

City of Springfield
Work Session Meeting

MINUTES OF THE WORK SESSION MEETING OF
THE SPRINGFIELD CITY COUNCIL HELD
MONDAY, JUNE 22, 2009

The City of Springfield Council met in a joint work session with the Planning Commission in the Library Meeting Room, 225 Fifth Street, Springfield, Oregon, on Monday, June 22, 2009 at 5:33 p.m., with Councilor Lundberg presiding.

ATTENDANCE

Present were Councilors Lundberg, Wylie, Leezer, and Pishioneri. Also present were City Manager Gino Grimaldi, Assistant City Manager Jeff Towery, City Attorney Bill Van Vactor, City Attorney Joe Leahy, City Recorder Amy Sowa, and members of the staff.

Mayor Leiken and Council President Ralston were absent (excused).

Planning Commission Chair Frank Cross called the Planning Commission to order. Present were Commission Chair Cross and Planning Commissioners Johnny Kirschenmann, Sean VanGordon, Steve Moe, Eric Smith, Lee Beyer, and Cherie Moore.

1. Urban Growth Boundary Alternatives Analysis.

ECONorthwest is preparing a land use Alternatives Analysis for the City of Springfield. It includes an analysis and justification for urban growth boundary expansion as necessary to meet documented shortfalls of commercial, industrial and residential land. The study area for potential Springfield growth is land adjacent to the Springfield portion of the Metropolitan UGB.

ECONorthwest will 1) provide an overview of opportunity areas for employment, residential, and public/semi-public uses; 2) present three draft land use concepts that will address identified land use deficiencies; and 3) provide background information on the requirements for the Alternatives Analysis. The attached memorandum (Attachment 1) explains the Alternatives Analysis in detail.

City Attorney Bill Van Vactor will provide an overview of the urban growth boundary expansion process. Staff will provide an updated UGB Policy Package Public Review and Adoption Schedule (Attachment 4) and discuss next steps. The three concepts and supporting documents will be displayed at two public open houses in July and August, presented to a variety of community groups and other interested parties for comments over the summer months, and at the subject of a public hearing before the joint City and Lane County planning commissions on September 15, 2009.

The draft economic opportunities and housing needs analyses both conclude that Springfield will need to expand its UGB to accommodate growth forecast for the 2010-2030 period. The exact acreage of the expansion is not yet known; however, general figures are available. The City needs about 640 suitable acres for employment and about 400 buildable acres for housing and other needs. The final acreage figures will depend on the types of land use efficiency measures the City adopts, as well as the specific areas into which urban growth is to occur. Staff is working with the Planning Commission to develop Plan and Code Amendments that will implement additional efficiency measures. At its work session on June 2, 2009 the Planning Commission and a

residential lands focus group endorsed several concepts: 1) increasing density in Glenwood, Downtown, Gateway, in nodes, along transit corridors and possibly as an adjunct to future employment centers in the expansion areas; and 2) establishing a low-medium density plan designation and zoning district (8 to 15 units per net acre) that could allow a mixing of small lot, detached single family homes and slightly higher density row houses and duplexes to encourage development of a wider range of housing choice and price ranges.

Mr. Van Vactor provided a brief history on statewide goals and statewide planning and noted that it had been about 30 years since Oregon had gone through this type of process. The Land Conservation and Development Commission (LCDC) were getting a lot of requests for expanding UGB's. The State had grown and there were new needs. Cities had used up inventories over the past 30 years and it was time to look at existing boundaries. Changing the UGB was a very rigorous process and was a very subjective area, with policy decisions and statutory requirements, making it difficult to lay out guidelines. He explained. The process would be a combination of applying Department of Land Conservation and Development (DLCD) goals (Goal 14) and criteria. When this process was completed it would go to LCDC. There was not a lot of guidance in the State statutes. Any citizens that were involved at this level could be heard at LCDC hearings. Being aware of that, the City had coordinated as much as possible with the local representative, Mr. Warren, from DLCD, who had helped the City interpret the rules. The City was in good shape so far. Staff was doing their best to apply the statutes and goals. He explained further the coordination with DLCD. Adoption of a UGB was not unilateral with the City of Springfield, but also included our partnership with Lane County. Soon the Lane County Planning Commission and the Springfield Planning Commission would be meeting to start the formal process. Ultimately the Lane County Board of Commissioners (LCBC) and the Springfield City Council would be meeting to work out a UGB that was satisfactory to both. In the past, there had been delays when the County and City disagreed, but no rejection. The LCBC would have different perceptions and priorities.

Council could ask questions of staff as they arose during the presentation.

Commissioner Kirschenmann asked what kind of communication we had with LCDC.

Mr. Van Vactor said it had been informal to this point. They had met with the director of the department two times. In addition, Lane County had a representative on the commission, John Van Landingham, who followed local land use. Mr. Van Landingham's role would increase as we moved forward. At this time, Springfield was focusing on the DLCD staff.

Councilor Wylie asked about the impact of people currently outside the UGB.

Mr. Van Vactor discussed property values inside and outside the UGB and the relation to taxes. Those outside city limits would not pay City taxes until they annexed into the City.

Commissioner Moore asked about public input on this item.

Ms. Pauly said tonight's work session was to provide information to the Planning Commission (PC) and City Council (CC).

Mr. Van Vactor said there had been some workshops held and more would be planned for the future.

Councilor Lundberg clarified that tonight's work session was an introduction to this information and an overview of the status of options. Staff would answer PC and CC questions and then go forward with the public process.

Planning Supervisor Linda Pauly introduced Bob Parker from ECONorthwest.

Mr. Parker said they had been working on this for some time and felt like they were making good progress. He presented a power point presentation starting with the purpose of tonight's meeting which was to review the process used to develop these land use concepts. At the last work session, he reviewed the State requirement for UGB alternatives analysis, which he would do again. There were three draft expansion concepts for the PC and CC to comment on. They could also make variations on any of the concepts. They had received comments from the Commercial/Industrial Buildable Lands (CIBL) committee who had also reviewed the concepts. He asked the PC and CC to present their ideas as they went through the presentation.

Mr. Parker reviewed the process so far. About 14 or 15 months ago, the City contracted with ECONorthwest to conduct a CIBL study. A CIBL stakeholder committee was appointed and met 11 times during the technical analysis. That committee deliberated and provided input on key assumptions on employment lands. There was also a Technical Advisory Committee (TAC) that met 5 times and included City staff and staff from other agencies, such as DLCD, Springfield Utility Board, Metro Partnership and others. There was a Residential Lands Study stakeholder committee that met 8 times, but that was put on hold while the population forecast issue was resolved. That committee also provided input on key assumption and land use efficiency measures.

Mr. Parker described the public process, which included a public workshop on CIBL and a public open house on UGB expansion. There would be additional open houses and a public hearing process as we proceeded. Staff and the consultant had met with the PC and the CC on the residential lands study, on CIBL, and the process was ongoing. The consultant had worked with staff to finalize assumptions, technical analysis, land need, buildable lands inventory, and the need for a UGB expansion. The CIBL committee identified priority study areas and concepts developed to comply with State rules.

Mr. Parker said they were looking at a UGB expansion of about 1000 acres: 450 industrial; 190 commercial; and 400 residential.

Commission Chair Cross asked if the concepts included the larger sites over 20 acres.

Mr. Parker said they did. They were still working on figures on the Residential Land Study because the population projection was slightly lower than anticipated.

Mr. Parker said the State required the City to evaluate all alternatives, including land efficiency measures and alternative boundary locations. The City must start with highest priority lands and work down, and then apply Goal 14 criteria. The City could consider land that was not adjacent, site characteristics for employment sites, costs, and advantages and disadvantages of public services. They must include a map of alternatives considered.

Mr. Parker reviewed ORS 197.298 which identified UGB expansion priorities: urban reserve areas; exception areas; marginal lands; and resources lands. He explained each.

Mr. Parker discussed the Goal 14 factors: efficient accommodation of identified land needs; orderly and economic provision of public facilities and services; comparative environmental, energy, economic and social consequences; and compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

Mr. Parker referred to a map showing employment opportunity sites. He discussed those areas.

Mr. Parker discussed draft land use concepts. They studied areas around the UGB based on distance, zoning, presence of constraints, and soils. The study area only included areas east of I-5. The key principles applied included complying with state priority schemes (adjacent exception areas) and meeting identified land deficiencies (employment acres and residential acres). The emphasis was on priority areas identified by the committees. They intended to be different enough to demonstrate trade-offs.

Mr. Parker displayed maps of the City which identified residential and employment areas, constraints, floodways, and soils. He discussed those factors, hillside areas and the Mohawk area.

Mr. Parker referred to the maps with each of the concepts and discussed each.

Councilor Pishioneri noted a discrepancy in the figures on the map and the chart.

Mr. Parker said the inconsistency may have occurred when they were changing figures. Table 1 should be the control agent and was correct. They would recheck the figures and correct them for future presentations.

Commissioner Smith asked about fire service to the Seavey Loop area.

Mr. Parker said meetings on that subject had been held and an evaluation on that was occurring. This area would not fall within the current level of service.

Mr. Grimaldi said that could indicate a need for a new fire station.

Commissioner Smith asked if a station in Glenwood would cover that area.

Fire Marshal Al Gerard said it would need to be in the far south corner of Glenwood to cover that area.

Mr. Parker said Seavey Loop would have a number of service issues. ODOT had also indicated they may plan an interchange in that area at some point in the future, but hadn't started planning yet. He continued to discuss the areas in Option 1. Clearwater Lane could shift to the east or west depending on service issues. There was also some flexibility in Area 7. Mr. Parker showed an aerial map of Concept 1.

Mr. Parker showed Concept 2 and described the difference between this option and Concept 1. He discussed some of the issues with Area 3 and the floodplain. The Corps of Engineers was doing a study of floodplains in that area, but were not quite finished with that study. The City

could determine, following that study, which areas to include based on flooding. It was a difficult situation because they were not sure when the study would be finished.

Mr. Parker discussed Concept 3 and noted the areas included in this concept. He noted the differences between this concept and the other two. They did include the need for lower cost housing in some of the alternatives.

Mr. Parker said the input from the CIBL committee included: consider including all of Seavey Loop in all of the alternatives; consider including the 'elbow' near Jasper-Natron; and consider mixed-use in some study areas. He discussed some of those comments.

Commissioner Moore asked if they had a narrative of all of the areas.

Mr. Parker said they had a partial list. If they wanted, they could do a more specific write-up for the concepts. He noted some of the matrixes in the packet from the previous work session on this item.

Commissioner Moore asked about the north Gateway area and access for services.

Mr. Gerard said it would depend on the street grid that was put in place. Preliminary analysis showed they could provide fire service to the lower half of that area with the current station. The northern portion would depend on the street grid layout.

Commissioner Moe said he and Lee Beyer worked on the original boundaries in the 1970's. At that time, it seemed logical to put the boundaries that were along the river slightly away from the river. They had later learned that the City couldn't have an effect on what happened in that area. He discussed the Seavey Loop option. He wasn't sure of the logic they had used in placing a line along the elbow in Jasper-Natron years ago. He felt the Lane Community College (LCC) basin could be an option. It was on the Springfield side, and they should continue to think of that.

Mr. Van Vactor said this proceeding would be legislative, but if someone gave the PC or CC documents or information, they should bring it to the planning staff so they could be distributed. The PC and CC could get requests from citizens as this process moved forward.

Commissioner Beyer said one of the lessons learned last time was not to designate too much land that was unserviceable or had issues with wetlands. He wanted to make sure the land maps were readable.

Mr. Parker said they would be using the same criteria regarding constraints. Eventually, there would be decisions regarding tax lots split by a floodway or other constraint. He explained.

Councilor Leezer asked if they could incorporate all three concepts and show all constraints.

Commissioner Cross asked that those constraints be outlined because not everyone could distinguish the different colors.

Mr. Parker said it had been suggested to make all constraints one color.

Councilor Pishioneri suggested a different concept by taking Area 1 of Concept 1, Areas 7 and 8 from Concept 2, Area 4 from Concept 1, and Area 9 as an option from Concept 1. This would give a similar ratio of land types, but with a different build out on the southern edge and utilizing the northwest corner.

Mr. Van Vactor said these concepts could be mixed and matched.

Mr. Parker made note of his suggestions. He said he would clean up the figures.

Commissioner Beyer asked about costs associated with each Concept.

Ms. Pauly said they had done a comparative analysis for the different areas, and Public Works had put together a matrix where they ranked them numerically, but there was no cost associated yet. The Fire Department and Springfield Utility Board (SUB) were working on that.

Commissioner Beyer noted the need to look at what made sense regarding services for places such as Area 9 in Concept 1.

Mr. Parker discussed that area and some of the issues related to providing service. Each area had some type of service challenge regarding transportation, water, sewer, or other.

Ms. Pauly said the transportation systems were all ranked equally bad.

Councilor Pishioneri said he had one caveat to his earlier recommendation. He suggested a different mix in Area 7. He explained. He also said he was not sure why they didn't put a straight line to Jasper Road. It would make more sense for public safety services. Even if not buildable it could be suitable for open space with power lines.

Mr. Parker noted some flood plains in that area. The suggestion would be to figure out a configuration that would have more of a straight line.

Development Services Director Bill Grile said the challenge was that they would be moving the line into Class 2 farmlands. The statutory priority was that those were the last solution to the problem, so the City would have to show that efficiency measures, infill, redevelopment and other areas wouldn't solve the residential. Advocates for protecting farmland would likely contest that.

Councilor Leezer referred to the elbow at Jasper Natron and the soils in that area.

Mr. Parker said they would need to take a closer look at the soils and slopes.

Councilor Lundberg said each concept was set up with the idea that the City had to pick lands in a particular order. We couldn't pick all lands that fell under the marginal sites. We would need to move the boundary around so the exception lands were chosen first. She asked if we were considering expansion in one area rather before moving to another area.

Mr. Parker said they had to go to the exceptions first. If they brought all of the identified lands in and there wasn't enough of the right type of lands, they could go to the marginal lands second. They would then look at resource lands, in which case the focus would be on soils. The urban

forum required by the State didn't make sense, but was a statutory priority. The soils issue was more difficult to define with legal nuances, so relied on legal resources. He explained. He felt the alternatives they were showing could be legally upheld, but some may be more challenging than others. He didn't want the CC to forget to use common sense as well as upholding statutory rules. They were engaging Public Works so they could identify some of the issues. There were alternatives worth talking about, but service obligations could be a challenge.

Councilor Lundberg clarified that all areas could be done at once in order to get the amount of land we needed.

Mr. Parker said that was correct. By spreading the expansion, they were causing less pressure on the transportation area.

Commissioner Beyer said most of the maps showed physical constraints. Residential could be put almost anywhere, but commercial needs were more specific.

Councilor Lundberg agreed. They needed to use common sense.

Commissioner Moore said the map showed the Metro Plan boundary and she asked if Springfield was still going to be part of that plan. Yes we were. She asked what the basis was for the Metro Plan boundary and if there was any consideration regarding Springfield's UGB with that boundary. No.

Councilor Lundberg asked if they had more of a goal set when the plan was first put into place.

Mr. Parker said the State provided much more direction now.

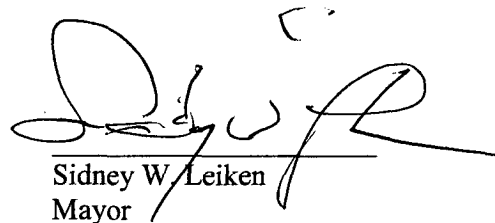
Councilor Lundberg asked if staff had what they needed.

Mr. Parker said they did. They had some work to do on the maps and would provide alternatives that would go through the public process.

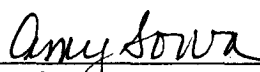
ADJOURNMENT

The meeting was adjourned at 6:47 p.m.

Minutes Recorder – Amy Sowa


Sidney W. Leiken
Mayor

Attest:


Amy Sowa
City Recorder