

MEMORANDUM

**CITY OF SPRINGFIELD
PLANNING COMMISSION
TRANSMITTAL
MEMORANDUM**

**DATE OF
WORK**

SESSION: March 13, 2006

TO: Springfield Planning Commission

FROM: John Tamulonis, Community Development Manager
Gary Karp, Planner III

SUBJECT: Discussion of Campus Industrial Changes from 2004

ISSUE

This is a brief update discussion with the Planning Commission (to be followed later with a discussion with the City Council) on how the 2004 adjustments to the Campus Industrial zone have been working as the Gateway area approaches 30% of non-industrial uses in the business park category.

DISCUSSION

The CI District is primarily an industrial zone that allows the siting of light-industrial manufacturing, office and supporting commercial uses. Amendments were approved in 2004 that adjusted and limited the mix of uses in the Campus Industrial (CI) zone, limited the percentage of business parks in a CI district, prohibited some commercial uses outright, and, to set standards for supportive commercial uses and new headquarters uses, defined a precertification process to ensure uses going into each CI district not only met the operational standards for CI uses but also categorized them properly. In addition these adjustments help ensure re-use of major building investments by allowing more than one tenant where manufacturing or unique building features make it difficult to re-use the building.

The adjustments made in 2004 seem to be working as they were intended. The 2004 CI District standards control the industrial/commercial mix consistent with the CI Metro Plan land use designation by assigning office/commercial uses to business parks and then limiting business parks to not more than 40 percent of the gross acreage of a CI District site as follows:

The Gateway CI District has about 275 total acres and not more than about 110 acres in the Gateway CI District could be used for business parks. Table 1 indicates that there are about 57 acres in primary uses (and their expansion areas) and 'grandfathered' uses and 71 developed acres in business parks (about 26%).

The Pierce property CI District has not yet had any development on its approximately 56 total acres, and so not more than 23 acres in the Pierce property CI District could be used for business parks. Note also that this area has a proposed Metro Plan/Zoning Map amendment for other uses.

The primary objective of this CI 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. Operational performance standards in the CI District do not ban certain uses, only certain negative impacts from the uses. Operational performance standards allow more flexibility for developers and the City to efficiently use the land available since a range of uses are tolerated as long as the impact of those permitted uses does not detrimentally affect adjacent uses or zoning districts and complies with the CI District design standards. These tend to reduce the level of uncertainty in the development approval process by eliminating the need for a Formal Interpretation or SDC amendment, and allow the City to adapt to the changing needs of the economic market rather than the constraints that occur when relying upon a finite use list.

The precertification process for potential new uses in the CI District has provided several opportunities to review and precertify proposed uses. This is the only zoning district that requires a permitted use certification prior to going into a zone. The process for the CI district engages staff, owners, developers, and potential users prior to the effort, expense, and time of working through the City's Site Plan process or finding out after a property purchase whether or not a proposed use 'fits' the CI District.

Pending Issues As with any scarce resource the intent is to use the CI District to its maximum without adversely affecting the long-term operations of existing and subsequent uses. Looking to the current development levels, there are several areas where concerns are emerging that may need to be considered relatively soon. These include the following:

1. Encouraging more small-scale supportive commercial uses. These uses were originally included to provide support within the CI-District and encourage, for example, fewer transportation trips outside the District area. Though several firms have cafeterias, larger break rooms, exercise facilities, etc., employees elsewhere around the District are not generally encouraged or allowed to access or use them for security and other reasons. These supportive uses are required to be in a business park development, be less than 20% of the floor area of primary uses within a business park, and the business park must be at least 5-acre minimum. Further, the supportive uses cannot draw on curb appeal through signage, since they are cannot be oriented for more general public use.
2. Allowing infill of smaller or oddly situated lots within the CI District There are relatively few parcels remaining (See Attachment 2):
 - one 50+ acre parcel (mostly in the flood way);
 - two 12-acre parcels;
 - four parcels 5-7 acres
 - several parcels .2 to 2+ acres

The several parcels larger than five acres have opportunities as business parks and primary uses. However, smaller ones have configuration problems that hinder development substantially or prevent pulling them into a 5- acre business park (minimum) or meeting all setback requirements (such as at the apex of International Way and Deadmond Ferry Road). There should be some outright use for these parcels by adjusting or allowing flexibility in minimum siting standards.

3. Increasing restrictive height limitations. The current height limit is 45 feet and the original thought was this would be sufficient for up to three-story buildings. However, recent design examples indicate this allows for two-story buildings (about 14 feet per floor and about a one-half story for necessary roof trusses) leaving about 10 feet in height, which is insufficient for an additional floor. Moreover, front, side-yard, and solar setbacks adjacent to residential areas have resulted in a more sprawling design in the CI district than a campus atmosphere. Allowing for infill with a few taller buildings, perhaps to four stories (about 63 feet = 4 x 14 feet + (one-half-story roof truss)) would provide a more efficient use of the relatively few remaining medium-to-large sites.

4. How long should an approved Business Park use and development plan tie-up development areas under the 40% cap before constructing? Several issues regarding how long a precertification or an approved development plan could secure, reserve, or pin down acreage within the 40% cap for Business Park uses. The precertification merely indicates if proposed uses are eligible and approved uses for the CI District and if they should be or not be in the 40% maximum for Business Park uses. The precertification does not reserve any area in the 40% cap. Once a Site Plan is approved the plans remain in effect for two years with the possibility of a one year-extension before construction begins. Therefore, an approved site plan could reserve the development area for the use for up to three years and, if it is a precertified Business Park use, reserves a portion District's area within the 40% cap for Business Park for up to three years before construction must begin. To reserve a portion of the 40% cap for Business Park uses beyond three years available through Site Plan approval could be done at the present time using the Master Plan process for long-term site planning.

5. Changing uses within the 40% maximum allowed in Business Park uses. There should be clarity on the inclusion or exclusion of uses as the District approaches or reaches its maximum. The Springfield Development Code might consider if a Business Park use leaves the District. That exiting would free-up development area previously included in the current 40% cap for Business Park uses and potentially become any other permitted use, not necessarily only a Business Park use. For example, if the new replacement use were a primary use that area could be considered outside the 40% cap on Business Park uses and could allow and free-up another development area to become a Business Park use. This might create complications if a structure has been built for a Business Park use and vacated, since re-use by non-Business Park uses might not be feasible with building configurations, market conditions, or other commitments to approved Business Park uses, Site Plans, or Master Plans discussed in #4 above.

6. Retaining the CI designation/intent while allowing development of more than 40% Business Park within the CI District) While manufacturing has declined overall in the

United States, the long-term prospects remain unclear. The original concept of the CI District was to have a zone responsive to the forecasted needs of a variety of future market needs, especially industrial wanting 'clean sites' and ensuring opportunities for substantial employment sites. The intent of the CI District needs to remain intact at least until an overall assessment is made for the commercial and industrial buildable lands needed in Springfield and the Metro area. When that assessment is complete, the implications will need to be worked out for both commercial and industrial uses. Until then, the most that might be done locally in Springfield to accommodate potential market needs would be to increase the percentage of business park development within the CI District beyond the 40% maximum now allowed but retain the majority of the CI District for industrial uses.

RECOMMENDATION

None, this is for discussion only.

ACTION REQUESTED

None, this is for information only. A discussion of the 2004 CI District adjustment and future issues will also go before the City Council in an upcoming Work Session.

ATTACHMENTS

- Attachment 1: List of Uses and Acreages in Gateway Campus Industrial District
- Attachment 2: Campus Industrial (CI) District Use Precertification
- Attachment 3: Maps of McKenzie-Gateway Corporate Park:
 - Major Buildings for Employers
 - Primary, Business Park, and Other Uses (Tax Lots)
 - Primary, Business Park, and Other Uses (Aerial Photo)