

DATE OF PUBLIC HEARING: November 20, 2007

TO: Springfield Planning Commission

**PLANNING COMMISSION
TRANSMITTAL
MEMORANDUM**

FROM: Gary M. Karp, Planner III GK

SUBJECT: Marcola Meadows Master Plan application - Case Number **LRP 2007-00028**
Satre Associates, Applicant - Representing SC Springfield, LLC

ISSUE

Conduct a public hearing on the proposed Master Plan application.

DISCUSSION

The applicant proposes a phased, mixed-use development on 100.3 acres formerly known as the "Pierce" property, now called the "Villages at Marcola Meadows". The site is located north of Marcola Road and west of 28th Street. The proposed development consists of a total of 518 homes on 54.7 gross acres, and a total of 449,600 square feet of retail/office use on 45.6 gross acres. There are 11.4 acres of proposed common open space including a constructed water feature, a park and open space required by multi-family development. The submittal of this Master Plan application was required by Condition #1 of Ordinance No. 6196 (Zoning Map Amendment, June 18, 2007).

Given the high level of interest evidenced at recent Planning Commission and City Council Metro Plan diagram and Zoning Map amendment hearings regarding potential impacts that may arise from the proposed development; and, because most of the issues raised by the neighbors during those hearings were items that the staff, Planning Commission and City Council pledged would be addressed during the Master Plan review process, staff has proposed a public hearing process that will allow the public to address the Planning Commission and applicant in a setting not influenced by the more traditional format involving a staff report made without first hearing this testimony; therefore, the attached staff report does not include findings addressing the criteria or any conditions of approval. Instead, the report provides factual information regarding the site; zoning and plan designation; project background; the criteria of approval for a Master Plan; Zoning Map amendment conditions of approval attached by City Council Ordinances # 6195 and 6196; several options for establishing the basic underlying assumptions of this Master Plan proposal; and a brief summary of issues raised at previous public hearings.

A staff report addressing criteria of approval, previous conditions of approval and testimony from this public hearing will be presented to the Planning Commission on December 4, 2007.

RECOMMENDATION

Open the public hearing and request the staff presentation; provide the applicant sufficient time to make their presentation; allow audience testimony; facilitate a question and answer process between the Planning Commission and applicant and citizens making inquiries; request staff responses as appropriate; direct staff to prepare the final staff report based on the applicant's presentation, citizen testimony and Planning Commission direction; continue public hearing to December 4th for deliberation and action.

ACTION REQUESTED

Continue the public hearing to December 4, 2007 by Planning Commission motion.

ATTACHMENTS

1. Staff Report
2. Applicant's Submittal

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

Applicant: Satre Associates PC, Applicant, representing SC Springfield, LLC

Case Number: ZON2007-00028

Project Location: Northwest Corner of Marcola Road and 28th/31st Streets

Assessor's Map#: 17-02-30-00, Tax Lot 01800 and 17-03-25-11, Tax Lot 02300

Zoning: Community Commercial; Medium Density Residential; and Mixed Use Commercial.

Metro Plan Designation: Community Commercial; Medium Density Residential/Nodal Development Area; and Commercial/Nodal Development Area

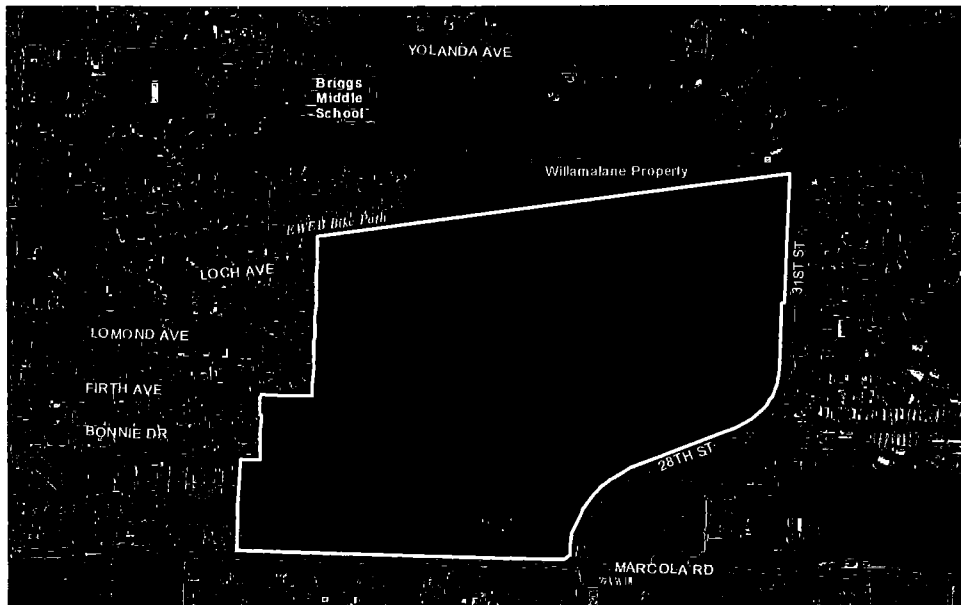
Application Submittal Date: September 28, 2007

120 Day Review Time-line: January 26, 2008

Related Applications: ZON 2005-00028, LRP 2006-00027, ZON 2006-00030, ZON 2006-00054 and SUB 2007-00037

Request: The applicant requests Master Plan approval for a phased, mixed-use development on 100.3 acres formerly known as the "Pierce" property, now called the "Villages at Marcola Meadows". The proposed development consists of a total of 518 homes on 54.7 gross acres, and a total of 449,600 square feet of retail/office use on 45.6 gross acres. There are 11.4 acres of proposed common open space proposed.

Site Map



I. SITE DESCRIPTION AND EXISTING CONDITIONS

The site consists of two properties identified as Tax Lot 1800 of Lane County Assessor's Map 17-02-30-00 and Tax Lot 2300 of Lane County Assessor's Map 17-03-25-11. 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 development site (City of Springfield file# 97-02-029).

The site is entirely within Springfield's Urban Growth Boundary and city limits and is located north of Marcola Road and West of 28th Street. The site has previously been used for a variety of agricultural uses. Currently the site contains a machine shop building located near the southeast corner of the site, which is proposed to be removed prior to development.

A storm water drainage ditch (Pierce Ditch) bisects the site running from east to west; the site is located outside of both the 100-year flood and 500-year flood areas. Site topography is generally very flat with seasonal wetlands. A small group of trees is located along the site's east frontage and extends within the Pierce Ditch.

The site abuts residential development to the east (across 31st Street), west, south (across Marcola Road); commercial development to the southwest; industrial development to the southeast (across 28th Street and Marcola Road); and undeveloped Willamalane park land to the north (across the EWEB corridor path).

II. CURRENT PLAN DESIGNATION AND ZONING

The City Council approved the Metro Plan diagram and Zoning Map amendment applications (LRP 2006-00027 and ZON 2006-00054) on June 18, 2007.

Plan Designation:

The Metro Plan Diagram applies multiple plan designations to the development site: Medium Density Residential, Commercial, and Commercial/ Nodal Development and is summarized in Figure 1.

Figure 1: Existing Metro Plan Designation (As amended per Ordinance No. 6195, June 18, 2007)

Plan Designation	Acres
Medium Density Residential/ND*	54.7
Commercial	19.6
Commercial/ND*	26.0
Total	100.3
<i>/ND = Nodal Development Area</i>	80.7

Zoning Districts:

The Official Zoning Map applies multiple Zoning Districts to the development site: Medium Density Residential, Community Commercial, and Mixed-Use Commercial and is summarized in Figure 2.

Figure 2: Existing Zoning Districts (As amended per Ordinance No. 6196, June 18, 2007)

Zoning District	Acres
Medium Density Residential	54.7
Community Commercial	19.6
Mixed-Use Commercial	26.0
Total	100.3

III. PROJECT BACKGROUND

In July, 2005, the Martin Co. submitted a Development Issues Meeting application (ZON 2005-00028) to generally discuss a proposed commercial/residential development on the development site.

In May, 2006, Satre Associates, PC submitted a Pre-Application Report application (ZON 2006-00030) as the required prerequisite for Master Plan approval (SDC 5.13-115B.). Staff had a number of concerns about that proposal and contracted with Crandall Arambula, a Planning consultant in Portland, for a peer review. The application was placed on hold until approval of the Metro Plan diagram and Zoning Map amendments occurred.

In September, 2006, Satre Associates, PC submitted the Metro Plan diagram and Zoning Map amendment applications (LRP 2006-00027 and ZON 2006-00054). These applications were determined to be complete for review on January 11, 2007. The City Council approved these applications on June 18, 2007 (Ordinance Nos. 6195 and 6196). Master Plan approval is required by terms of Condition #1 of Ordinance No. 6196 (Zoning Map Amendment).

On July 20, 2007, Satre Associates, PC resubmitted the Pre-Application Report application. The majority of Crandall Arambula's recommendations have been incorporated into the current proposal.

On September 6, 2007, City staff held a meeting with the applicant's representatives and interested outside agencies to review the Pre-Application Report application.

On September 24, 2007, the Pre-Application Report staff report was issued.

On September 28, 2007, the applicant submitted this Master Plan application.

On October 10, 2007, this Master Plan application was accepted as complete for review.

IV. WHAT IS A MASTER PLAN AND WHY IS IT REQUIRED?

SDC 5.13-105 defines and explains the purpose of a Master Plan as follows.

- "A. *A Master Plan is a comprehensive plan that allows phasing of a specific development area over several years for public, commercial, industrial or residential development. A Master Plan, in this context, is specific to this Code and is not considered to be a refinement plan or any other similar subset of the Metro Plan. By addressing public service impacts and development requirements at the time of approval of Master Plan, these impacts and requirements need not be readdressed at subsequent phases and the developer may rely on the Master Plan approval in implementing the development.*
- B. *The purpose of a Master Plan is to:*
1. *Provide preliminary approval for the entire development area in relation to land uses, a range of minimum to maximum potential intensities and densities, arrangement of uses, and*

the location of public facilities and transportation systems when a development area is proposed to be developed in phases;

2. *Assure that individual phases of a development will be coordinated with each other;*
3. *Provide the applicant an assurance of the City's expectation for the overall development as a basis for detailed planning and investment by the developer."*

The submittal of this Master Plan application is one of 14 conditions of approval of Zoning Map amendment Ordinance 6196. Condition 1 states: "***The submittal and approval of a Master Plan application prior to any development on the development site shall be required.***" The remaining Zoning Map amendment conditions of approval are listed in Section VII of this staff report.

V. WHAT ARE THE UNDERLYING ASSUMPTIONS OF THE PROPOSED MASTER PLAN?

SDC Section 5.13-135, Modifications to the Master Plan and Schedule, uses the term "underlying assumptions" when an applicant wishes to modify an approved Master Plan. Proposed modifications are reviewed based on the intensity of their affects on the basic underlying assumptions resulting in review from Type I (staff decision, without notice) through Type III (Planning Commission public hearing).

The Planning Commission may wish to consider, and then direct staff to utilize the following as basic underlying assumptions for this Master Plan application are: streets, nodal requirements, land uses, phasing, stormwater management, sanitary sewers, and grading. Compliance with the basic underlying assumptions will be a condition of Master Plan approval that will be recorded against the property.

VI. MASTER PLAN CRITERIA OF APPROVAL

SDC Section 5.13-125 states: "*A Master Plan may be approved if the Planning Commission finds that the proposal conforms with all of the following approval criteria. In the event of a conflict with approval criteria in this Subsection, the more specific requirements apply.*

- A. *The zoning of the property shall be consistent with the Metro Plan diagram and/or applicable Refinement Plan diagram, Plan District map, and Conceptual Development Plan;*
- B. *The request, as conditioned, shall conform to applicable Springfield Development Code requirements, Metro Plan policies, Refinement Plan, Plan District, and Conceptual Development Plan policies.*
- C. *Proposed on-site and off-site improvements, both public and private, are sufficient to accommodate the proposed phased development and any capacity requirements of public facilities plans; and provisions are made to assure construction of off-site improvements in conjunction with a schedule of the phasing.*
- D. *The request shall provide adequate guidance for the design and coordination of future phases;*
- E. *Physical features, including but not limited to steep slopes with unstable soil or geologic conditions, areas with susceptibility to flooding, significant clusters of trees and shrubs, watercourses shown on the WQLW Map and their associated riparian areas, wetlands, rock outcroppings and open spaces and areas of historic and/or archaeological significance as may be specified in Section 3.3-900 or ORS 97.740-760, 358.905-955 and 390.235-240 shall be protected as specified in this Code or in State or Federal law; and*
- F. *Local public facilities plans and local street plans shall not be adversely impacted by the proposed development."*

The applicant has submitted responses to these criteria. However, staff has not commented on these responses in order to allow the public to comment on the application. Staff will address the criteria of approval in the staff report that will be prepared for the December 4th continuance.

VII. ZONING MAP AMENDMENT CONDITIONS OF APPROVAL

Zoning Map Amendment Ordinance 6196 was approved by the Planning Commission in June with 14 conditions of approval.

- Condition 1. The submittal and approval of a Master Plan application prior to any development on the development site shall be required.
- Condition 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 development site.
- Condition 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 Mater Plan Phase 1 development.
- Condition 4. Submittal of a Master Plan application that addresses compliance with the Drinking Water Overlay District standards in SDC Section 3.3-200 and how these regulations will be applied for each proposed phase.
- Condition 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 siting and development of the future park.
- Condition 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 7. Submittal of a Master Plan application that shows the proposed home improvement center building exterior design similar to the existing building in Scottsdale, Arizona or a building design that complies with the current building design standards in SDC Section 3.2-400.
- Condition 8. Submittal of a Master Plan application that demonstrates that the residential development will occur at not less than 12 dwelling units per net acre.
- Condition 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 use in Phase 1 of the development.

- Condition 10. Submittal of a Master Plan application that incorporates a "Development Phasing Plan" shall be required in order to comply with SDC Section [5.13-120(12)]. The intent of this condition is to: a) Address the "internal trip" issue by requiring a certain percentage of the residential portion of the site to be developed with a similar percentage of the commercial portion. The specific percentages will be made part of the approved Master Plan, and b) Ensure that, for each type of land use, the amounts proposed do not exceed those shown in Table 4C of the TIA.
- Condition 11. Submittal of a Master Plan application that show the entire length of the collector street [Martin Drive] from Marcola Road to V Street being constructed as part of Phase 1.
- Condition 12. Submittal of a Master Plan application that shows the construction of all streets serving the CC and MUC portions of the development site being constructed shall be required as part of Phase 1.
- Condition 13. Submittal of a Master Plan application that shows proposed connectivity between the residential and commercial development areas.
- Condition 14. The Master Plan shall be submitted within one year of the City Council approval of these applications [i.e., Plan Amendment and Zone Change applications [Ordinance. Numbers 6195 and 6196, approved June 18, 2007].

Note: In addition, Section 4 of Ordinance 6196 states: *"The legal description of the entire property is specified in Exhibit B. The proposed zoning is shown on the map in Exhibit C. The specific boundaries of the zoning districts shall be determined as a condition of approval of the required Master Plan."*

The applicant has submitted responses to these conditions. However, staff has not commented on these responses in order to allow the public to comment on the application. Staff will address these conditions of approval in the staff report that will be prepared for the December 4th continuance.

VIII. ISSUES RAISED AT PREVIOUS PUBLIC HEARINGS

The following issues are a brief summary of previous issues raised concerning the proposed development. There are a number of Planning Commission who were not involved in the previous public hearings. The proposed format of this public hearing will provide the new Commissioners a first opportunity to hear the neighbors concerns.

1. The impact to the established neighboring homes – quality, density and placement of two and three story dwellings.
2. The impact on Briggs and Yolanda schools –class size.
3. Drainage – there is flooding to abutting properties the west and to the north.
4. Crime – houses and cars broken into.
5. Increased traffic – backing onto Marcola Road from existing houses across the street and the intersection of I-105 and Mohawk.
6. Safety issues – children crossing 31st Street at V Street.
7. Cost of improvements along 31st Street and who will pay.
8. Noise – concerns about delivery trucks

IX. CONCLUSION

Staff has proposed a public hearing process that will allow public comment before staff makes a recommendation on the Master Plan application. For the December 4th continuance, a staff report will be provided that addresses the Master Plan criteria of approval, the Zoning Map amendment conditions of approval and the public comments submitted on November 20th and the resolution of any questions raised by the Planning Commission.