's would be able to buy the houses that would be built in the node. However, she thought the lack of interest in developing the property as a campus industrial site suggested that it might not be the best location for that zoning. She said Kingsford was a good community member but she did not think it mixed well with a campus industrial site or business park. For her the question became the existing supply of MDR land and whether the City should enlarge the small amount of commercial zoning now at the site. Ms. Decker believed the community needed more commercially zoned land and the proposal met that need. She supported the staff recommendation to change the zoning.

Mr. Cole said he had long been opposed to the loss of industrial lands. Large industrial sites were hard to come by once lost. The site in question was one of the community's last large greenfield sites. Any similarly sized site was going to be a brownfield site. As much as he liked the development proposal, he had reservations about giving up the industrial zoning.

Mr. Moe supported the proposal. He said the site had been on the market for a long time, and in that time those contemplating lands with such zoning had become much more picky. He thought the site presented less of an opportunity now than it had in the past. Mr. Moe thought it would remain unsold if kept in its present zoning. He thought the proposal was good. Mr. Moe reminded the commission that it was not talking about a specific user but rather the zoning on the site.

Mr. Cole concurred with Mr. Moe regarding the fact the commission was dealing with zoning. He said he would like to see the site development, but was reluctant to give up the industrial zoning.

Ms. Decker questioned the point of having the site remain in industrial zoning if no one wanted it for that purpose.

Mr. Kirschenmann thanked Mr. Karp for his work in responding to the questions of the public and the commission. He wanted to keep in mind what was best for the City while maintaining an adequate supply of industrial lands. He thought that somewhat up in the

air given the uncertainty of the supply. Mr. Kirschenmann supported the staff recommendation.

Mr. Carpenter speculated that the owner of the property purchased it for the purpose of development but had been unable to do so. He said the site was not a wildlife habitat and was zoned for development. He thought it unfortunate but said that industry was not what it had been 25 years ago. He said that the users of campus industrial land, such as Sony, were dynamic and here today and gone tomorrow. The site in question was not heavy industrial land but zoned to hold a number of small start-up type businesses. He said the site was encumbered by a ditch and pipe line and he did not see that it could be developed as originally envisioned. Mr. Carpenter did not object to the loss of the zoning and suggested that the brownfields that remained to be developed might be more appropriately located near other industrial uses.

Mr. Carpenter acknowledged the concern expressed by the neighbors in regard to the proximity of MDR zoning but thought the development could be a positive community asset. He did not think it would detract from the redevelopment of Mohawk, suggesting that it might bring more customers to the area due to the residential growth that would occur.

Mr. Carpenter endorsed the current conditions and recommended an additional condition that placed a two-year time limit on master plan approval, with the zoning to revert to campus industrial if that did not occur, and a condition that tied the construction of the Community Commercial development to the residential element of the node. He asked if staff believed the existing conditions were sufficiently strong to ensure that occurred.

Ms. Decker expressed that she could not support those conditions.

Joe Leahy asked that if Carpenter has the votes to add the additional condition, staff would take a look at the additional condition between now and the City Council meeting to see if this is an enforceable condition, so staff doesn't have to come back to the Planning Commission. Carpenter agreed and expressed that he may not have the votes need to add the conditions. Mr. Beyer asked Joe Leahy if this would create a Ballot Measure 37 claim. Joe Leahy responded that it may.

Mr. Cross has a great deal of reservation about giving up Campus Industrial Land. He also see's that this property has sat vacant for many years. He is in favor of this application, but with reservation.

Mr. Cross asked for a motion.

Commissioner Carpenter moved that the Planning Commission approve the numbers with the added conditions to the order that is signed and add a condition 14 that reads "if a master plan is not approved within two years from the date of approved zoning amendments, that the zoning revert back with the condition that the City Attorney would look at the provision as a condition that can be enforced."

Joe Leahy responded that this would be a difficult condition, because the owners could get into a situation, where they could in good faith submit a master plan, and appeals would

go beyond two years.

Carpenter amended his motion, "The applicant has to submit a master plan within a year of the date of the approved zoning change". Commissioner Moe seconded the motion. Commissioner Cross asked for discussion of the motion.

Commissioner Moe responded that he doesn't have any problems with the stipulation, because the owners will do the master plan anyway. Commissioner Decker responded that the owners have spent a lot of money on the property, and market forces are going to push them forward, why do we need to hit them over the head with a second condition. It's redundancy that is not necessary. Commissioner Moe will support the motion as is.

Commissioner Cross asked for the vote 5:2:0. Motion approved.

Commissioner Beyer believes that this is a good proposal; his only objection is to the site location

Commissioner Cross closes the quasi-judicial hearing.

**ATTACHMENT 9**  
**SPICKERMAN'S CONCERNS ABOUT A "DE NOVO" PUBLIC HEARING**

## CITY OF SPRINGFIELD

**DATE:** April 30, 2007  
**TO:** Mayor Liken and City Councilors  
**FROM:** Gary M. Karp, Planner III  
**TOPIC:** Concerns Expressed by Attorney for the Applicant, Jim Spickerman, Regarding the De Novo Hearing before the City Council

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This response concerns the combined applications for a Metro Plan Diagram LRP2006-00027) and Zoning Map (ZON2006-00054) amendment review for a project known as the Villages at Marcola Meadows. The subject property was formerly known as the "Pierce Property" and is located north of Marcola Road and east of 28<sup>th</sup> and 31<sup>st</sup> Streets within Springfield's city limits.

After the Planning Commission's deliberation and recommendation to Council on April 17, 2007, Jim Spickerman, an attorney representing the applicant approached Joe Leahy, City Attorney, concerning the status of the public hearing before the City Council scheduled for May 7, 2007.

The specific SDC reference questioned by Mr. Spickerman is SDC 7.080(4); however, a portion of SDC Section 7.080(3) is also included for continuity. SDC Section 7.080 is utilized: **WHEN THE SINGLE JURISDICTION PROCESS IS USED. The following process shall be used to consider Metro Plan Type II amendments inside the city limits of Springfield.** The Metro Plan Diagram amendment cited above qualifies as a Type II amendment.

SDC Section 7.080(3) states: **"PLANNING COMMISSION ACTION... The content of the notice and conduct of the hearing on the amendment shall be as required by this Code and state law. The Planning Commission shall review the proposed amendment and receive evidence and testimony on whether the proposed change can be justified under the approval criteria. Within 30 days after the public hearing and close of the evidentiary record, the Planning Commission shall adopt a written recommendation on the proposed amendment. The recommendation shall contain findings and conclusions on whether the proposal or a modified proposal meets the approval criteria."**

SDC Section 7.080(4) states: **"CITY COUNCIL ACTION. Within 45 days after the Planning Commission action on the proposed Metro Plan amendment, the City Council shall hold a public hearing on the proposed amendment. The Council's decision shall be based solely on the evidentiary record created before the Planning Commission. No new evidence shall be allowed at the Council hearing. Within 30 days after the public hearing, the Council shall approve, modify and approve, or deny the proposed amendment. The Council shall take this action by ordinance with adopted findings and conclusions on whether the proposal or a modified proposal meets the approval criteria. The action of the City Council is final."**

Despite the stated intent of SDC 7.080(4), the public hearing before the Council scheduled for May 7, 2007 on the recommendation of the Planning Commission will not be simply on the record for the following reasons:

1. Statewide Planning Goal 1 is Citizen Involvement. The following statements from Goal 1 are listed:

***“...The citizen involvement program shall be appropriate to the scale of the planning effort...”*** and ***“1. Citizen Involvement – To provide for widespread citizen involvement.”*** For these applications notice included property owners and renters within 300 feet of the subject property and newspaper notice. Additionally Goal 1 states: ***“2. Communication – To assure effective two-way communication with citizens. Mechanisms shall be established which provide for effective communication between citizens and elected and appointed officials.”*** and ***“3. Citizen Influence – To provide the opportunity for citizens to be involved in all phases of the planning process.*** It is the City’s custom to secure as much public comment and testimony as possible (See #2., below). The Planning Commission’s decision is only a recommendation. Difficulty with limiting public comment to the record is inconsistent with the expectations of people who attend their elected officials meetings and expect to be able to talk, and presents unnecessary issues regarding the receipt of information outside of the record.

2. Greg Mott, Planning Manager, has stated that the reason why that SDC Section 7.080(4) was written as cited was to expedite the application review process time line and that it has been the City’s past practice to not limit the record at the City Council decision level for Metro Plan amendments. To Mr. Mott’s knowledge, all Planning Commission Metro Plan amendment recommendations to the City Council, since adoption of that amendment to SDC Section 7.080(4) have had the opportunity to be heard “de novo” by that body. Specifically, the minutes (May 7, 2001) of the proposed Metro Plan Diagram amendment for the Home Depot application (Jo. No. 00-12-254) on this same property listed 15 persons who spoke to the City Council on the application that evening (See Attachment A).
3. The fact that in this particular case the recording of the Planning Commission initial hearing was defective and did not record the meeting, and thus would have no record for the recommendation other than the minutes (See Attachment B).

## ATTACHMENT A

MINUTES OF THE REGULAR SESSION  
OF THE SPRINGFIELD CITY COUNCIL  
HELD ON MONDAY, MAY 7, 2001.

The Springfield City Council met in Regular Session at Springfield City Hall, Council Meeting Room, 225 Fifth Street, Springfield, at 7:00 p.m., with Mayor Leiken presiding.

### ATTENDANCE

Present were Mayor Leiken, Councilors Ballew, Fitch, Lundberg, Ralston, and Simmons. Councilor Hatfield was absent (excused). Also present were City Manager Mike Kelly, Assistant City Manager Gino Grimaldi, City Recorder Kim Krebs, City Attorney Joe Leahy, Police Chief Jerry Smith, and members of the staff.

### PLEDGE OF ALLEGIANCE

Mayor Leiken led the Pledge of Allegiance.

### SPRINGFIELD UPBEAT

Mayor Leiken proclaimed the Month of May 2001 as Family Gun Safety Month.

Mayor Leiken proclaimed the Week of May 20 – 26, 2001 as National Public Works Week.

### CONSENT CALENDAR

IT WAS MOVED BY COUNCILOR FITCH WITH A SECOND BY COUNCILOR BALLEW TO ADOPT THE CONSENT CALENDAR. THE MOTION PASSED WITH A VOTE OF 5 IN FAVOR AND 0 AGAINST.

1. Claims
2. Minutes
  - a. March 19, 2001 – Regular Meeting
  - b. April 9, 2001 – Work Session
3. Resolutions
  - a. RESOLUTION NO. 01-23 – A RESOLUTION TO ACCEPT PERMIT PROJECT P30013: M AND H SUBDIVISION PUBLIC IMPROVEMENTS.
  - b. RESOLUTION NO. 1-24 – A RESOLUTION TO ACCEPT PROJECT P30116: E STREET AT 1520 STORM PIPE LATERAL (ST. ALICE CHURCH) PUBLIC IMPROVEMENT.
  - c. RESOLUTION NO. 01-25 – A RESOLUTION TO ACCEPT PROJECT P20168 FROM EMERY & SONS CONSTRUCTION IN THE AMOUNT OF \$393,308.74.
  - d. RESOLUTION NO. 01-26 – A RESOLUTION TO ACCEPT PERMIT PROJECT P30044: SOUTH 41<sup>ST</sup> PLACE AT BLUEBELLE WAY PUBLIC IMPROVEMENTS.



- e. RESOLUTION NO. 01-27 – A RESOLUTION TO ACCEPT PROJECT P20140 FROM H20 CONTRACTORS, INC., IN THE AMOUNT OF \$85,630.35.

4. Ordinances

5. Other Routine Matters

- a. Approval of Bid Acceptance to Ben-Ko-Matic in the Amount of \$93,140.00, for Broom Bear Street Sweeper.
- b. Bid Award for Springfield City Hall Wall covering – Capital Bond Building Preservation Project to Carlson & Strand in the Amount of \$36,660.00.
- c. Bid Award for Project P20100: Water Street Improvements, F to G Streets and M to N Streets, and West F Street, Water Street to Kelly Boulevard and Vicinity, to Babb Construction Co., DBA Delta Construction Co., in the Amount of \$213,938.16.
- d. Approve OLCC Liquor License Endorsement for Momma Ida's Southern Grill, located at 1815 Pioneer Parkway, Springfield, Oregon.
- e. Approval of the March 2001 Quarterly Financial Reports.
- f. Ratification of a Two-Year Agreement with the Springfield Police Association (SPA) for the term of July 1, 2001 to June 30, 2003.
- g. Approval of City Attorney Contract Extension for a One-Year Period Effective July 1, 2001 to June 30, 2002, with Firm of Harold, Leahy, and Kieran.
- h. Approval of the Citywide Copy Machine Replacement Purchase with Associated Business Systems in the Amount of \$140,834.00.

PUBLIC HEARINGS

1. FY 2001-2002 One-Year Action Plan of the Eugene-Springfield Consolidated Plan for Housing and Community Development.

Housing Program Specialist Kevin Ko was present for the staff report. He said each year staff requests approval from council for the one-year action plan. He said the plan is informing HUD what the city's plans are for CDBG and HOME funds. He said the document was presented to council last month, and it comes before council tonight for the formal approval for HUD and for the Public Record.

Councilor Fitch said for the record she is removing herself from the decision, since she is a Board Member of the Springfield Renaissance Development Corporation (SRDC).

Mayor Leiken opened the Public Hearing.

No one appeared to speak.

Mayor Leiken closed the public hearing.

IT WAS MOVED BY COUNCILOR BALLEW WITH A SECOND BY COUNCILOR SIMMONS TO APPROVE THE ONE-YEAR ACTION PLAN. THE MOTION PASSED WITH A VOTE OF 4 IN FAVOR AND 1 ABSTAIN (FITCH).

2. Metro Plan Diagram Change: Jo. No. 00-12-254.

ORDINANCE NO. 1 – AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN AND REZONING CERTAIN PROPERTIES LOCATED NORTH OF MARCOLA ROAD, EAST OF 19<sup>TH</sup> STREET, WEST OF 31<sup>ST</sup> STREET, AND SOUTH OF YOLANDA.

Planning Supervisor Mel Oberst was present for the staff report. He said the property involved in this amended is known as the Pierce Trust Campus Industrial Site, east of the Mohawk Market Place. He said the Planning Commission conducted a public hearing on this issue, and recommended approval of the amendment to the City Council. They also voted to approve a zone change from campus industrial to commercial, and they amended the conceptual development plan for the Pierce Trust properties. He said those two changes are contingent upon Council approval of this diagram amendment. He said this proposal was made by Home Depot who wishes to build a store there, and said some people from Home Depot are present to explain the proposal in more detail. He said the environment issues are nominal, and the applicant proposes to relocate the existing ditch, and do water quality enhancements. The development of the parking lot for the area will be state of the art; all the storm water will be directed toward the landscaping of the site. He displayed a plot plan of the site boundary between medium density residential (MDR) and commercial industrial. He said based on all the information presented and provided in council's packet, and the important factor in this decision for staff that it was in conformance with the Metro Plan criteria for changing the diagram, the traffic impacts were very acceptable, the site was suitable for commercial development, fully sewered and serviced. Based on this information, staff recommends approval. He said this is the first reading of the ordinance and time for the public hearing.

Councilor Simmons referred to Page A-4 of the handout where it states "a large drainage ditch is unaffected by the proposed zoning and redesignation proposals". He said it appear in the conceptual storm drain document submitted by Poage Engineering, that it calls for relocation of the ditch in some way along the road that would run to the north. He said Goal 13 energy conservation component within the plan process does not clearly state the value of the thermal potential for the ditch to decrease the energy consumption at Home Depot or any other site located along side of it. He said it does not seem to stress well the issue of wetland issue, and it seems if we could gain a water feature throughout that development plus gain the thermal potential to benefit the occupants of those properties through industrial grade heatpumps. He said the water that flows through that ditch comes from 42<sup>nd</sup> and Weyerhaeuser, and runs down and comes out at the Alton Baker reflecting pond. He said this is part of an extensive waterway system; therefore the concept of just piping it, or making it a roadside ditch is not in tune with where we are on energy or the habitat process. He said he is supportive of the development, however there are some issues that need to be addressed in a way that is beneficial to development as well as to the community. He asked Mr. Oberst if this issue had been discussed in the process?

Mr. Oberst said no, water quality has been extensively discussed, but using the ditch for other thermal activities has not been addressed.

Mayor Leiken opened the Public hearing and announced to the audience this was first reading only.

1. Frank Parisi, 1630 SW Morrison, Portland, he said he is one of the lawyers for Home Depot, and applicant's main representative. He said Home Depot was founded in 1978, and the largest home improvement retailer in the world. He said there are currently 1,182 stores with approximately 250,000 employees, and sales are about 45 billion. He said there are 200 employees currently in the Eugene store, and introduced the Manager, Sam. He introduced the witnesses who will be testifying in support of Home Depot. He said they did ask the public if they were interested in having a Home Depot in their community, and provided copies of 792 response cards reflecting support.
2. Julia Kuhn Butorac, Kittelson & Assoc, 610 SW Alder, Suite 700, Portland, said there were two studies performed, one that focused on what would happen today with out Home Depot, and then what would happen if Home Depot developed. She said there was also an analysis of the zone change and comprehensive plan amendment. She said under Oregon planning rules, we are required to look out 20 years. She explained the different intersections that were evaluated for traffic issues, and highlighted on a map where they are proposing installation of a traffic signal. She said they are working closely with the Oregon Department of Transportation (ODOT). She highlighted the trip cap issue regarding the impact of the intersections.
3. Al Johnson, P.O. 71818, Eugene, said Mr. Poage would address the issue of the ditch when he is allowed to speak. He said the Conceptual Development Plan has to be done before this plan change could be considered. He said what we are looking at tonight are the impacts of the Home Depot development, and that is the relevant issue. He said Home Depot takes no position as to what happens to ditch, and will be happy to cooperate with anything. He said the basic theme that this proposal represents is we have a Metro Plan policy that calls upon Eugene and Springfield to be the regional trade center for the entire area. He said that brings into play a couple of things; 1) must have full participation, 2) important to have a competitive market. It will be important to have two competitive stores in order to allow consumer choice. He talked about the transportation facilities, and how they are out of balance. He said Mr. Oberst talked about inventory issues, and maintaining those inventories will be important as it relates to commercial properties.
4. Tom Poage, 990 Obie Street, Eugene, said he works for the property owner, Al Pierce. He said they were asked several months ago before Home Depot was involved, to look at possible channel and relocations to enhance his property. He spoke about several issues and possibilities of how to relocate the drainage ditch to utilize the property more efficiently, in addition to allowing the medium density property to drain more efficiently. He said the residential subdivision just north of the commercial and has some flooding problems, and highlighted the different options to improve the drainage in that area

Councilor Simmons said the ditch is part of the old irrigation district, but it does start in the southeast corner by Weyerhaeuser, and comes back into the Q Street channel. Again this could be very well used to reduce the heating cost in the proposed development. He said it would be beneficial for both a water feature as well as a thermal potential. He said he realizes it may not be part of the issue tonight, but it does need to be part of the development process on that property.

5. Curtiss Greer, 357 55<sup>th</sup> Street, Springfield, asked if Springfield was going forward into the 20<sup>th</sup> Century, or are they going to stay in the 19<sup>th</sup> Century. He said he is tired of supporting Eugene, when he could be shopping in Springfield.

6. Dennis Orem, 85139 Ridgetop Dr., Eugene, Said he is the President of Jerry's Home Improvement Center, soon to be at McKenzie field next to K-Mart. He said he was testifying in opposition of the plan amendment change on the basis of land use, and the long-term benefits of Springfield for that land use change. He said it may seem a little self serving that he is addressing the council regarding this change, but he can assure the council that Jerry's competes very favorably with Home Depot on the west side of the freeway, and they will continue to compete favorably on the east side of the freeway. He said his opposition is because of the issue of fairness and certainty for commercial lands and businesses trying to acquire commercial lands in this market place. He said to be certain the City of Springfield has a shortage of commercial lands. He said Jerry's began three years ago searching for a piece of property to build a store on in Springfield. He said the McKenzie Field had 30 acres, Jerry's only needed 12 acres. They looked at the Pierce property and saw that it was designated in the Metro Plan to be campus industrial, and thought then that it had specific traffic problems. He said many other areas of the City were explored, and after 2 ½ years they obtained the agreement of Wal Mart. He said they were able to jump through all the hoops necessary and finalize an agreement and the store in Springfield will be a reality. He said the rules that will be leading us out into the future in relation to the Pierce property. He said if he would have know 3 years ago that he could have hired consultants, and attorneys to produce the proper reports necessary to gain approval, he would have been operating in Springfield today, rather than standing up before council now. He said the rules he was operating under may be in the process of change, and life isn't always certain. He said he would tell council the things that are certain. 1) Commercial real estate in Springfield in the long term needs to be expanded; 2) commercial real estate is a long-term asset that many times takes a long time to develop and turn into value; 3) In the long-term the Pierce property will in fact be developed; 4) In the long-term we do have standards in the State of Oregon that direct our growth to very long term goals; and 5) In the long term at 45 billion dollars in sales Home Depot will operate a store in Springfield if they choose. The question is in the short term what decision council would make, and would they make that decision in the short term to meet all of those long-term goals. He said he respects council's responsibility to make the decision, and appreciates the careful consideration of this matter.
7. Monty Luke, 1253 D Street, Springfield, said he is a strong supporter of Home Depot, and said he is in the process of doing one of many remodels in his home. He said being a parent of 7 children, he assumes there will be some tax revenues from a store of that size. He said he is a strong supporter of education and would like to see some more money funneled into the Springfield School District to help his children with their education. He said he owns his own business and is a home designer, and does a lot of work in both Springfield and Eugene. He said he also has teenage children and one of them is currently looking for a job, and would love the job opportunities for them.
8. Mark Radabagh, (did not state his address for the record), said he was from the Oregon Dept Land Conservation and Development. He submitted a short two-page letter for the record. He said this is the third letter the Department has sent on this matter and they all have the same element of concern regarding this site being part of one of the proposed nodal nodes in the TransPlan proposal. He highlighted the reasons for his concerns. He said he agrees with the Home Depot team in that there is a shortage of commercial lands in the city of Springfield. He said currently most of the identified nodes are planned and zoned and allowed to continue auto oriented developed, and this means inappropriate and poorly designated uses that could easily frustrate nodal development. He said to be successful, nodes generally require a mix of mutually supportive pedestrian and transit friendly uses and a good network of streets. If interim development includes inappropriate uses and is poorly laid out, the result

would be a much larger area and perhaps a whole node unsuitable for nodal development. He spoke about the Goal 9 aspect, and the relationship with SRDC, and the whole downtown prospectus. He said what the Department would like to see is a reconsideration of the site design over this project.

9. Mike Farthing 767 Willamette Street, Suite 203, Eugene, said he represents Al Parra, and said he submitted a brief letter to be entered into the record. He said he has a few concerns about the application. He referred to a previous letter that was submitted to the Planning Commission on April 10<sup>th</sup>. He said as some of the other speakers have eluded to, he thinks it is quite frankly bad planning, it does not do anything to Springfield's commercial land shortage, he said if anything, it is spot zoning for Home Depot. He said a lot of people spent a lot of time reviewing and adopting the Commercial Land Study, and this application is basically an end run around that study. He said he thought it set's a dangerous precedence for the Pierce property. He said he has problems with the study, specifically on the transportation issues. He requested Council allow at least a week to leave the record open in order to submit written information, in order to respond as it relates to the findings He said these findings are based upon a comparison of what Home Depot will generate, versus what a full development of the Pierce site under the existing zoning generate. However, the Pierce site is based on TransPlan of 1986, it is not based on the new TransPlan that will be adopted very soon.
10. Janet Wright, 2310 Floral Hill, Eugene, said she is the Administrator for Springfield Family Practice, located at 2280 Marcola Rd, directly east of the proposed Home Depot site She said at the time the building was completed approximately 1 ½ years ago, , it was zoned as it currently is, light industrial, and she said the Practice would prefer that it stay that way. She said there will be a lot of noise, traffic, construction, and a lot of congestion in that area. She said as a neighbor of that site, prefer it be quieter and less traffic to allow their patients easier access to their building. She said she is also concerned with the environmental issues as well. Last, the ditch is a great concern of theirs as it is right next to their property
11. Nancy Falk, 2567 Marcola Road, Springfield, said she lives directly across from the proposed development. She said Jerry's is already approved and in Springfield and referred to the Springfield News article of March 14. She is concerned with Home Depot coming in to amend the plan, and said this is all against what was initially planned for that property as campus type light industry. She said it was never intended to be community commercial. She said she is concerned about the Department of Land Conservation and Development having already said twice, they are opposed. She said she has a petition to submit into the record requesting the City not change the Metro Plan She pleads to the council not let Springfield be another victim of Home Depot's expansion plans.
12. Harold Gillis, 2888 Yolanda Avenue, Springfield, he said the only thing that will be harmed at the site are the geese, they are a lot of fun to watch. He spends a lot of time on the freeway since he retired traveling to both Jerry's and Home Depot. He is pleased both stores want to move to Springfield, but said he thinks Home Depot belongs on the old airport property.
13. Tim Cohen, 1010 Dondea Street, Springfield, said he owns Black Sheep Building, and has a total of 220 receipts reflecting purchases over the last two years from Home Depot. He said he lives off of Jasper Road, and it would be greatly efficient for him to be able to shop in Springfield. He said there are many other contractors who are not present tonight would agree with that statement. He said the issues related to zoning, thermal activity and drainage are all in the eyes of the beholder. He said the stability of the quantity and quality of people that are involved on both sides of the issue for Home Depot and the City of Springfield, there is more than enough ability to resolve all of the areas that need revisions, and discussed

to be brought to the table and resolve in order to have a Home Depot in Springfield. He said he is in favor of Home Depot, and feels this is a positive move for this city.

14. Brent McLean, 509 North 38<sup>th</sup> Place, Springfield, said he spoke at the zoning meeting held last month. He said he doesn't doubt Home Depot's sincerity in the building of this development. He said he is neutral on the issue. He said he has spent 30 – 35 years, and is in favor of commercial and industrial construction, he said he is a masonry contractor. He said the concept of two major building suppliers is a good idea, and competition cannot be bad. He said his arguments to spot zone change and pick locations to accommodate the convenience of people, is a dangerous idea. Are we giving tax breaks on this business, which would stand to gain over 1 million just in the zone change alone, is a question he is asking. We should allow all industrial to be put on the table due to low inventories. He said this is just the beginning, he said this zone change could cause miles of litigation and mitigation or challenges to all industrial zoned property in Springfield. He said he looks forward to councils' decision on this matter.
15. Earl Grigsby, 790 J Street, Springfield, said he does shop at Home Depot, and does shop at some of the local stores in Springfield. He said this proposed building would be something Springfield could be proud of. He said he would like to see the citizens of Springfield be interested in increasing the quality of the City, and would like everyone to come together to determine what would benefit for tax income, more money for schools and working towards the common good. He said this property is a good start for Home Depot, especially to build something nice as they are proposing.

Mayor Leiken closed the Public Hearing.

Mr. Oberst asked that he be given the opportunity to summarize all that was stated in the public testimony. He said the main issue before Council is essentially whether or not this is consistent with the Metro Plan Diagram, in the Metro Plan text in whether or not we are consistent and in tune with the goals of the Metro Plan, and whether or not by doing so, we are making the Metro Plan internally inconsistent. He said basically those are the criteria. Are we consistent with statewide goals adopted by LCDC, and are we making sure our plan is not internally inconsistent by this change. He said staff was responsive to the States letters. He said they have also met with the state staff. He said the issue that staff had with the states suggestions were simply that the City has an adopted set of plans and a property owner, developer or applicant has a right to base their decisions for a purchase acquisition or proposed zone changes upon those adopted plans. He said while we are currently considering the implementation of nodes in Springfield, through TransPlan; TransPlan is yet adopted, therefore it is not a plan that staff is able to use by which to write staff reports or base a decision. He said the Planning Commission cannot base a decision on that either. He said he wanted to make sure council had that background and they have not ignored the states concerns, staff worked with them and tried to explain to them that we have to apply the codes that are adopted. He said we have adopted a commercial lands inventory, and industrial lands inventory. He said as of today, as far as staff can tell, the industrial lands inventory has a surplus, and Springfield's commercial lands inventory has a deficit. He said when the proposal was reviewed by the criteria of approval, they are looking at the consistency of balancing industrial commercial, with residential. He said when looking at this property the question is whether or not it is a good place. It would rezone some campus industrial, with some net gain, and would be made in the MDR. Mr. Farthing said this won't be part of the surplus, this will be used. When an applicant comes to staff, it is perfectly within their right to argue the merits of their proposal. The criteria of approval are consistent with the rules adopted, and the adoption of the amendment must not make the Metro Plan internally inconsistent. He said the staff report has findings to this effect. He said this proposal meets the findings positively, which is why staff is recommending approval. He said understanding that Mr. Farthing did not have a lot of time between the Planning Commission's final decision, and in recognition of that, staff would recommend that the record be held open for 5 days to a week, to allow Mr. Farthing to review the record, review the Planning

Commission decision and their findings, and submit any supplemental information that he would choose. However, staff would also recommend that the applicant be given an additional 5 days to rebut that information, then council convene again in two weeks to close the record. He said this is just an option in order to provide everyone an opportunity to feel like they have had a fair hearing, they have had time to review the information and make their comments to the record.

City Attorney Joe Leahy said staff would suggested council close the public hearing tonight, and keep the record open. Mr. Leahy inquired of Mr. Farthing whether 10 days would meet his needs.

Mr. Farthing acknowledged yes, 10 days would meet his needs.

Mr. Leahy said the applicant would then have 7 days after that time, and inquired of the applicant.

The applicant acknowledged that would be satisfactory.

Mr. Leahy said again staff would recommend closing the public hearing tonight, and keep the record open for 10 days beginning May 8, 2001, until May 18<sup>th</sup>, at 5 p.m. for any new information, or information that people choose to put in, and then it will be open an additional 7 days to 5:00 p.m., on May 25, 2001, for response by the applicant. The record would then be closed at that time on May 25, 2001, at 5 p.m. He said this would then come back to council at it's June 4, 2001 meeting, the council would make a decision on the basis of the information they heard tonight, as well as the information entered into the record during the time in which it was kept open, with no further pubic testimony.

IT WAS MOVED BY COUNCILOR BALLEW, WITH A SECOND BY COUNCILOR FITCH TO FOLLOW STAFF RECOMMENDATION AS TO HOW LONG THE RECORD SHOULD BE OPEN, AND TO CONTINUE TO THE SECOND READING ON JUNE 4, 2001, AS IT RELATES TO THE HOME DEPOT APPLICATION FOR THE METRO PLAN DIAGRAM CHANGE. THE MOTION PASSED WITH A VOTE OF 5 IN FAVOR AND 0 AGAINST.

At 8:30 p.m., Mayor Leiken called for a 3-minute recess.

The meeting was reconvened at 8:35 p.m.

3. A Resolution Initiating Annexation of Certain Territory to the City of Springfield. Arlie & Company, Applicant, (Journal No. 2001-04-0083.)

RESOLUTION NO. 01-28 – A RESOLUTION INITIATING ANNEXATION OF CERTAIN TERRITORY TO THE CITY OF SPRINGFIELD AND REQUESTING THAT THE LANE COUNTY LOCAL GOVERNMENT BOUNDARY COMMISSION APPROVE THE ANNEXATION, AND REQUESTING THAT THE ANNEXATION REVIEW BY THE BOUNDARY COMMISSION OCCUR DURING A PUBLIC HEARING.

Planning Manager Greg Mott was present for the staff report. He said the resolution before Council tonight was initiated by the owners of property in the Gateway area. He referred Council to their packet (Exhibit B-2) that shows the property subject to the resolution, which are tax lots 800, 902, 1000, 1100, 1200, 1201, 1203 and 1400. He said there are properties immediately west of the railroad right-of-way between Game Farm Rd and the river that are not part of the annexation, nor is tax lot 901, which is joint ownership with the City and SUB where there substation facility is located. He said the applicants have submitted confirmation from the Department of the Chief Deputy County Clerk, confirming the number of registered voters on the subject

property, and the fact that they have a majority of those people to sign the petition, as well as owners of the property. This satisfies the requirements of the ORS regarding a property owner initiated annexation request. He said this is scheduled to go before the Boundary Commission on June 7, 2001 and council's recommendation, which means it would go forward with either the adopted Resolution, or a recommendation that you don't support the request. He said Council's action is advisory to the Boundary Commission. Mr. Mott said staff is supporting the request based on 1) the entire site be the subject of a master plan, and the development includes a master plan specification Article #37, and that would be subject to a public hearing before the Planning Commission. He outlined the essential components of the master plan. 2) The development would not occur until the Pioneer Parkway Extension (PPE) was constructed. He said this action and a subsequent approval by the Boundary Commission still will render the property not developable, because neither sewer nor water are provided to this site. He said those will occur subsequent to the approval of the master plan. He said this is not part of council's action tonight. He said Mr. Reed from Arlie and Co, was present tonight to respond to any questions that council may have.

Councilor Ralston asked if the PPE cut through part of this property?

Mr. Mott said yes, and referred to Exhibit B-2 and highlighted where it would be placed, and said it would be incorporated into the Master Plan.

Councilor Ballew asked if the Beverly pumping station would have to be replaced, and if so would it have to be pumped or would it be a gravity flow.

Mr. Peroutka said it would be a gravity.

Councilor Lundberg said Mr. Reed did an adequate job at the neighborhood meeting, it went well and was very informative. She said the neighbors had very good questions, and Mr. Reed answered well, and was quite receptive.

Mayor Leiken opened the public hearing

1. Larry Reed, 722 Country Club Rd., Eugene, said he is the Director of Planning and Development for Arlie and Company, Land and Investments. He said this is the first time before the council since employed for Arlie and Co. He explained that Arlie & Co, is a family owned company. He said the company President is Suzanne Arlie and her husband John Musumeci. He said there are two divisions in the property, Arlie Property Management, which manage and lease various holdings; then there is Arlie Development, which is the division that he manages. He said they take under utilized or vacant property and go through the various entitlements and planning approval to develop. He said they purchased approximately 105 acres along the east side of Game Farm Rd., of which 94 acres are currently in this request. He said the reason the additional acreage isn't in the request is because they have just purchased tax lot 300, and 700, which encompasses all of the land, which is involved with the extension of the Pioneer Parkway. He said they purchased the land from four different property owners, and feel with this magnitude a development they are looking forward to doing a nodal development. They have a vision for how that is going to occur, and the neighborhood seems very excited. He said they are committed to doing a master planned community under the cities Chapter 37, and have spent over 8 million dollars in purchasing the acreage. With that they will need the certainty that annexation brings to this project in order for them to continue working with the city staff to master plan the area.



Councilor Simmons said because of the proximity to the river, the McKenzie Watershed Council would like to invite Arlie and Co to meet with them. He thinks it would be helpful to Mr. Reed's staff in working on the project.

Mayor Leiken closed the public hearing.

City Attorney Joe Leahy asked for clarification on instruction to staff. He said he would like to propose an additional Section 3 to the resolution that would state, "This resolution is based upon the assumption that city staff has or will reach agreement with the property owner for the provision of key urban services and a master plan pursuant to Springfield Development Code, Chapter 37, satisfactory to the city staff prior to the boundary commission hearing." He said staff simply wants to be sure when they go to that hearing they can stand shoulder to shoulder with the applicant and say "Yes" that we have the provision of key urban services.

Councilor Ralston asked about the additional tax lots that were just purchased, and wondered if that would be included in this also?

Mr. Mott said he spoke to Mr. Reed previously, and was advised by Mr. Reed that they had closed on additional properties, however it was too late to include those properties into this action..

IT WAS MOVED BY COUNCILOR FITCH, WITH A SECOND BY COUNCILOR SIMMONS TO ADOPT RESOLUTION NO. 01-28, WITH THE ADDITION OF SECTION 3 AS STATED BY CITY ATTORNEY JOE LEAHY. THE MOTION PASSED WITH A VOTE OF 5 IN FAVOR AND 0 AGAINST.

Councilor Ballew said she does not normally support non-contiguous annexation, however it appears the developer has worked with the City and as this folds out everything will be in place, and supports this.

#### BUSINESS FROM THE AUDIENCE

1. Curtis Greer, 357 55<sup>th</sup> Street, Springfield, said he came down to tonight with one thing on his mind, and that was the Mayor's first proclamation. He said he has a problem with declaring one month as gun safety month. He said that is a 24-hour day, 7 day a week, 52 week a year situation. He does not think it should be regulated to one month. He would suggest that Springfield be declared as a gun safety community rather than declaring one month for it. He said he believes there is city regulations that require law abiding gun shops what they can post in front of their shops as to what they are selling. However, he said he doesn't think the City of Springfield has taken any action against the doctors and the hospitals for placing lies and false advertisement on the back end of the Lane Transit District (LTD) buses that are running through town. He said he has spoken to Obie Media and Ed. Bergeron at LTD. He would like the City to take a stand to remove those ads.

Mayor Leiken said he would like to respond to the proclamation issue. He said he agreed with Mr. Greer, as a young child his father taught him every gun is loaded. He said as a former member of the NRA. He said this was simply a leisure for the Mayor to declare a proclamation, which coincided with the State of Oregon and the City of Eugene, all at the same time.

#### CORRESPONDENCE AND PETITIONS

1. Correspondence from Bonnie Ullman, President & Board of Directors, Game Farm Neighbors, 3350 Oriole Street, Springfield, Oregon, Regarding the Proposed Changes to the Northern Connector of the Pioneer Parkway Extension.

2. Correspondence from Mike and Francie Duggan, 3154 W. Street, Springfield, Oregon, Regarding the Home Depot project in Springfield.
3. Correspondence from Frank and Celia Roberts, 41590 Madrone Street, Springfield, Oregon, Regarding the Home Depot Project in Springfield.
4. Correspondence from Don and Bonnie Carrere, 36589 Alder Branch Road, Springfield, Oregon, Regarding the Home Depot Project in Springfield.
5. Correspondence from Robert and Beverly Bixby, 176 18<sup>th</sup> Street, Springfield, Oregon, Regarding the Home Depot Project in Springfield.
6. Correspondence from Jay Surgeon, 2915 Game Farm Road, Springfield, Oregon, Regarding the Home Depot Project in Springfield.
7. Correspondence from Robert Erick, 1941 Carter Lane, Springfield, Oregon, Regarding the Home Depot Project in Springfield.
8. Correspondence from Carolyn O'Neal, 1095 C Street, Springfield, Oregon, Regarding Shakers, located at 12<sup>th</sup> and Main Street.

IT WAS MOVED BY COUNCILOR FITCH, WITH A SECOND BY COUNCILOR BALLEW TO ACCEPT THE CORRESPONDENCE FOR FILING WITH THE ADDITIONAL CORRESPONDENCE RECEIVED. THE MOTION PASSED WITH A VOTE OF 5 IN FAVOR AND 0 AGAINST.

BUSINESS FROM THE CITY COUNCIL

Councilor Ralston said the Museum Board is requesting an addition of a quarter of a position, and said Council would have an opportunity to review that at it's next Budget Committee Meeting. He said it wasn't clear in their documentation, and said he doesn't think an option of not funding a position is not a good idea. He said there is nothing substantial to report at the LRAPA or Planning Commission meetings at this time.

Councilor Simmons said the Police Planning Task Force is working on an exclusion ordinance in the downtown area, and the department now has two computer units up and running in the cars, and are actively working on the installation of the others. He said the system is going to be a real labor saving devise. He said the other departments will also be able to make use of this in cutting down the amount of paperwork on Fire Inspections and Building Inspections, so the advantage of the mobile data system will be quite substantial over time.

BUSINESS FROM CITY MANAGER

1. Fiber Optic Connection to Regional Information System.

RESOLUTION NO. 01-29 – A RESOLUTION APPROVING AND AUTHORIZING AN INTERGOVERNMENTAL AGREEMENT FOR THE CONTROL AND OPERATION OF A FIBER OPTIC SYSTEM.

Project Manager Len Goodwin was present for the staff report. He said what council has before them is a resolution of showing how well governments can cooperate together. He said this involves us taking over a section of fiber optic cable, which runs between the Maintenance Facility, and somewhere in downtown Eugene. He said the greatest potential is for economic development. It will facilitate connecting the SUB fiber optic network that encircles Springfield to some of the major connection points that connect us to the outside world. He said it would facilitate the University of Oregon into facilities in the City of Springfield. He said as a minor aspect it also has the potential for an intergovernmental connection, will probably be the first thing that actually happens. What this will do is to connect city government facilities, Lane County, LCOG, LTD, and the University of Oregon, all together into an intergovernmental network which will facilitate them all to communicate back and forth, replacing existing facilities and expanding it to take on additional needs as the demands grow. He said the cost is approximately \$17,000. For a 20-year for an indefeasible right of use. He said we are probably ready to light the fiber at the intergovernmental portion almost immediately.

Councilor Ballew said this is a very big step, and asked for council's to support.

IT WAS MOVED BY COUNCILOR BALLEW, WITH A SECOND BY COUNCILOR FITCH TO APPROVE RESOLUTION NO. 01-29. THE MOTION PASSED WITH A VOTE OF 5 FOR AND 0 AGAINST.

BUSINESS FROM THE CITY ATTORNEY

Mr. Leahy thanked Council for the additional time in the public testimony portion. He said it is important to allow people that opportunity as some issues are very complicated and emotional which requires some additional time. He said the more fair Council is during the hearing process, the less inclined people are to resort to an appeal, or something like that. He said it definitely reflects well on the Council as a whole, and appreciates their understanding.

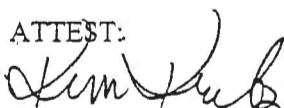
Councilor Simmons requested that staff prepare a letter of Thank you to Masood Mirza who will be leaving the City as of May 18, 2001.

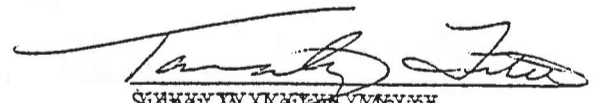
ADJOURNMENT

The meeting was adjourned at 8:55 p.m.

Minutes Recorder – Kim Krebs

ATTEST:

  
\_\_\_\_\_  
Kim Krebs, City Recorder

  
~~XXXXXXXXXXXXXXXXXXXX~~  
Councilor Tammy Fitch, Presiding  
Officer

## ATTACHMENT B

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### MEMORANDUM

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**TO:** GARY KARP, PLANNER III  
**FROM:** BRENDA JONES, PLANNING SECRETARY  
**SUBJECT:** MARCH 27, 2007 SPRINGFIELD PLANNING COMMISSION REGULAR SESSION MINUTES  
**DATE:** 4/23/2007

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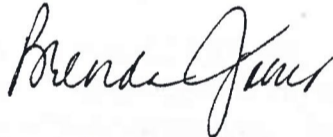
At the Planning Commission Regular Session on March 27, 2007, there was an equipment malfunction with the recording system.

I was able to put together the minutes of the meeting by the notes I took during the Regular session and the notes of various Planning staff.

I feel these minutes are complete with the exception of the back and forth conversation by the Planning Commission. Prior to the minutes being included in the Planning Commission Packets, they were reviewed by Commissioner Beyer for completeness. He agreed that the minutes were complete.

A motion to approve the March 27, 2007 minutes in their entirety was made by Commissioner Beyer and Seconded by Commissioner Moe at the Public Hearing held April 17, 2007. The Planning Commission's vote was 6:0:0.

Sincerely,



Brenda Jones

Planning Secretary

## CITY COUNCIL PUBLIC HEARING PROCEDURES

- Open the public hearing Mayor
- “de Novo” and quasi-judicial land use hearings discussion City Attorney
- Quasi-judicial public hearing rights and criteria of approval Karp (3 min.)
- Staff report and questions from Council Karp (10 min.)
- Applicant testimony (20 min.)
- Testimony by those in favor (3 min. each)
- Testimony by those neutral (3 min. each)
- Testimony by those opposed (3 min. each)
- Applicant’s rebuttal (10 min.)
- Staff’s response Karp (5 min.)
- Close the public hearing
- Discussion, questions of staff, deliberation
- Decision

If someone requests a record extension during the public hearing, the Council should honor this request by setting a date certain for the continued public hearing or, if the record extension is exclusively for written testimony, then set a date certain for Council consideration of this evidence, deliberation of the ordinance and action.

Sample motion for record extension;

**Written record.** I move to leave the written record open 1 week until 5 p.m. on May 14<sup>th</sup>, provide the applicant and staff one additional week to respond to this testimony, and reconvene for our consideration of this application at 7 p.m. on June 4<sup>th</sup> in these Chambers.

**Additional testimony.** If all testimony cannot be accommodated on May 7<sup>th</sup>: I move to continue this public hearing until 6 p.m. on May 8<sup>th</sup> (or some other agreed to date) in these Chambers to allow additional time for all interested parties to testify; or