

AN ORDINANCE APPROVING THE ANNEXATION OF CERTAIN TERRITORY TO THE CITY OF
SPRINGFIELD AND WILLAMALANE PARK AND RECREATION DISTRICT

THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD FINDS THAT:

WHEREAS, the City Council is authorized by Springfield Development Code (SDC) Article 5.7-100 and ORS Chapter 222 to accept, process, and act on annexations to the City; and

WHEREAS, a request to annex certain territory was submitted on February 11, 2013, said territory being a parcel lying to the south of Quartz Avenue at South 60th Street and east of Bob Straub Parkway as generally depicted and more particularly described in **Exhibit A** to this Ordinance; and

WHEREAS, in accordance with SDC 5.7-125.A and ORS 222.111, the property owner initiated the annexation action by submittal of the required application forms and petition for annexation attached hereto as **Exhibit B** to this Ordinance; and

WHEREAS, this annexation has been initiated in accordance with SDC 5.7-125.A and ORS 222 and has been set for public hearing; and,

WHEREAS, the territory proposed to be annexed is within the *Eugene-Springfield Metropolitan Area General Plan* (more commonly known as the *Metro Plan*) and the *Springfield 2030 Refinement Plan* urban growth boundary and is contiguous to the City limits [SDC 5.7-140.A]; and,

WHEREAS, the annexation is consistent with Policy 10, page II-C-4; Policy 16, page II-C-5; and Policy 21, page II-C-6, in the *Metro Plan* [SDC 5.7-140.B] requiring annexation to the City of Springfield as the highest priority for receiving urban services; and

WHEREAS, the minimum level of key urban facilities and services can be provided in an orderly and efficient manner as required in *Metro Plan* Policy 8, page II-C-4, and there is a logical area and time within which to deliver urban services and facilities [SDC 5.7-140.C]; and,

WHEREAS, the Residential Land Use and Housing Element of the *Springfield 2030 Refinement Plan* [Policy H.14] emphasizes the need to improve the walkability and safety of residential neighborhoods and to provide convenient access to neighborhood parks and schools; and,

WHEREAS, a Staff Report (**Exhibit C**) was presented to the City Council with the Director's recommendation to concurrently annex the subject territory to the Willamalane Park and Recreation District, as this special district is a service provider for the City [SDC 5.7-140.B]; and is consistent with the intergovernmental agreement between Lane County and Springfield regarding boundary changes dated May 21, 2008; and,

WHEREAS, on March 18, 2013, the Springfield Common Council conducted a public hearing and is now ready to take action on this application based on the recommendation and findings in support of approving the annexation request as set forth in the aforementioned Staff Report to the Council, incorporated herein by reference, and the evidence and testimony presented at this public hearing held in the matter of adopting this Ordinance.

NOW THEREFORE, THE CITY OF SPRINGFIELD ORDAINS AS FOLLOWS:

SECTION 1: The Common Council of the City of Springfield does hereby approve annexation of the following described territory to the City of Springfield and Willamalane Park and Recreation District, said territory being more particularly described in **Exhibit A** to this Ordinance.

SECTION 2: The City Manager or the Development and Public Works Director shall send copies of this Ordinance to affected State and local agencies as required by SDC 5.7-155.

SECTION 3: This Ordinance shall become effective 30 days from the date of its passage by the City Council and approval by the Mayor, or upon the date of its filing with the Secretary of State as provided by ORS 222.180, whichever date is later.

ADOPTED by the Common Council of the City of Springfield this 1st day of April, 2013, by a vote of 5 for and 0 against. (1 Absent - Brew)

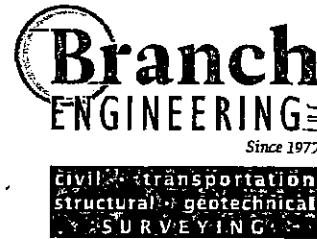
APPROVED by the Mayor of the City of Springfield this 1st day of April, 2013.

ATTEST:

Amy Souza
City Recorder

Christopher L. Lutz
Mayor

REVIEWED & APPROVED
AS TO FORM
JOSEPH J. LEAHY
DATE: 3/12/13
OFFICE OF CITY ATTORNEY



February 4, 2013

LEGAL DESCRIPTION

for ANNEXATION TO SPRINGFIELD, OREGON
 of TAX MAP 18-02-09, TAX LOT 102
 by SPRINGFIELD SCHOOL DISTRICT #19
 Branch Engineering Inc. Project No. 11-071

Situated in Lane County, Oregon in the Southwest $\frac{1}{4}$ of Section 3, Township 18 South, Range 2 West, of the Willamette Meridian and described as follows:

Being all those lands conveyed to Springfield School District #19 by Arlie & Company by that Statutory Warranty Deed recorded on February 9, 2011 as Reception Number 2011-006800 in the Lane County Oregon Official Records, being more particularly described as follows in said deed:

BEGINNING at the southeast corner of the Plat of Jasper Meadows Second Addition, as platted and recorded December 13, 2004, Reception Number 2004-094865, Lane County Oregon Plat Records; **THENCE** North $88^{\circ}16'08''$ West, 1086.61 feet to a point on the easterly right-of-way of the Jasper Road Extension as described in Easement recorded July 18, 2007, Reception No. 2007-048814 Lane County Oregon Records, said point being 100.07 feet, when measured at right angles, from the centerline thereof; **THENCE** along said easterly right-of-way South $06^{\circ}20'16''$ East, 497.33 feet; **THENCE** along the arc of a 1096.52 foot radius curve to the right having a central angle of $03^{\circ}44'44''$, an arc distance of 71.68 feet (long chord of which bears South $04^{\circ}27'54''$ East, 71.67 feet) to a point on the section line between Sections 3 and 10; **THENCE** leaving said easterly right-of-way and following along said south line South $88^{\circ}03'44''$ East, 1268.60 feet to a point on the westerly boundary of a tract of land conveyed to Weyerhaeuser Timber Company, a Washington corporation, and The Booth-Kelly Lumber Company, an Oregon corporation, by Warranty Deed recorded July 22, 1947, Book 352, Page 234, Lane County Oregon Records; **THENCE** along said westerly boundary North $22^{\circ}48'58''$ West, 624.69 feet to the Point of Beginning.

The bearings and distances in said deed being based on that Property Line Adjustment Survey filed in the Lane County Oregon Surveyor's Office as County Survey File 40907 by Lawrence B. Olson for Gordon Webb on February 11, 2008.

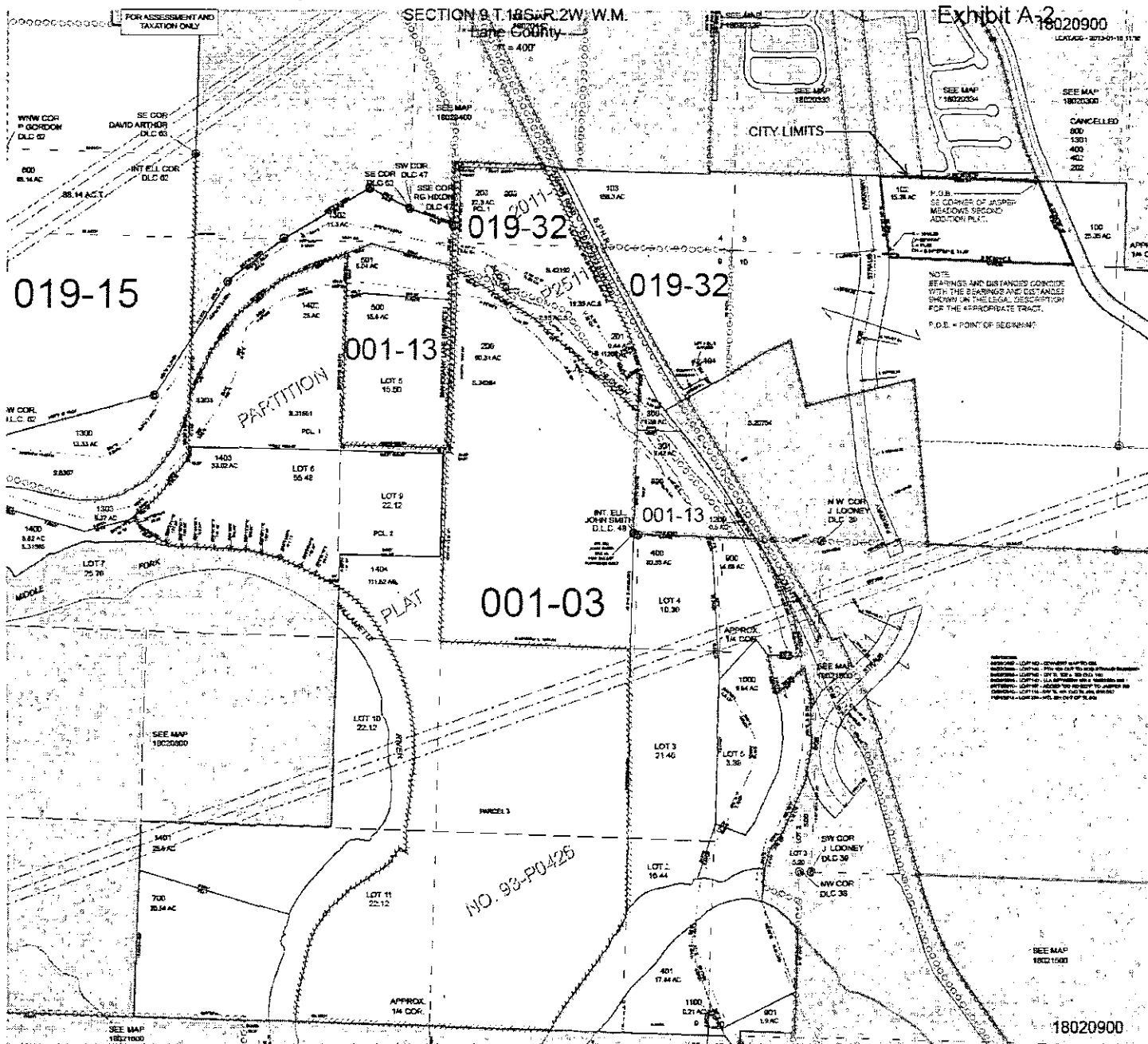
REGISTERED
PROFESSIONAL
LAND SURVEYOR

OREGON
NOVEMBER 30, 2007
RENEE CLOUGH
69162LS

RENEWAL DATE: 12/31/2013

EUGENE-SPRINGFIELD

SALEM-KEIZER



CITY OF SPRINGFIELD

REQUEST FOR ANNEXATION TO THE CITY OF SPRINGFIELD & ACCOMPANYING APPLICATION

SPRINGFIELD PUBLIC SCHOOLS JASPER-NATRON SITE IMPROVEMENTS

February 8, 2013

**CAMERON
MC CARTHY**

LANDSCAPE ARCHITECTURE & PLANNING

Cameron McCarthy
Landscape Architecture & Planning
160 East Broadway, Eugene, OR 97401
Phone 541.485.7385 | Fax 541.485.7389
www.cameronmccarthy.com

SPRINGFIELD PUBLIC SCHOOLS
 JASPER-NATRON SITE IMPROVEMENTS
 REQUEST FOR ANNEXATION & ACCOMPANYING APPLICATION

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LAND USE APPLICATION FORMS

- Annexation

WRITTEN STATEMENT

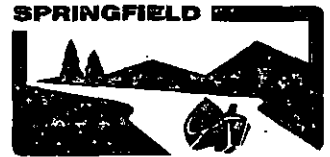
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EXHIBITS

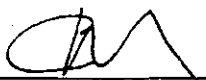
A	Legal Description	A
B	Cadastral Map	B
C	Plan Set.....	C

City of Springfield
Development Services Department
225 Fifth Street
Springfield, OR 97477

3



Annexation Application Type IV

Application Type		(Applicant: Check one)	
Annexation Application Pre-Submittal:	☐		
Annexation Application Submittal:	☒		
Required Proposal Information		(Applicant: Complete This Section)	
Property Owner:	John Saraceno, Springfield Public Schools	Phone:	(541)726-3267
Address:	525 Mill St, Springfield, OR 97477	Fax:	(541)744-6374
		E-mail:	john.saraceno@springfield.k12.or.us
Owner Signature:			
Owner Signature:	See Owner Signature Sheet (Page 10)		
Agent Name:	Colin McArthur, AICP	Phone:	(541)485-7385
Company:	Cameron McCarthy Landscape Architecture & Planning	Fax:	(541)744-6374
Address:	160 E. Broadway, Eugene, OR 97401	E-mail:	colin@cameronmccarthy.com
Agent Signature:			
If the applicant is other than the owner, the owner hereby grants permission for the applicant to act in his or her behalf, except where signatures of the owner of record are required, only the owner may sign the petition.			
ASSESSOR'S MAP NO:	18-02-09-00	TAX LOT NO(S):	102
Property Address:	No site addresses associated with this lot. Geographic Coordinates: X 4284788/Y 869265 ; Latitude: 44.02630° Longitude: -122.925387°		
Area of Request:	Acres: 15.28	Square Feet: 665,596.8	
Existing Use(s) of Property:	Vacant/Unused		
Proposed Use of Property:	Construction of improvements at Springfield Public Schools Jasper-Natron site. The project involves a recreational facility, including: natural turf fields, basketball court, playground, paths, parking, and associated infrastructure.		

Owner Signatures

This application form is used for both the required pre-submittal meeting and subsequent complete application submittal. Owner signatures are required at both stages in the application process.

An application without the Owner's original signature will not be accepted.

Pre-Submittal

The undersigned acknowledges that the information in this application is correct and accurate for scheduling of the Pre- Submittal Meeting. If the applicant is not the owner, the owner hereby grants permission for the applicant to act in his/her behalf. I/we do hereby acknowledge that I/we are legally responsible for all statutory timelines, information, requests and requirements conveyed to my representative.

Owner:

Signature

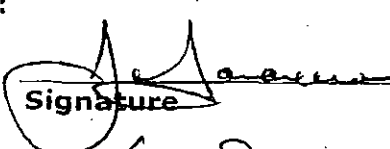
Date: _____

Print

Submittal

I represent this application to be complete for submittal to the City. Consistent with the completeness check performed on this application at the Pre-Submittal Meeting, I affirm the information identified by the City as necessary for processing the application is provided herein or the information will not be provided if not otherwise contained within the submittal, and the City may begin processing the application with the information as submitted. This statement serves as written notice pursuant to the requirements of ORS 227.178 pertaining to a complete application.

Owner:


Signature

Date: 2/7/2013


Print

FORM 1

PETITION/PETITION SIGNATURE SHEET
Annexation by Individuals
[SDC 5.7-125(2)(b)(i)/ORS 222.170(1)]

We, the following property owners of the following territory, consent to the annexation to the City of Springfield and concurrent annexation to Lane County Metropolitan Wastewater Service District and Willamalane Parks and Recreation District, as deemed necessary:

Signature	Date Signed m/d/y	Print Name	Residence Address (street, city, zip code)	Map and Tax Lot Number (example: 17-04-03-00-00100)	Land Owner	Acres (qty)
<u>Nancy Golden</u>	<u>2/11/13</u>	<u>Nancy Golden</u> <u>SUPERINTENDANT</u>	<u>N/A</u>	<u>18-02-09-00-00102</u>	☒	<u>15.28</u>

Note: With the above signature(s), I am attesting that I have the authority to consent to annexation on my own behalf or on behalf of my firm or agency. (Attach evidence of such authorization when applicable.)

I, COLIN McARTHUR (printed name of circulator), hereby certify that every person who signed this sheet did so in my presence.
x CA (signature of circulator)

CERTIFICATION OF OWNERSHIP

The total landowners in the proposed annexation are 1 (qty). This petition reflects that 1 (qty) landowners (or legal representatives) listed on this petition represent a total of 100 (%) of the landowners and 100 (%) of the acres as determined by the map and tax lots attached to the petition. A&T is not responsible for subsequent deed activity that may not yet be reflected on the A&T computerized tax roll.

Ann M. Mark

Lane County Department of Assessment and Taxation

2-11-13

Date Signed and Certified



LANE COUNTY

Property Account Summary

As Of 2/11/2013 Status: Active

Account No.: 1818184 **Alternate Property Number:** 1802090000102
Account Type: Real Property
TCA: 01915
Situs Address: 10 UNKNOWN
 ANYTOWNE OR 00000
Legal: Section 09 Range 02 Quarter 00 Township 18 TL 00102 2008-006787

Parties:

Role	Name & Address
Owner	SPRINGFIELD SCHOOL DISTRICT 19 % BRETT YANCEY 525 MILL ST SPRINGFIELD OR 97477
Taxpayer	SPRINGFIELD SCHOOL DISTRICT 19 % BRETT YANCEY 525 MILL ST SPRINGFIELD OR 97477

Property Values:

Value Name	2012	2011	2010
MKTTL	\$1,000,725	\$1,000,725	\$194,869
AVR	\$1,000,725	\$1,000,725	\$3,573
TVR	\$0	\$0	\$3,573

Property Characteristics:

Tax Year	Characteristic	Value
2012	Property Class	300
	Change Property Ratio	3XX Industrial
	Size	15.28
	Code Split	N
	Neighborhood	90501

Exemptions:

Tax Year	Description	Count	Amount	Assessment Basis
2012	Schools Districts	1	\$1,000,725	AVR
2011	Schools Districts	1	\$1,000,725	AVR

(End of Report)

FORM 2**OWNERSHIP WORKSHEET**(This form is **NOT** the petition)

(Please include the name and address of ALL owners regardless of whether they signed an annexation petition or not.)

OWNERS

Property Designation (Map/lot number)	Name of Owner	Acres	Assessed Value	Imp. Y / N	Signed Yes	Signed No
18-02-09-00-00102	Springfield School District 19	15.28	\$1,000.725	N	✓	
TOTALS:						

TOTAL NUMBER OF OWNERS IN THE PROPOSAL	1
NUMBER OF OWNERS WHO SIGNED	1
PERCENTAGE OF OWNERS WHO SIGNED	100%
TOTAL ACREAGE IN PROPOSAL	15.28
ACREAGE SIGNED FOR	15.28
PERCENTAGE OF ACREAGE SIGNED FOR	100%
TOTAL VALUE IN THE PROPOSAL	\$1,000,725
VALUE CONSENTED FOR	\$1,000,725
PERCENTAGE OF VALUE CONSENTED FOR	100%

FORM 3**SUPPLEMENTAL INFORMATION FORM**

*(Complete **all** the following questions and provide all the requested information. Attach any responses that require additional space, restating the question or request for information on additional sheets.)*

Contact Person: John Saraceno
 E-mail: john.saraceno@springfield.k12.or.us

Supply the following information regarding the annexation area.

- Estimated Population **(at present)**: 0
- Number of Existing Residential Units: 0
- Other Uses: Vacant
- Land Area: 15.28 total acres
- Existing Plan Designation(s): Low Density Residential (LDR)
- Existing Zoning(s): Light Medium Industrial (LMI)
- Existing Land Use(s): Vacant
- Applicable Comprehensive Plan(s): Metro Plan
- Applicable Refinement Plan(s): N/A
- Provide evidence that the annexation is consistent with the applicable comprehensive plan(s) and any associated refinement plans. See enclosed written narrative and findings.
- Are there development plans associated with this proposed annexation?
 Yes X No
 If yes, describe:
Neighborhood Park Site Improvements
- Is the proposed use or development allowed on the property under the current plan designation and zoning?
 Yes X* No * (Subject to zone change approval)
- Please describe where the proposed annexation is contiguous to the city limits (non-contiguous annexations cannot be approved under 5.7-140, Criteria).
The north parcel boundary is contiguous to the city limits.

Does this application include all contiguous property under the same ownership?

Yes X No

If no, state the reasons why all property is not included:

- Check the special districts and others that provide service to the annexation area:

Glenwood Water District	Rainbow Water and Fire District
Eugene School District	Pleasant Hill School District
☒ Springfield School District	McKenzie Fire & Rescue
Pleasant Hill RFPD	Willakenzie RFPD
EPUD	☒ SUB
☒ Willamalane Parks and Rec District	Other _____

- Names of persons to whom staff notes and notices should be sent, in addition to applicant(s), such as an agent or legal representative.

John Saraceno

(Name)

Springfield Public Schools
525 Mill Street

(Address)

Springfield, OR 97477

(City)

(Zip)

Dwight Purdy

(Name)

Thorp, Purdy, Jewett, Urness & Wilkinson
1011 Harlow Road, Suite 300

(Address)

Springfield, OR 97477

(City)

(Zip)

Colin McArthur

(Name)

Cameron McCarthy
160 East Broadway

(Address)

Eugene, OR 97401

(City)

(Zip)

Scott Stolarczyk

(Name)

Robertson Sherwood Architects
132 East Broadway, Suite 540

(Address)

Eugene, OR 97401

(City)

(Zip)

FORM 4

**WAIVER OF ONE YEAR TIME LIMIT
FOR ANNEXATION PURSUANT TO ORS 222.173**

This waiver of the time limit is for the following described property:

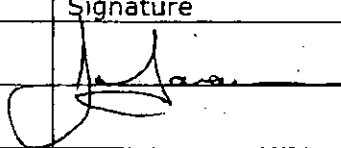
<u>18-02-09-00-00102</u>	<u>N/A</u>
Map and Tax Lot Number	Street Address of Property (if address has been assigned)

ONE WAIVER OF TIME LIMIT FOR EACH PARCEL, PLEASE

We, the owner(s) of the property described above understand the annexation process can take more than one year but desire to annex to have City services. Therefore, we agree to waive the one-year time limitation on this petition to annex established by Oregon Revised Statutes 222.173, and further agree that this contract shall be effective ☐ indefinitely or ☒ until June 30, 2014.

Date

Signatures of Legal Owners

Please print or type name	Signature	Date Signed
John Saraceno		2/7/2013

SPRINGFIELD PUBLIC SCHOOLS
JASPER-NATRON SITE IMPROVEMENTS
REQUEST FOR ANNEXATION & ACCOMPANYING APPLICATION

**SPRINGFIELD SCHOOL DISTRICT
JASPER-NATRON SITE IMPROVEMENTS**

ANNEXATION APPLICATION



1.0 PROJECT INFORMATION

Applicant's Request: The applicant, Springfield Public Schools, requests annexation approval in advance of future improvements to its Jasper-Natron site.

Property Owner: **Tax Lot 102:**
Springfield Public Schools
525 Mill St
Springfield, OR 97477

Applicant: John Saraceno
Springfield Public Schools
525 Mill St, Springfield, OR 97477
541.726.3267
john.saraceno@springfield.k12.or.us

Applicant's Representative: Colin McArthur, AICP
Principal Planner
Cameron McCarthy
160 E. Broadway, Eugene, OR 97401
541.485.7385
colin@cameronmccarthy.com

Project Name: Springfield Public Schools
Jasper-Natron Site Improvements

Subject Property: Assessor's Map 18-02-09-00
Tax Lot 102

Location: No site addresses associated with this lot.
Geographic Coordinates:
X 4284788 Y 869265 (State Plane X, Y)
Latitude: 44.02630° Longitude: -122.925387°

Property Size: 15.28 acres (665,597 square feet)

Total Development Area: 6.45 acres (281,120 square feet)

SPRINGFIELD PUBLIC SCHOOLS
JASPER-NATRON SITE IMPROVEMENTS
REQUEST FOR ANNEXATION & ACCOMPANYING APPLICATION

Plan Designation: Low Density Residential (LDR)
Plan Overlay Designation: N/A
Zoning Designation: Light-Medium Industrial (LMI)
Overlay Zoning Designation: Urbanizable Fringe Overlay District (UF-10)
Development Issues Meeting: PRE12-00011; September 13, 2012

SPRINGFIELD PUBLIC SCHOOLS
JASPER-NATRON SITE IMPROVEMENTS
REQUEST FOR ANNEXATION & ACCOMPANYING APPLICATION

2.0 DESCRIPTION OF PROPOSAL

2.1 Overview

Springfield Public Schools (SPS) ("the Applicant") requests Annexation approval to begin staging and construction of site improvements at its Jasper-Natron site. Future development on the site involves construction of a multi-use recreational facility including athletic fields, basketball court, playground, bicycle and vehicle parking, paths, and associated infrastructure.

2.2 Location

The property (site, subject site, project site) is located entirely within the *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)* Boundary; it also lies completely within Springfield's Urban Growth Boundary (UGB). The site is located outside Springfield city limits but is contiguous to said boundary.

The subject site is located in southeast Springfield. The Plan Set (Exhibit C) shows the site as east of Bob Straub Parkway, west of Weyerhaeuser Haul Road, and south of Quartz Avenue; all three streets abut the site. The majority of this site is located within a single parcel that is not proposed for subdivision. At 15.28 acres (665,597 square feet), the site is identified on Lane County Assessor's Map No. 18-02-09-00 as Tax Lot 102.

Similar to the undeveloped, large tracts of rural land surrounding the property, the proposed site is currently unused and vacant.¹ The site is surrounded by single-family residential development to the north, Weyerhaeuser Haul Road to the east, Bob Straub Parkway to the west, and pastureland to the south. As such, the area remains underserved with stormwater infrastructure although the site is currently served by an unimproved open, channel storm system to the west.²

Future development on the site will accordingly require connections to existing and proposed service lines and cables, extension of water service, and access improvements. Springfield Utility Board (SUB) owns fiber optic cables that are currently available for providing power to the site. A gravity trunk sewer pipe to serve this area is planned for construction to the east of the railroad tracks along Jasper Road; construction is planned for 2013. Upon completion of the Trunk Sewer project, future development will be allowed to

¹ ECONorthwest. *Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis*. Map 2-2: Commercial and Industrial Buildable Land by Classification and Nodal Overlay Status. 2009. [http://www.ci.springfield.or.us/dsd/CIBL/Dft%20Springfield%20EOA_09_02_09\(2\).pdf](http://www.ci.springfield.or.us/dsd/CIBL/Dft%20Springfield%20EOA_09_02_09(2).pdf). Accessed November, 2012.

² City of Springfield. *Stormwater Facilities Master Plan*; October 2008. Page ES-4 and Appendix E-20-25.

SPRINGFIELD PUBLIC SCHOOLS
JASPER-NATRON SITE IMPROVEMENTS
REQUEST FOR ANNEXATION & ACCOMPANYING APPLICATION

connect.³ Existing gas lines are currently adequate to serve the site and run throughout the public rights-of-way within the residential properties to the north.⁴

2.3 Purpose and Need

The purpose of the request is detailed below:

- **Funding:** A federal Qualified School Construction Bond (QSCB), which is authorized under the American Recovery and Reinvestment Act (ARRA) of 2009, awarded funding to SPS. The Applicant dedicated funding toward this project.
- **Coordination and Partnerships:** Willamalane Park and Recreation District's (Willamalane) *Park and Recreation Comprehensive Plan* (October 2012) identifies this site as a "Phase One" high priority action and strategy.⁵ Moreover, Willamalane plans to "Coordinate location and site design of parks and recreation facilities with schools, fire stations, libraries and other public facilities where possible to effectively and efficiently provide service."⁶ This effort will also emphasize coordination with TEAM Springfield (Willamalane Park and Recreation District, City of Springfield, Springfield Public Schools, and SUB) and other agency partners, including Lane Transit District.⁷
- **Efficient Development:** The proposed site is within Springfield's UGB. Accordingly, it is within an area that is planned for expansion and redevelopment, as the UGB defines the extent of urban building and service expansion over the planning period.⁸

³ City of Springfield. *The City of Springfield, Oregon Capital Improvement Program: A Community Reinvestment Plan*; 2013-2017. Page 119.

⁴ Branch Engineering, Inc. *Springfield Schools Siting Study*, Memorandum. May 24, 2010. Page 6.

⁵ Willamalane Park and Recreation District. *Park and Recreation Comprehensive Plan*; October 2012. Pages 23, 24, 30, 54, 77, and 80.

⁶ Ibid. Page 75.

⁷ Ibid. Page 63.

⁸ (a) City of Springfield. *The City of Springfield, Oregon Capital Improvement Program: A Community Reinvestment Plan*; 2013-2017. Pages 1, 3, 27, 28 (Map), 52, 114-116, and 119. Map of Current CIP Projects:

<http://www.ci.springfield.or.us/Pubworks/EngineeringTransportation/documents/CIPMap8x11.pdf>

(b) City of Springfield. *Stormwater Facilities Master Plan*; October 2008. Page ES-4, Appendix E-20-25, and Figure 5-1 (map): City of Springfield Stormwater Facilities Master Plan: Capital Improvement Priority Locations.

(c) Lane Council of Governments (LCOG) (2002). *TransPlan*.

<http://www.lcog.org/documents/TransPlan/Jul02/Appendix%20A%20Maps/ConstrainedRoadwayMap.pdf>. And:

<http://www.lcog.org/documents/TransPlan/Jul02/Appendix%20A%20Maps/FutureRoadwayMap.pdf>. Accessed October 2012.

(d) *Eugene-Springfield Metropolitan Area General Plan*, 2004 Update. Pages II-G-1 through II-G-15. <http://www.lcog.org/documents/metro/2004MetroPlanDiagramDisc12-31-2009.pdf>. Accessed October 2012.

(e) *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan*. Pages 8-18, 28, 31, 32. Maps 1, 2, and 3.

https://scholarsbank.uoregon.edu/xmlui/bitstream/handle/1794/4914/Eugene_Springfield_Facilities.pdf?sequence=1. Accessed October 2012.

SPRINGFIELD PUBLIC SCHOOLS
JASPER-NATRON SITE IMPROVEMENTS
REQUEST FOR ANNEXATION & ACCOMPANYING APPLICATION

- **Future Needs for Availability:** The Jasper-Natron area of Springfield is one of the last large, undeveloped areas within the City's current UGB. Upon its completion in 2009, Bob Straub Parkway opened this area for development. Growth in the area is expected to increase in the coming years, and demands on the Applicant's facilities will increase proportionately. In addition to providing quality education, SPS developed a list of further values it strives to meet. One of these values is to make recreational facilities available for after-hours use by the community, which includes the needs of SPS sports teams.

2.4 Land Use Requirements

Future development, as planned, will require three (3) land use applications and approvals: (1) Annexation; (2) Zoning Map Amendment; and (3) Site Plan Review (SPR). This application requests Annexation approval. Zoning Map Amendment and Site Plan Review applications will be submitted for review following the acceptance of the Annexation application.

The subject parcel is designated Low Density Residential (LDR) by the *Metro Plan* and is zoned Light-Medium Industrial (LMI) by the Springfield Development Code (SDC). In addition, the parcel is within the Urbanizable Fringe Overlay (UF-10) District. In anticipation of a Zoning Map Amendment change from LMI to Public Land and Open Space (PLO) following annexation, future development is designed to comply with all standards set forth in SDC 4.7-203 (Specific Development Standards for Public Land and Open Space) (Exhibit C Plan Set).

FEMA Floodplain Map 41039C1170F shows the subject parcel to be located entirely outside the 500-year floodplain.⁹ The subject parcel lies outside of the Drinking Water Protection Overlay District according to the Wellhead Protection Area Map prepared by the City and SUB.¹⁰

The subject parcel contains jurisdictional wetlands and lies within the service boundaries of one suitable wetland mitigation bank, the Coyote Prairie North (CPN) Mitigation Bank, which is operated by the City of Eugene.¹¹ As part of the wetland mitigation process, the Applicant is in process of obtaining Removal/Fill Permit approval from the Oregon Department of State Lands (DSL) and the U.S. Army Corps of Engineers (ACOE) for impacts to wetlands. Pursuant to SDC 5.9-120(B)(3), in accordance with ORS 183 and 197.040,¹² and consistent with Oregon

(f) HB 3337: <http://www.leg.state.or.us/07reg/measpdf/hb3330.dir/hb3337.a.pdf>. Accessed October 2012.

(g) ORS 197.297; ORS, 197.298.

⁹ Applicable Code: Sections 3.3-400; 5.17-125(D).

¹⁰ Springfield Public Works Department, Technical Services Division. *Wellhead Protection Areas: Time of Travel Zones (February 2008 Delineations) and Contaminant Source Inventory*. September 2011. Applicable Code: Section 3.3-200.

¹¹ City of Eugene. <http://www.eugene-or.gov/index.aspx?nid=497>. Map of the Coyote Prairie North Mitigation Bank Service Area: <http://www.eugene-or.gov/DocumentCenter/Home/View/3324>. Accessed October 2011.

¹² http://arcweb.sos.state.or.us/pages/rules/oars_600/oar_660/660_016.html

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Statewide Planning Goal 5 [OAR 660-015-0000(5)],¹³ which address the inventory of and mitigation of adverse effects on wetlands in order to protect natural resources, the Wetland Delineation Report identifies 9.99 acres of wetlands within the subject property.¹⁴

Future development will impact 4.31 acres of wetland; 8,540 cubic yards of fill and 7,718 cubic yards of removal will occur as part of the provision of services to this site.¹⁵ Accordingly, compensatory mitigation for wetland impacts will be accomplished through the purchase of 4.31 wetland mitigation credits at the CPN Mitigation Bank.

2.5 Summary of Request

As described above, this proposal is a request for:

- Type IV Annexation as specified in SDC 5.7-100.

Upon acceptance, the Applicant will apply for two additional applications (submitted separately):

- Type III Zoning Map Amendment as specified in SDC 5.22-100; and
- Type II Site Plan Review as specified in SDC 5.17-120.

Findings demonstrating consistency with applicable SDC policies, approval criteria, and standards are provided in Section 6 Approval Criteria and Standards. The attached materials and enclosed findings demonstrate compliance with all Annexation application submittal requirements and criteria listed in SDC Sections: 5.7-100 Annexations; and 5.4-100, Development Applications.

¹³ <http://www.oregon.gov/LCD/docs/goals/goal5.pdf>

¹⁴ Mason, Bruce & Girard, Inc. *Wetlands/Waters of the U.S. and State Delineation Report*. June 2011.

¹⁵ Mason, Bruce, & Girard, Inc. Joint Permit Application Form: US Army Corps of Engineers (Portland District). Pages 2, 4, and 8.

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3.0 EXISTING CONDITIONS

3.1 Natural Features

The majority of the site is vegetated with tall grass and some areas of thicker brush growth along the property boundaries. The site is currently dominated by non-native grasses and other herbaceous species including meadow foxtail (*Alopecurus pratensis*) and white clover (*Trifolium repens*). The site also includes several Himalayan blackberry (*Rubus armeniacus*) thickets. Several elegant brodiaea (*Brodiaea elegans*) species—a native lily—were observed throughout the site.¹⁶

Mason, Bruce & Girard, Inc. (MB&G) conducted a rare plant and wildlife survey within the area of potential impact (API) on July 12, 2012, in compliance with the federal Endangered Species Acts. The survey observed no threatened or endangered species as specified by the U.S. Fish and Wildlife Service (USFWS).¹⁷ No habitat for listed threatened or endangered wildlife species exist within the proposed project site. Listed fish species occur within the Middle Fork Willamette River, 0.8 miles southwest of the project site. Future development will treat all stormwater runoff from the development site, thereby limiting if not eliminating harmful impact to downstream fisheries.

The site contains wetland and upland resource areas that are intermixed. The wetlands are disturbed wetlands and are located in agricultural fields. MB&G conducted wetland delineations within the larger project area on April 20-21, 2011.¹⁸ As identified by MB&G, Wetland A is a 9.99-acre, Slope-class, Palustrine System Emergent wetland occupying the majority of the central and western portions of the site.

The primary sources of hydrology for the wetland are groundwater discharge, direct precipitation perched by clay layers, and overland flow discharging from the culvert under the Weyerhaeuser Haul Road at the eastern end of the site. Secondary hydrology is provided by runoff from uplands in the immediate vicinity. The vegetation community within Wetland A is dominated by tall fescue (*Schedonorus phoenix*), annual bluegrass (*Poa annua*), curly dock (*Rumex crispus*), meadow foxtail (*Alopecurus pratensis*), rush (*Juncus sp.*), sedges (*Carex spp.*), straightbeak buttercup (*Ranunculus orthorhynchus*), narrowleaf plantain (*Plantago lanceolata*), davy mannagrass (*Glyceria leptostachya*), and panicle bulrush (*Scirpus microcarpus*).

In addition to obtaining a wetland Removal/Fill Permit from ACOE through compliance with the standards established by Section 404 of the Clean Water Act, ACOE permittees must also

¹⁶ Mason, Bruce, & Girard, Inc. Joint Permit Application Form: US Army Corps of Engineers (Portland District).

¹⁷ *Ibid.* Reference listed within the Memorandum: U.S. Fish and Wildlife Service (USFWS). 2012. Federally listed, proposed, candidate species and species of concern under the jurisdiction of the Fish and Wildlife Service which may occur within Lane County, Oregon. Accessed September 24, 2012. <http://www.fws.gov/oregonfwo/Species/Lists/Documents/County/LANE%20COUNTY.pdf>

¹⁸ *Ibid.*

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comply with Section 106 of the National Historic Preservation Act (NHPA).¹⁹ The Applicant commissioned Heritage Research Associates, Inc. (HRA) to conduct a cultural resources survey; a requirement set forth by the resource compliance requirements under NHPA Section 106.²⁰

On September 19, 2012, HRA found that the area is not considered likely to contain archaeological resources because of its featureless location some distance from water sources at the edge of the floodplain. No evidence of either prehistoric or early historical archaeological resources was encountered within the proposal's API.²¹

3.2 Soils

Branch Engineering, Inc., performed a geotechnical review for the site. Geotechnical concerns for this site are the potential presence of boulders and use of native site soils for structural fills, which may require moisture conditioning and specialized compaction methods.²²

The existing soils at the site are a Dixonville-Philomath-Hazelair complex (55.9%), Hazelair silty clay loam (33.7%), a Panther silty clay loam (4.8%), and a Philomath cobbly silty clay (5.6%). While the Panther silty clay loam is the only hydric soil, all existing soils on-site are in Hydrologic Group D. Hydrologic Group D soils have a very slow infiltration rate and very high runoff potential.²³

3.3 Drainage Conditions and Groundwater

The purpose of the stormwater report is to meet the review requirements of the Department of Environmental Quality's Section 401 Water Quality Certification (associated with Removal/Fill permits). There are several active National Pollutant Discharge Elimination System (NPDES) permit holders in the vicinity but none exist adjacent to the project site. The project site is not located in a groundwater management area.

The sloped topography of the site ranges from 2% along the western property line to 10% along the eastern property line. The site generally slopes downhill to the west toward Bob Straub Parkway. Impervious area from Quartz Avenue will not flow onto the project site due to existing curbs that direct stormwater to an existing, offsite storm system.

¹⁹ Environmental Protection Agency. <http://water.epa.gov/lawsregs/guidance/wetlands/sec404.cfm>. Subsection (f).

²⁰ (a) Council on Environmental Quality. National Environmental Policy Regulations. Title 40: Protection of Environment, Chapter V. Sec. 1500.2-.5. Sec. 1501.1-.4, .6, .7. Sec. 1502.4, .6, .16. Sec. 1503.1-.3. Sec. 1506.2, .5.

(b) <http://www.achp.gov/regs-rev04.pdf>. Section 800.8 (a) and (c).

(c) <http://environment.transportation.org/pdf/programs/PG06.pdf>

²¹ Mason, Bruce, & Girard, Inc. Joint Permit Application Form: US Army Corps of Engineers (Portland District). Attachment D: Archaeological Survey Report.

²² Branch Engineering, Inc. *Springfield Schools Siting Study*, Memorandum. May 24, 2010. Page 14.

²³ Branch Engineering, Inc. *Stormwater Management Plan and Drainage Study for Springfield Public Schools*. October 12, 2012.

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The proposed site drains to the northwest corner of the property from an existing roadside ditch, where runoff enters a culvert to cross under Bob Straub Parkway and then continues as overland flow to the west. Drainage eventually enters the Middle Fork Willamette River.

The existing drainage system for the Jasper-Natron area is generally undeveloped or unimproved. It consists of natural open conveyance channels that collect and direct surface runoff to the west, which ultimately discharge west of Jasper Road to the Middle Fork Willamette River. There are a series of culvert crossings along the north-south roadways in the area including: Weyerhaeuser Haul Road, Bob Straub Parkway, and Jasper Road that maintain the westerly drainage pattern. Existing drainage from the project site is conveyed southwesterly via shallow surface conveyance depressions where it is collected by a roadside ditch on the east side of Bob Straub Parkway. Runoff then flows north to the 24-inch culvert located at the northwesterly corner of the subject site, which conveys the flow westerly under the Parkway.

Offsite flows are limited by a culvert located under Weyerhaeuser Haul Road that outlets along the eastern property line. This stormwater runoff will have to be accounted for and conveyed downstream to the culvert underneath Bob Straub Parkway. Treatment of this offsite stormwater will not be required.²⁴

Static groundwater was not encountered in any of the borings. Soil moisture content in the upper clay stratum was found to be generally consistent before decreasing near the point of auger refusal in the borings. Well logs from sites nearly 1-mile to the north indicate that the depth to ground water from 9' to 18' below ground surface (bgs) at those locations. Groundwater is expected to exceed 20' bgs at the site. Near surface perched groundwater zones and natural springs should be expected to occur during the wet season as indicated by slow flowing and shallow ponded surface water in June 2011. Groundwater is not expected to adversely impact site development; however, should cut slopes intersect permeable soil zones inconsistent with adjacent soil types, site design should anticipate seepage from the face of the slope.²⁵

3.4 Utilities and Infrastructure

Future development on the site will accordingly require connections to existing and proposed service lines and cables, extension of water service, and access improvements.²⁶ The site is currently not served with sanitary sewer lines, and the existing storm system is undeveloped. Currently serving the site are natural gas lines, fiber-optic cables, and three-phase power.

²⁴ Branch Engineering, Inc. *Stormwater Management Plan and Drainage Study for Springfield Public Schools*. October 12, 2012. Section 4.0.

²⁵ Branch Engineering, Inc. *Preliminary Geotechnical Investigation Jasper/Natron Site, Springfield School District, Springfield, Oregon*. August 23, 2011.

²⁶ Branch Engineering, Inc. *Springfield Schools Siting Study*, Memorandum. May 24, 2010. Page 6.

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Sanitary Sewer

The proposed site relies on the future Jasper Road trunk sewer for sanitary sewer service. A crossing for a sanitary sewer pipe is installed under Bob Straub Parkway at the north property line for future connection of properties east of the parkway to the trunk sewer. After crossing the parkway, the pipe can run east-west along the north property boundary that connects to the trunk sewer. Alternatively, the pipe may extend north at South 57th Street to the bottom of the hill, and then run west to Jasper Road.²⁷ Future development will involve the extension of sanitary sewer service to the subject site.

Storm Sewer

The City's Stormwater Facilities Master Plan (2008) indicates that the area is underserved with stormwater infrastructure.²⁸ Future development will include on-site stormwater treatment and management facilities.

Power

The Emerald People's Utility District (EPUD) completed construction of three-phase power supply lines in Bob Straub Parkway adjacent to the site. The lines are located on the west side of the roadway. Future development will involve the extension of power service to the subject site.

Natural Gas

Existing gas lines are currently adequate to serve the site and run throughout the public rights-of-way through the residential properties to the north. Northwest Natural Gas has two-inch gas lines in the public rights-of-way throughout the residential developments to the north. Additionally, a four-inch gas line exists in Mt. Vernon Road that can be extended to serve future development.

Fiber Optics

There are four fiber optic cables along the north edge of the site attached to the power transmission line poles. SUB owns the cables, which are currently available to serve the site.

Transportation

The existing road system in the vicinity of the site consists of Bob Straub Parkway (classified as a Minor Arterial), Jasper Road (classified as a Major Collector), South 60th Street (classified as a Local Road), Quartz Avenue (classified as a Local Road), and the private Weyerhaeuser Haul Road.²⁹ Bob Straub Parkway, a portion of Quartz Avenue, and the Weyerhaeuser Haul Road abut the site to the west, north, and east respectively. Quartz Avenue is currently dedicated and constructed to 2/3 of its planned width. Future vehicular access to the site will be provided via a curb cut at the intersection of South 60th Street and Quartz Avenue.

²⁷ *Ibid.*

²⁸ City of Springfield. *Stormwater Facilities Master Plan*; October 2008. Page ES-4 and Appendix E-20-25.

²⁹ City of Springfield. *City of Springfield Transportation Plan: Existing Transportation Conditions and Deficiencies Technical Memorandum (#3)*; August 25, 2011. Figure 4: Functional Classification.

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4.0 PROJECT DETAILS

The Applicant originally considered nine sites within the Jasper-Natron Area during a preliminary siting study process. Considerations focused on properties of adequate size, which were all in the Jasper-Natron area. Another consideration was whether landowners expressed interest in selling their properties. Of these sites, the proposed site and one alternative were carried forward for further study.

The Applicant used several criteria when determining the suitability of each site, including: onsite wetlands, grading requirements, and available utilities and roadway infrastructure. Utility infrastructure costs were relatively similar for both sites. However, wetland mitigation, roadway infrastructure, and grading costs differed substantially between the sites. These cost differences influenced the choice of the current site as the preferred alternative.

To meet future development goals of creating a multi-use facility for both the neighborhood and SPS, the program requires 6.45 acres of contiguous land for development.³⁰ The majority of future development will occur on the northwest side of the subject property, thereby concentrating most of the activity in proximity to Bob Straub Parkway and Quartz Avenue rather than adjacent to private roads to the south and east of the site. Reasons for the preceding are threefold: (1) to provide logical transportation connections for users to and from the site; (2) to minimize any potential negative impacts to adjacent, private properties and users of said properties; and (3) to avoid negative impacts to wetlands to the maximum extent practicable.

Findings of compliance with applicable approval criteria, policies, and standards are provided in Section 6 Approval Criteria and Standards.

³⁰ Wetland and upland areas are intermixed throughout the site, which does not leave enough contiguous upland area to develop. The northwest portion of the parcel allows the Applicant to take advantage of over 2 acres of upland area for the development.

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5.0 SUBMITTAL REQUIREMENTS

Described below are each of the procedural and information requirements necessary for the submittal of a request for annexation. Findings of compliance with applicable policies, approval criteria, and standards are provided in Section 6 Approval Criteria and Standards.

5.1 Annexation Submittal Requirements

- .1 Application Fee [SDC 5.7-125(B)(15)]**
Refer to the Development Code Fee Schedule for the appropriate fee calculation formula. Fees are based upon the area of land being annexed. Copies of the fee schedule are available at the Development Services Department. Fees are payable to the City of Springfield.

The required filing fee of \$37,302.37 is enclosed with the submittal.

- .2 Petition/Petition Signature Sheet [SDC 5.7-125(B)(2)]**
To initiate an annexation by consents from property owners as explained below, complete the attached Petition Signature Sheet (refer to Form 1).
Consent by Property Owners [ORS 222.170(1)]

If the proposal is to be initiated by the owners of at least one-half of the land area, land value, and land ownership, complete Form 2. To give consent for a particular piece of property, persons who own an interest in the property, or who are purchasers of property on a contract sale that is recorded with the county, must sign the annexation petition. Generally, this means that both husband and wife should sign. In the case of a corporation or business, the person who is authorized to sign legal documents for the firm may sign the annexation petition. Please provide evidence of such authorization. To ensure that the necessary signatures are obtained, please complete the attached worksheet (Form 2).

The signed Petition Signature Sheet (Form 1) and the Ownership Worksheet (Form 2) are enclosed herein.

- .3 Certification of Ownership [SDC 5.7-125(B)(5)]**
After completing the attached Petition Signature Sheet (Form 1), have the Lane County Department of Assessment and Taxation certify the ownerships within the proposed annexation area.

The Certification of Ownership form is enclosed herein.

- .4 Owners Worksheet**
Information on the Petition Signature Sheet can also be found on Form 2, Owners and Electors Worksheet

The Ownership Worksheet is enclosed herein.

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- .5 Supplemental Information Form [SDC 5.7-125(B)(1) and (11)]**
Form 3 (attached) provides additional information for the proposed annexation that is not requested on the Annexation Application Type IV form, such as special districts that currently provide services to the proposed annexation area.

The Supplemental Information Form is enclosed herein.

- .6 Legal Description [SDC 5.7-125(B)(9)]**
A metes and bounds legal description of the territory to be annexed or withdrawn must be submitted electronically in Microsoft Word or a compatible software program. A legal description shall consist of a series of courses in which the first course shall start at a point of beginning. Each course shall be identified by bearings and distances and, when available, refer to deed lines, deed corners and other monuments. A lot, block and subdivision description may be substituted for the metes and bounds description if the area is platted. The Oregon Department of Revenue has the authority to approve or disapprove a legal description. A professionally stamped legal description does not ensure Department of Revenue approval.

An electronic copy of the required legal description and hard copy are enclosed herein as Exhibit A.

- .7 Cadastral Map [SDC 5.7-125(B)(10)]**
Three clean copies of the most current cadastral map or maps, to scale, must be provided. An additional cadastral map at the same scale shall be provided that shows the proposed annexation area in relationship to the existing city limits. Cadastral maps can be purchased from the Lane County Assessment and Taxation Office.

Three clean, to scale, copies of the most current cadastral maps and an additional cadastral map at the same scale with the proposed annexation area in relationship to the existing city limits are provided as Exhibit B.

- .8 ORS 222.173 Waiver Form [SDC 5.7-125(B)(8)]**
Complete the attached waiver (Form 4). The waiver should be signed by each owner within the proposed annexation area.

The signed Waiver Form is enclosed herein.

- .9 Public/Private Utility Plan [SDC 5.7-125(B)(12)]**
A plan describing how the proposed annexation area can be served by key facilities and services must be provided with the Annexation Agreement. Planning and Public Works staff will work with the applicant to complete the Annexation Agreement.

The Applicant's Plan Set (Exhibit B) constitutes the public/private utility plan to accompany the request.

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- .10 Written Narrative addressing approval criteria as specified below. All annexation requests must be accompanied with a narrative providing an explanation and justification of response with the criteria stated in the application (also stated below). [SDC 5.7-125(B)(13) and (14)]**
- A. The affected territory proposed to be annexed is within the City's portions of the urban growth boundary and is contiguous to the city limits or separated from the City limits only by a public right-of-way or a stream lake or other body of water;**
 - B. The proposed annexation is consistent with applicable policies in the Metro Plan and in any applicable refinement plan or Plan Districts;**
 - C. The proposed annexation will result in a boundary in which the minimum level of key urban facilities and services as defined in the Metro Plan can be provided in an orderly efficient and timely manner; and**
 - D. Where applicable fiscal impacts to the City have been mitigated through a signed Annexation Agreement or other mechanism approved by the City Council.**

The preceding written narrative explains the proposal and includes all information relevant to determining future action. Findings of compliance with applicable criteria and standards noted above are provided in Section 6.1 Approval Criteria and Standards.

- .11 Eighteen (18) copies of the previously required information with all plans and attachments folded to 8^{1/2}" by 11" and bound by rubber bands.**

All copies of the previously required information with all plans and attachments are folded to 8^{1/2}" by 11" and bound by rubber bands.

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6.0 APPROVAL CRITERIA AND STANDARDS

Findings of compliance that establish the consistency of this request with applicable approval criteria and standards are provided in Section 6.1.

6.1 Annexation Approval Criteria (SDC 5.7 -140)

This proposal is subject to annexation approval in accordance with SDC 5.7-140 Annexation Approval Criteria. The Applicant acknowledges the need to demonstrate timing; appropriateness, legality, and availability of services in the following narrative accompanying the Annexation Application form.

A. The affected territory proposed to be annexed is within the City's urban growth boundary; and is

1. Contiguous to the city limits; or
2. Separated from the City only by a public right-of-way or a stream, lake or other body of water.

The subject site is located entirely within the *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)* Boundary and lies completely within Springfield's Urban Growth Boundary (UGB). The site is located outside Springfield city limits but is contiguous to said boundary along Quartz Avenue in the southeast Springfield area.³¹ This criterion is satisfied.

B. The proposed annexation is consistent with applicable policies in the Metro Plan and in any applicable refinement plans or Plan Districts;

Metro Plan

According to the *Metro Plan* Diagram (Policy Framework G), the Low Density Residential (LDR) plan designation applies to the parcel. The Plan identifies land designated with a Residential classification as:

*"...available for auxiliary uses, such as streets, elementary and junior high schools, neighborhood parks, other public facilities, neighborhood commercial services, and churches not actually shown on the Metro Plan Diagram. Such auxiliary uses shall be allowed within residential designations if compatible with refinement plans, zoning ordinances, and other local controls for allowed uses in residential neighborhoods."*³²

Moreover, page II-G-I states:

"... statements in this section that prescribe specific courses of action regarding the community's future should be regarded as policies."

³¹ *Eugene-Springfield Metropolitan Area General Plan: Plan Diagram.*

<http://www.lcog.org/documents/metro/smallmetroPlanmap2010.pdf>

³² *Eugene-Springfield Metropolitan Area General Plan, 2004 Update. Page II-G-3.*

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This request complements the Plan's effort to coordinate its long-range planning approach with affected agencies for the provision of needed facilities and services in the metropolitan area.³³ In addition to agency coordination, the Applicant maintains a focus on consistency with other plans, policies, and reports such as the *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan*, the Oregon Statewide Planning Goals,³⁴ and plans which specifically identify the area within which this development is proposed (e.g., *The City of Springfield, Oregon Capital Improvement Program: A Community Reinvestment Plan*; the October 2012 Draft *Willamalane Park and Recreation District Comprehensive Plan*; (Comprehensive Plan, Plan); and language from the previously adopted 2004 *Willamalane Park and Recreation District Comprehensive Plan*,³⁵ including Map 2 Existing and Proposed Park and Recreation Resources).

Willamalane's 2004, adopted Comprehensive Plan identifies two Neighborhood Parks proposed in the area with accompanying explanations of actions and strategies: Projects 1.21 E1 and 1.22 E2: North Jasper-Natron Area Neighborhood Park and South Jasper-Natron Area Neighborhood Park, respectively: *"Collaborate with the City and developers to pursue acquisition and development of a neighborhood park, coordinated with and connected by natural-area/linear parks."*³⁶

The updates in the 2012 Plan identify this site as a "Phase One" high priority action and strategy for project 1.18.³⁷ The recent updates in the 2012 Plan increase specificity about the Jasper-Natron site, as Willamalane negotiated a partnership with SPS as part of its completion.³⁸

The *Metro Plan's* General Finding³⁹ (1) on page I-8 states:

"Orderly metropolitan growth cannot be accomplished without coordination of public investments. Such coordination can be enhanced through use of the 'Public Facilities and Services Plan' and scheduling of priorities."

In recognition of Oregon Statewide Planning Goal 14,⁴⁰ the Plan's Metropolitan Goal: Growth Management, sets forth the provision to use urban, urbanizable, and rural land in an efficient manner. The *Metro Plan* also stipulates that future development "...encourage orderly and efficient conversion of land from rural to urban uses in response to urban needs; taking into

³³ *Eugene-Springfield Metropolitan Area General Plan*, 2004 Update. Page I-2, planning framework item (2). Page II-A-1, Fundamental Principle (2).

³⁴ *Ibid.* Page I-6. Goal 2: Land Use Planning, and Goal 14: Urbanization especially apply.

³⁵ *Willamalane Park and Recreation District. Park and Recreation Comprehensive Plan*; 2004. Pages 23 and 24.

³⁶ *Ibid.*

³⁷ *Willamalane Park and Recreation District. Park and Recreation Comprehensive Plan*; October 2012. Pages 23, 24, 30, 54, 77, and 80.

³⁸ *Willamalane Park and Recreation District*. January 2013.

³⁹ A finding is a factual statement resulting from investigation, analysis, or observation. *Metro Plan*, page I-4.

⁴⁰ Implementing legislation: OAR 660-015-0000(14).

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account metropolitan and statewide goals."⁴¹ In so doing, the *Metro Plan* demonstrates this proposal's consistency with said provisions; the proposed project site's location satisfies the following statement on page II-C-1 of the Plan, as it is within Springfield's UGB:

"To effectively control the potential for urban sprawl and scattered urbanization, compact growth and the urban growth boundary (UGB) are, and will remain, the primary growth management techniques for directing geographic patterns of urbanization in the community. In general, this means the filling in of vacant and underutilized lands, as well as redevelopment inside the UGB."

Furthermore, the classification of the proposed site is vacant and underutilized,⁴² which satisfies not only the requirement for preventing expansion of the UGB but also demonstrates that development on this area will be a logical, efficient extension of urban services that currently exist within the city limits that are adjacent to this site.⁴³ A gravity trunk sewer pipe to serve this area is planned for construction to the east of the railroad tracks along Jasper Road; construction is planned for 2013. Upon completion of the Trunk Sewer project,⁴⁴ development will be allowed to connect. The existing gas lines are currently adequate to serve the site and run throughout the public rights-of-way through the residential properties to the north.⁴⁵ These identified connection points for future

⁴¹ *Eugene-Springfield Metropolitan Area General Plan, 2004 Update*. Page II-C-1.

⁴² (a) City of Springfield. *Stormwater Facilities Master Plan*; October 2008. Page ES-4 and Appendix E-20-25.

(b) RLID. Property description for Map 18-02-09-00, Tax Lot 102.

⁴³ (a) City of Springfield. *The City of Springfield, Oregon Capital Improvement Program: A Community Reinvestment Plan*; 2013-2017. Pages 1, 3, 27, 28 (Map), 52, 114-116, and 119.

Map of Current CIP Projects:

<http://www.ci.springfield.or.us/Pubworks/EngineeringTransportation/documents/CIPMap8x11.pdf>

(b) City of Springfield. *Stormwater Facilities Master Plan*; October 2008. Page ES-4, Appendix E-20-21, and Figure 5-1 (map); City of Springfield Stormwater Facilities Master Plan: Capital Improvement Priority Locations.

(c) Lane Council of Governments (LCOG) (2002). *TransPlan*.

<http://www.lcog.org/documents/TransPlan/Jul02/Appendix%20A%20Maps/ConstrainedRoadwayMap.pdf>. And:

<http://www.lcog.org/documents/TransPlan/Jul02/Appendix%20A%20Maps/FutureRoadwayMap.pdf>. Accessed October 2012.

(d) *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan*. Pages 8-18, 28, 31, 32. Maps 1, 2, and 3.

https://scholarsbank.uoregon.edu/xmlui/bitstream/handle/1794/4914/Eugene_Springfield_Facilities.pdf?sequence=1. Accessed October 2012.

(e) HB 3337: <http://www.leg.state.or.us/07reg/measpdf/hb3300.dir/hb3337.a.pdf>. Accessed October, 2012.

(f) ORS, 197.298.

⁴⁴ City of Springfield. *The City of Springfield, Oregon Capital Improvement Program: A Community Reinvestment Plan*; 2013-2017. Page 119.

⁴⁵ Branch Engineering, Inc. *Springfield Schools Siting Study*, Memorandum. May 24, 2010. Page 6.

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development (and for the entire undeveloped Jasper-Natron area) therefore satisfy the *Metro Plan's* Finding 2, items (a), (b) and (d):

1. *Beneficial results of compact urban growth include:*
 - a. *Use of most vacant leftover parcels where utilities assessed to abutting property owners are already in place.*
 - b. *Protection of productive forest lands, agricultural lands, and open space from premature urban development.*
 - d. *Decreased acreage of leapfrogged vacant land, thus resulting in more efficient and less costly provision and use of utilities, roads, and public services such as fire protection.*

While more than one site is suitable for future development, according to ECONorthwest's Buildable Land Inventories (some that are within Springfield city limits),⁴⁶ the proposed site, located just outside city limits but within the UGB, is in accordance with additional considerations that balance community needs for Springfield's residents and public agencies alike. The *Metro Plan* further explains the priority below on pages III-A-10 through III-A-13:

"The disadvantages of a too-compact UGB⁴⁷ can be a disproportionately greater increase in the value of vacant land within the Eugene-Springfield area, which would contribute to higher housing prices" (Metro Plan, page II-C-2, Finding 3).

Thus, this proposal is consistent with the Plan's Factor G.5: Environmental, energy, economic, and social consequences⁴⁸ (see page II-G-13 of the *Metro Plan*) and Finding 4:

Finding C.4: "Periodic evaluation of land use needs compared to land supply provides a basis for orderly and non-excessive conversion of rural land to urbanizable land and provides a basis for public action to adjust the supply upward in response to the rate of consumption" (Metro Plan, page II-C-2).

⁴⁶ ECONorthwest. *Draft Springfield Residential Land and Housing Needs Analysis*. Map 3-3: Residential Land by Classification, City of Springfield, Oregon (Produced July 2009). December 1, 2009.

⁴⁷ For these purposes, the UGB itself (i.e., the total area within the boundary line) is not deemed too compact. Rather, if the proposal remained inside the UGB *and* city limits (emphasis added), the proposed developments would encourage development within the UGB that is too compact if held to this standard (fair cost of living) and would constrain the ability to satisfy the: (1) *Metro Plan* Policy A.36 (page III-A-13), and (2) Oregon Statewide Planning Goal 10: Housing. See OAR 660-008-0000: Interpretation of Goal 10 Housing: http://arcweb.sos.state.or.us/pages/rules/oars_600/oar_660/660_008.html.

⁴⁸ Under Factor G.5, page II-G-13 of the *Metro Plan* states: "The Metro Plan Diagram represents a balancing of all environmental, energy, economic, and social impacts, as addressed by LCDC goals and the Metro Plan text. For example, decidedly lower residential densities and a much larger land supply may result in lower land costs, but energy savings may very well be sacrificed through need for longer transportation routes and accompanying fuel consumption."

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The City's current *Capital Improvement Program* and its *Stormwater Facilities Master Plan*, in addition to the *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan*, show this area as suitable and preferred for redevelopment and extension of urban services to accommodate growth. ECONorthwest's *Residential Land and Housing Needs Analysis* (RLS) and *Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis* also conduct studies for Springfield's anticipated land need and supply,⁴⁹ which analyze population and economic trends.

Lane County adopted coordinated population forecasts for the County and its incorporated cities in June 2009. The forecasts include figures for Springfield for 2010 and 2030.⁵⁰ ECONorthwest's RLS shows the coordinated population forecast for the Springfield city limits and the UGB for 2010 to 2030. The forecast for the population within the Springfield city limits is 74,814 persons for 2030—an increase of 15,923 persons. The UGB forecast for 2030 is 81,608 persons—an increase of 14,577 persons during the 20-year planning period.⁵¹ The City of Springfield's plans listed above account for these studies by ECONorthwest; future services demonstrate support for accommodating future housing when identifying the vicinity, including this site in the Jasper-Natron area.⁵²

Willamalane's 2012 Draft Comprehensive Plan, in addition to its Community Needs Assessment, acknowledges that Willamalane must increase services, parks, and facilities in order to merely maintain the current level of service for the planning area. Map 2 of the Community Needs Assessment designates the area as Residential Land Under-Served by Neighborhood Parks. The Assessment also calculates Parkland Standards and Level of Service for Comparable Communities. Calculations show a need of 72 acres of additional community parkland as of the 2010 planning area. The area will require 102 additional acres by 2030.⁵³ Policy C.9, addressed below, is relevant to this demonstrated need for services.

The aforementioned plans and studies are periodic in nature and are thus in accordance with the following Oregon Administrative Rules when recognizing updates to plans and studies in order to address community needs as they change:

- OAR 660-024-0030: Population Forecasts (Stat. Auth.: ORS 197.040);
- OAR 660-024-0040: Land Need (Stat. Auth.: ORS 197.040); and

⁴⁹ In compliance with ORS 197.296, 197.298, and 197.299.

⁵⁰ ECONorthwest. *Draft Springfield Residential Land and Housing Needs Analysis*. Map 3-3: Residential Land by Classification, City of Springfield, Oregon (Produced July 2009). December 1, 2009. Page 27.

⁵¹ *Ibid.* Table 5.1: Springfield Coordinated Population Forecast, Springfield UGB, 2010 to 2030. Page 28. This table references the *Lane County Rural Comprehensive Plan*, 1984 (Amended in 2009), Table 1-1. Page 5.

⁵² (a) City of Springfield. *The City of Springfield, Oregon Capital Improvement Program: A Community Reinvestment Plan*; 2013-2017. Page 1, Paragraph 2.

(b) City of Springfield. *Stormwater Facilities Master Plan*; October 2008. Page ES-2.

(c) These studies are consistent with the *Metro Plan's* Policy Framework G: *Metro Plan* Diagram (page II-G-1) and with Policies A.35 and A.37 (*Metro Plan*, page III-A-13).

⁵³ Willamalane Park and Recreation District. Community Needs Assessment. Pages 24, 25, 36.

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- OAR 660-025-0070: Need for Periodic Review (Stat. Auth.: ORS 197.040 & 197.633).

Pages II-C-1 through II-C-8 of the *Metro Plan* set out the Growth Management Goals, Findings, and Policies. Of the remaining policies, six (presented below in *italics*) are relevant to the subject request:

Policy C.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.

This proposal demonstrates sequential development, such that it does not "leapfrog" to areas with little to no potential for urban growth to expand to the site. Its location will maximize the efficiency of existing services, as it is within the UGB and adjacent to city limits, while residential properties lie to the north.⁵⁴

Policy C.9: A full range of key urban facilities and services shall be provided to urban areas according to demonstrated need and budgetary priorities.

Although applicable to governments, the Applicant assumes the full cost of the future extension of services to the site. This proposal is consistent with the City's stated priorities established in:

- City of Springfield. *The City of Springfield, Oregon Capital Improvement Program: A Community Reinvestment Plan; 2013-2017*. Pages 1, 3, 27, 28 (Map), 52, 114-116, and 119.
- City of Springfield. *Stormwater Facilities Master Plan; October 2008*. Page ES-4, Appendix E-20-21, and Figure 5-1; and the
- *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan*. Pages 8-18, 28, 31, and 32. Maps 1, 2, and 3.

Policy C.17: Eugene and Springfield and their respective utility branches, Eugene Water & Electric Board (EWEB) and Springfield Utility Board (SUB), shall be the water and electrical service providers within the UGB.

The site lies inside the UGB. The Emerald People's Utility District will continue to serve power to the area, while SUB will provide water service (see Section 3 Existing Conditions).⁵⁵ This proposal thus satisfies this policy.

Policy C.21: When unincorporated territory within the UGB is provided with any new urban service, that service shall be provided by the following method (in priority order).

- a. *Annexation to a city;*

⁵⁴ (a) Regional Land Information Database. Accessed October-November 2012.

(b) *Eugene-Springfield Metropolitan Area General Plan: Plan Diagram*.
<http://www.lcog.org/documents/metro/smallmetroPlanmap2010.pdf>

⁵⁵ Branch Engineering, Inc. *Springfield Schools Siting Study*, Memorandum. May 24, 2010.

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- b. Contractual annexation agreements with a city;
- c. Annexation to an existing district (under conditions described previously in Policy #20); or
- d. Creation of a new service district (under conditions described previously in Policy #15).

Satisfying criterion (c), this proposal currently complies with the City's UF-10 District but seeks to recognize criterion (a) as a priority. The Annexation Application submitted herewith demonstrates that this Policy is satisfied contingent upon approval.

Policy C.22: Cities shall not extend water or wastewater service outside city limits to serve a residence or business without first obtaining a valid annexation petition, a consent to annex agreement, or when a health hazard annexation is required.

This proposal does not include a residence or business on the site. This policy does not apply.

Policy C.25: When conducting metropolitan planning studies, particularly the Public Facilities and Services Plan, consider the orderly provision and financing of public services and the overall impact on population and geographical growth in the metropolitan area. Where appropriate, future planning studies should include specific analysis of the growth impacts suggested by that particular study for the metropolitan area.

City-initiated metropolitan planning studies do not directly apply to this proposal. However, this proposal accounts for, is consistent with, and supports the findings found in ECONorthwest's *Residential Land and Housing Needs Analysis*. See the narrative above, which addresses *Metro Plan Finding C.4* on pages 31 and 32 of this application: ("Periodic evaluation of land use needs compared to land supply provides a basis for orderly and non-excessive conversion of rural land to urbanizable land and provides a basis for public action to adjust the supply upward in response to the rate of consumption" (Metro Plan, page II-C-2)).

Pages II-E-1 through II-E-2 establish for the need to allow for orderly Urban and Urbanizable Land. Page 11-E-1 provides steps so that such development may occur:

"The actual annexation and rezoning of the land (with accompanying public hearing processes, including Lane County Local Government Boundary Commission approval)."

As demonstrated herein, this proposal seeks annexation approval with a subsequent Zoning Map Amendment approval planned prior to future development, as Willamalane's proposed update (October 2012) to its Comprehensive Plan is currently under review.⁵⁶

⁵⁶ Amendments to the *Metro Plan* will occur if approved (ORS 197.335, 197.625, 197.010, 197.173, and 197.175).

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"Extension of public capital improvements (in accordance with programming and funding availability)."

The proposed site is within Springfield's UGB. Accordingly, it is within an area that is planned for expansion and redevelopment, as the UGB defines the extent of urban building and service expansion over the planning period.⁵⁷ Future development will require minimal extension of services.

"Construction of ...private development (including local extension of streets, sidewalks, wastewater, water, electricity, and construction of dwelling units or businesses)."

The Applicant assumes full cost of the expansion of services necessitated by future development. This proposal accordingly supports this policy.

This proposal demonstrates conformance to all Plan Factors that the Urban Growth Boundary section in the *Metro Plan's* Policy Framework G: *Metro Plan* Diagram specifies (pages II-G-12 through II-G-14) through compliance with the above stated *Metro Plan* Policies. The Plan Factors and corresponding "results," as stated on page II-G-12, explain the intent of the UGB and the effects of this intent. Because the Factors and results of this section address development for and within the *entire* UGB (emphasis added), this proposed site's conformance to the following Factors is achieved by default since it lies within the UGB.

⁵⁷ (a) City of Springfield. *The City of Springfield, Oregon Capital Improvement Program: A Community Reinvestment Plan*; 2013-2017. Pages 1, 3, 27, 28 (Map), 52, 114-116, and 119. Map of Current CIP Projects:

<http://www.ci.springfield.or.us/Pubworks/EngineeringTransportation/documents/CIPMap8x11.pdf>

(b) City of Springfield. *Stormwater Facilities Master Plan*; October 2008. Page ES-4, Appendix E-20-25, and Figure 5-1 (map): City of Springfield Stormwater Facilities Master Plan: Capital Improvement Priority Locations.

(c) Lane Council of Governments (LCOG) (2002). *TransPlan*.

<http://www.lcog.org/documents/TransPlan/Jul02/Appendix%20A%20Maps/ConstrainedRoadwayMap.pdf>. And:

<http://www.lcog.org/documents/TransPlan/Jul02/Appendix%20A%20Maps/FutureRoadwayMap.pdf>. Accessed October 2012.

(d) *Eugene-Springfield Metropolitan Area General Plan*, 2004 Update. Pages II-G-1 through II-G-15. <http://www.lcog.org/documents/metro/2004MetroPlanDiagramDisc12-31-2009.pdf>. Accessed October 2012.

(e) *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan*. Pages 8-18, 28, 31, 32. Maps 1, 2, and 3.

https://scholarsbank.uoregon.edu/xmlui/bitstream/handle/1794/4914/Eugene_Springfield_Facilities.pdf?sequence=1. Accessed October 2012.

(f) HB 3337: <http://www.leg.state.or.us/07reg/measpdf/hb3300.dir/hb3337.a.pdf>. Accessed October 2012.

(g) ORS 197.297; ORS, 197.298.

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- *Factor G.1: "Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;"*
- *Factor G.2: "Need for housing, employment opportunities, and livability;"*
- *Factor G.3: "Orderly and economic provision for public facilities and services;"*
- *Factor G.4: "Maximum efficiency of land uses within and on the fringe of the existing urban area;"*
- *Factor G.5: "Environmental, energy, economic, and social consequences;"*
- *Factor G.6: "Retention of agricultural land, as defined, with Class I being the highest priority for retention and Class VI the lowest priority;" and*
- *Factor G.7: "Compatibility of the proposed urban uses with nearby agricultural activities."*

Pages III-C-1 through III-C-16 set out the policies pertaining to the Plan's Environmental Resources Element. Many of these policies are directed to local governments rather than to individual property owners or to the use of individual properties. The Plan's Riparian Corridors, Wetlands, and Wildlife Habitat ([Statewide Planning] Goal 5) section and Air, Water, and Land Resources Quality ([Statewide Planning] Goal 6) section apply to this proposal. Of the potentially relevant policies to the subject request within the Air, Water, and Land Resources Quality section, one addresses considerations that the Applicant (and, accordingly, this proposal) undertook throughout the application process:

Policy 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.

The findings below discuss the proposal's design and location in relation to how it considers downstream impacts, flood control, urban storm runoff, recreation, and water quality, especially with regard to the City's Engineering Design Standards and Procedures Manual (Exhibit C Plan Set). Future development will have no harmful impact on downstream waterways, habitats, and wildlife. The proposal identifies all existing on-site vegetation and there are no documented occurrences of habitat for listed, threatened, or endangered wildlife species on the subject site.

The Plan's Environmental Design Element (beginning on page III-E-1) establishes policies that apply to the proposal's site plan elements. Of the policies that do not direct local governments to encourage certain actions within their jurisdictions, three Plan Policies are potentially relevant to the subject request:

Policy E.2: Natural vegetation, natural water features, and drainage-ways shall be protected and retained to the maximum extent practical. Landscaping shall be utilized to enhance those natural features. This policy does not preclude increasing their conveyance capacity in an environmentally responsible manner.

Funded by the Applicant, this proposal mitigates impacts caused by future development and improves the site as it exists in its current state. Particularly, Exhibit C (Sheet L2 Site Plan)

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and a recent Geotechnical Report for the site demonstrate that the proposed project will treat all stormwater runoff in accordance with this policy.⁵⁸

Noting the area's location outside of water and drainage protection areas, there are several factors that demonstrate that the proposal will protect vegetation, natural water features, and drainage systems to the maximum extent practicable: (1) active National Pollutant Discharge Elimination System (NPDES) permit holders are in the vicinity but none adjacent to the project site; (2) the project site is not located in a groundwater management area; and, (3) the subject property lies outside of the Drinking Water Protection Overlay District according to the Wellhead Protection Area Map prepared by the City and SUB.⁵⁹ Despite minimal impacts to these natural systems expected by the development due to its location and proposed use, Exhibit C Plan Set shows future development to conform with SDC 4.4-105 and Specific Development Standards as specified in SDC 4.7-200, 4.7-203, and SDC 4.7-205; to manage stormwater and drainage in order to relieve demand on the City's piped drainage system; to alleviate future costs of treating the piped discharge; to promote water quality; to preserve groundwater and the vegetation and rivers it supports; and to reduce peak storm flows.

The future development area contains jurisdictional wetlands and lies within the service boundaries of one suitable wetland mitigation bank, the Coyote Prairie North (CPN) Mitigation Bank, which is operated by the City of Eugene.⁶⁰ The site contains wetland and upland resource areas that are intermixed. The wetlands are disturbed wetlands and are located in agricultural fields. As part of the wetland mitigation process, the Applicant is in process of obtaining Removal/Fill Permit approval from the Oregon Department of State Lands (DSL) and the U.S. Army Corps of Engineers (ACOE) for impacts to wetlands. Pursuant to SDC 5.9-120(B)(3), in accordance with ORS 183 and 197.040,⁶¹ and consistent with Oregon Statewide Planning Goal 5 [OAR 660-015-0000(5)],⁶² which address the inventory of and mitigation of adverse effects on wetlands in order to protect natural resources, the Wetland Delineation Report identifies 9.99 acres of wetlands within the subject property.⁶³

Future development will impact 4.31 acres of wetland; 8,540 cubic yards of fill and 7,718 cubic yards of removal will occur as part of the provision of amenities to the site.⁶⁴ Accordingly, compensatory mitigation for wetland impacts will be accomplished through the purchase of 4.31 wetland mitigation credits at the CPN Mitigation Bank.

⁵⁸ Branch Engineering, Inc. *Stormwater Management Plan and Drainage Study for Springfield Public Schools*. October 12, 2012.

⁵⁹ Springfield Public Works Department, Technical Services Division. *Wellhead Protection Areas: Time of Travel Zones (February 2008 Delineations) and Contaminant Source Inventory*. September 2011. Applicable Code: Section 3.3-200.

⁶⁰ City of Eugene. <http://www.eugene-or.gov/index.aspx?nid=497>. Map of the Coyote Prairie North Mitigation Bank Service Area: <http://www.eugene-or.gov/DocumentCenter/Home/View/3324>. Accessed October 2011.

⁶¹ http://arcweb.sos.state.or.us/pages/rules/oars_600/oar_660/660_016.html

⁶² <http://www.oregon.gov/LCD/docs/goals/goal5.pdf>

⁶³ Mason, Bruce & Girard, Inc. *Wetlands/Waters of the U.S. and State Delineation Report*. June 2011.

⁶⁴ Mason, Bruce, & Girard, Inc. Joint Permit Application Form: US Army Corps of Engineers (Portland District). Pages 2, 4, and 8.

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Policy E.4: Public and private facilities shall be designed and located in a manner that preserves and enhances desirable features of local and neighborhood areas and promotes their sense of identity.

Policy E.5: Carefully develop sites that provide visual diversity to the urban area and optimize their visual and personal accessibility to residents.

Noting the area's uniform character—as it is surrounded by undeveloped, large tracts of rural land with some low density residential development to the north— this proposal recognizes *Policy E.5* by adding development that is unlike any other surrounding the property or located nearby.⁶⁵ Once constructed, the site will demonstrate visual diversity in and of itself; its design and location will be an asset to the neighborhood. It will provide neighboring residents visual amenities in addition to providing them an area close by where they may enjoy recreational amenities with its playground, athletic field, picnic tables, and landscaping that adds a variety of trees, shrubs, and ornamental grasses (Exhibit C Plan Set). Moreover, the design recognizes that while it will provide visual diversity, it is also important to account for the character and context of the surrounding area.

Continuing to recognize *Policy E.5* and in accounting for *Policy E.4*, residents to the north will have physical and visual access to the site. Future development is designed to preserve the desirable features of the neighborhood with buffering between the park use and residences such that providing visual diversity will not become a nuisance (Sheet L2 Exhibit C Plan Set).

Future development will improve accessibility to the site through providing adequate vehicle access from the road system, through providing vehicle parking spaces on-site, through providing more than an adequate number of bicycle racks,⁶⁶ and a pedestrian and bicycle circulation system around the site (Exhibit C Plan Set). As illustrated on Sheet L2 Site Plan (Exhibit C Plan Set), the proposed site design includes striped crosswalks at the intersection of South 60th Street and Quartz Avenue that connect to concrete sidewalks accessing the site. A looped path system is proposed around the perimeter of the athletic fields providing access to playground and sport court areas.

Of the policies set forth in the Plan's Transportation Element (pages III-F-1 through III-F-14), three are potentially relevant to the subject request:

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.

As illustrated on Sheet L2 Site Plan (Exhibit C Plan Set), the planned development does not involve roadway system improvements but is likely to revisit these improvements in the future. The proposal currently includes striped crosswalks at the intersection of South 60th Street and Quartz Avenue that connect to concrete sidewalks accessing the site. A looped

⁶⁵ Eugene-Springfield Metropolitan Area General Plan: Plan Diagram.

<http://www.lcog.org/documents/metro/smallmetroPlanmap2010.pdf>

⁶⁶ Ten racks will provide twenty spaces (Sheet L2 Exhibit C Plan Set).

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path system is proposed around the perimeter of the athletic fields providing access to playground and sport court areas. The proposal includes 10 hoop style bicycle racks providing 20 bicycle parking spaces. As the planned development does not abut or connect to any streets where transit service is currently provided, the provision of transit service will be evaluated as part of subsequent site development. These findings together with the Plan Set (Exhibit C) and documentation submitted herewith demonstrate that this policy is satisfied.

Policy F.17: Manage the roadway system to preserve safety and operational efficiency by adopting regulations to manage access to roadways and applying these regulations to decisions related to approving new or modified access to the roadway system.

Although governments are the intended audience for this policy, future development includes site features in accordance with such City of Springfield provisions that manage the roadway system to preserve safety and operational efficiency. The Applicant also secured a right-of-way permit from Lane County.⁶⁷ Bob Straub Parkway, a portion of Quartz Avenue, and the Weyerhaeuser Haul Road abut the site to the west, north, and east respectively. Quartz Avenue is currently dedicated and constructed to 2/3 of its planned width. Vehicular access to the site will be provided via a curb cut at the intersection of South 60th Street and Quartz Avenue and will continue to a parking area that includes 13 standard stalls, 9' in width, at a 90 degree parking angle, as illustrated on Sheet L2 Site Plan (Exhibit C Plan Set). The proposed parking area complies with the dimensional standards in SDC 4.6-115 Table 4.6-1 and with the minimum parking requirements as specified in SDC 4.6-125 Table 4.6-2. Vehicular access to the site, and maneuvering areas within the site, are designed in accordance with emergency response requirements and are not required to conform to SDC 4.2-130 (Vision Clearance), as the proposal is designed in accordance with the City's *Engineering Design Standards and Procedures Manual*.

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.

The findings under *Policy F.14* (previous page) in part addresses this standard. As illustrated on Sheet L2 Site Plan (Exhibit C Plan Set), the proposed site design includes striped crosswalks at the intersection of South 60th Street and Quartz Avenue that connect to concrete sidewalks accessing the site. A looped path system is proposed around the perimeter of the athletic fields providing access to playground and sport court areas.

The proposed, future use is well integrated with adjacent land uses, as it is a park with the following recreation amenities: athletic fields, playground, and basketball court. These low-intensity uses, while different than the surrounding uses, will minimally impact the nearby

⁶⁷ City of Springfield Case Number PRE12-00019. Tentative Site Plan Review Application Pre-Submittal Checklist, Transportation Division.

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agricultural land and will provide the neighboring residents in low density, single-family homes an accessible site that also provides for their safety and enjoyment.⁶⁸

Pages III-G-1 through III-G-15 of the *Metro Plan* set forth the Plan's Public Facilities and Services Element. As stated on page III-G-1, "[t]he policies in this element complement *Metro Plan* Chapter II-A, Fundamental Principles, and Chapter II-C, Growth Management." This proposal addresses Chapter II-C when explaining that all required development features will remain in the UGB in order to allow Springfield and the entire metropolitan area to develop a "timely, orderly, and efficient arrangement of public facilities and services..."⁶⁹ The following policies that do not specifically address governmental action are potentially relevant to the subject request:

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-C, relevant policies in this chapter, and other Metro Plan policies.

Policy G.2: Use the planned facilities maps of the Public Facilities and Services Plan to guide the general location of water, wastewater, stormwater, and electrical projects in the metropolitan area. Use local facility master plans, refinement plans, and ordinances as the guide for detailed planning and project implementation.

The following plans guide extension of urban services to the project area and are the basis for improvements proposed herein to address *Policies G.1 and G.2*:

- City of Springfield. *The City of Springfield, Oregon Capital Improvement Program: A Community Reinvestment Plan*; 2013-2017. Pages 1, 3, 27, 28 (Map), 52, 114-116, and 119.
- City of Springfield. *Stormwater Facilities Master Plan*; October 2008. Page ES-4, Appendix E-20-21, and Figure 5-1.
- Lane Council of Governments (LCOG) (2002). *TransPlan*; and the:
- *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan*. Pages 8-18, 28, 31, and 32. Maps 1, 2, and 3.

Policy G.9: Eugene and Springfield and their respective utility branches, EWEB and SUB, shall ultimately be the water service providers within the UGB.

The site lies inside the UGB. EPUD will continue to serve power to the area, while SUB will provide water services (see Section 3 Existing Conditions).⁷⁰

⁶⁸ (a) For "minimally impact the nearby agricultural land:" Mason, Bruce, & Girard, Inc. Joint Permit Application Form: US Army Corps of Engineers (Portland District). Pages 4-7. And
(b) Branch Engineering, Inc. *Stormwater Management Plan and Drainage Study for Springfield Public Schools*. October 12, 2012. Pages 1-3.

(c) For "compatibility with nearby land uses:" *Eugene-Springfield Metropolitan Area General Plan*: Plan Diagram. <http://www.lcog.org/documents/metro/smallmetroPlanmap2010.pdf>

⁶⁹ Oregon Statewide Planning Goal 11: Public Facilities and Services. (ORS, 197.298.)

⁷⁰ Branch Engineering, Inc. *Springfield Schools Siting Study*, Memorandum. May 24, 2010.

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Policy G.15: Consider wellhead protection areas and surface water supplies when planning stormwater facilities.

Active National Pollutant Discharge Elimination System (NPDES) permit holders are in the vicinity but none exist adjacent to the project site; (2) the site is not located in a groundwater management area; and, (3) the subject properties lie outside of the Drinking Water Protection Overlay District according to the Wellhead Protection Area Map prepared by the City and SUB.⁷¹

Policy G.16: Manage or enhance waterways and open stormwater systems to reduce water quality impacts from runoff and to improve stormwater conveyance.

In conformance with the City's Stormwater Code (SDC 4.3-110), Sheet L2 (Exhibit C Plan Set) plans for stormwater facilities that are designed to treat stormwater runoff from impervious surfaces, including infiltration basins and filter strips. Additionally, impervious area from Quartz Avenue will not flow onto the project site due to existing curbs that direct stormwater to an existing storm system off the project site. Offsite flows are limited by a culvert located under Weyerhaeuser Haul Road that outlets along the eastern property line. This stormwater runoff will be accounted for and conveyed downstream to the culvert underneath Bob Straub Parkway. Offsite stormwater will not require treatment.⁷²

The Plan's Parks and Recreation Facilities Element (pages III-H-1 through III-H-4) establishes policies that seek to enhance the livability of communities within the Eugene-Springfield metropolitan area. Although the three policies listed below direct action by local governments and parks and recreation districts, this proposal demonstrates consistency with *Metro Plan* goals and policies by way of acknowledging all local, relevant agencies' efforts to act in accordance with the following:

Policy H.1: Develop a system of regional-metropolitan recreational activity areas based on a facilities plan for the metropolitan area that includes acquisition, development, and management programs. The Metro Plan and system should include reservoir and hill parks, the Willamette River Greenway, and other river corridors.

The Applicant dedicated funding toward this request resulting from a federal Qualified School Construction Bond (QSCB), which is authorized under the American Recovery and Reinvestment Act (ARRA) of 2009. Willamalane's *Park and Recreation Comprehensive Plan* (October 2012) identifies this site as a "Phase One" high priority action and strategy.⁷³ This Plan is also consistent with the *Eugene-Springfield Metropolitan Area Public Facilities and*

⁷¹ Springfield Public Works Department, Technical Services Division. *Wellhead Protection Areas: Time of Travel Zones (February 2008 Delineations) and Contaminant Source Inventory*. September 2011. Applicable Code: Section 3.3-200.

⁷² Branch Engineering, Inc. *Stormwater Management Plan and Drainage Study for Springfield Public Schools*. October 12, 2012. Section 4.0.

⁷³ Willamalane Park and Recreation District. *Park and Recreation Comprehensive Plan*; October 2012. Pages 23, 24, 30, 54, 77, and 80.

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Services Plan (pages 8-18, 28, 31, 32. Maps 1, 2 and 3); the City's Capital Improvement Plan (pages 1, 3, 27, 28 (map), 52, 114-116, and 119); and its Stormwater Facilities Master Plan (pages ES-4, Appendix E-20-25, and Figure 5-1 (map)).

Policy H.2: Local parks and recreation plans and analyses shall be prepared by each jurisdiction and coordinated on a metropolitan level. The park standards adopted by the applicable city and incorporated into the city's development code shall be used in local development processes.

The Jasper-Natron area of Springfield is one of the last large, undeveloped areas within the City's current UGB.⁷⁴ Upon its completion in 2009, Bob Straub Parkway opened this area for development. Growth in the area is expected to increase in the coming years, and demands on the Applicant's facilities will increase proportionately. In addition to providing quality education, SPS developed a list of further values it strives to meet. One of these values is to make recreational facilities available for after-hours use by the community, which includes the needs of SPS sports teams. The proposed site is within Springfield's UGB. Accordingly, it is within an area that is planned for expansion and redevelopment, as the UGB defines the extent of urban building and service expansion over the planning period. The site's proposed features and characteristics are in accordance with Willamalane's desires and conform to POS Standards (though not required).

Policy H.6: All metropolitan area parks and recreation programs and districts shall cooperate to the greatest possible extent in the acquisition of public and private funds to support their operations.

Moreover, Willamalane plans to "Coordinate location and site design of parks and recreation facilities with schools, fire stations, libraries and other public facilities where possible to effectively and efficiently provide service."⁷⁵ This effort will also emphasize coordination with TEAM Springfield (WRPD, City of Springfield, Springfield Public Schools, and SUB) and other agency partners, including Lane Transit District.⁷⁶

⁷⁴ City of Springfield. *City of Springfield Transportation Plan: Existing Transportation Conditions and Deficiencies Technical Memorandum (#3)*; August 25, 2011. Figure 12: Pedestrian Network Existing Conditions and Table 11: Gaps in the Pedestrian and Bicycle Network on Arterials and Collectors in Area 4. Page 47.

⁷⁵ *Ibid.* Page 75.

⁷⁶ *Ibid.* Page 63.

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Refinement Plans and Plan Districts

The site is not within an area subject to an adopted refinement plan. This element of this criterion does not apply.⁷⁷ Plan District standards, however, do apply to the subject site. SDC 3.3-800 (UF-10 District), subsection 810(B)(2) (Exceptions to the Applicability provisions) states that "The UF-10 District shall cease to apply upon annexation to the city," thus the standards in UF-10 are no longer applicable contingent upon annexation approval. Notwithstanding, Willamalane's 2004, adopted Comprehensive Plan illustrates two Neighborhood Parks proposed in the area with accompanying explanations of actions and strategies: Projects 1.21 E1 and 1.22 E2: North Jasper-Natron Area Neighborhood Park and South Jasper-Natron Area Neighborhood Park, respectively: *"Collaborate with the City and developers to pursue acquisition and development of a neighborhood park, coordinated with and connected by natural-area/linear parks."*⁷⁸

The updates in the 2012 Plan identify this site as Project 1.18, which will be a funded, "Phase One" high priority action and strategy.⁷⁹ The recent updates in the 2012 Plan increase specificity about the Jasper-Natron site, as Willamalane negotiated a partnership with SPS as part of its completion.⁸⁰

Although the update does not constitute an adopted Refinement Plan at the time of this review, as it is under consideration, actions to satisfy this provision of the UF-10 District will follow due to legal requirements.⁸¹ Moreover, previous actions support the feasibility of the updated to the Plan. On November 6, 2012, Willamalane voters approved a \$20 million bond measure that will fund a number of new park projects. Bond proceeds can only be used for capital purposes (i.e., new development) and not for ongoing programs or operations. The ballot language for this bond required that the money be subject to yearly, independent audits and that it be used solely for the purposes described in the updated 2012 Comprehensive Plan.⁸²

Future development of the site will require minimal extension of service infrastructure for the park and accompanying recreational facilities. The establishment of a new Service District is unnecessary, as EPUD will continue to serve power to the area, while SUB will provide additional services (see Section 3 Existing Conditions). The feasibility of SUB's provision of service is supported through: (1) the furthering of its partnership on TEAM Springfield and (2) the provision of service for practical reasons; the Utility Board extended its services such that

⁷⁷ The East Main Refinement Plan boundary is the closest Refinement Plan to the site. Its furthest boundaries extending toward the site are at South 57th Street and Weyerhaeuser Road. Another boundary near the site is where Jasper Road continues past Holly Street.
http://www.ci.springfield.or.us/Pubworks/GIS/Web_page/Images/Refinement_plans/img_E_main_refinement_map.pdf. Accessed November 2012.

⁷⁸ *Ibid.*

⁷⁹ Willamalane Park and Recreation District. *Park and Recreation Comprehensive Plan*; October 2012. Pages 23, 24, 30, 54, 77, and 80.

⁸⁰ Willamalane Park and Recreation District. January 2013.

⁸¹ Amendments to the *Metro Plan* will occur if approved (ORS 197.335, 197.625, 197.010, 197.173, and 197.175).

⁸² <http://www.willamalane.org/pages/aboutus/bondmeasure2012.shtml>. Accessed February 2013.

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they are now directly adjacent to the site. Moreover, SUB owns fiber optic cables that are currently available for a logical extension of power to the site.⁸³

In anticipation of a zone change to PLO following annexation, future development complies with all standards set forth in 4.7-203 (Specific Development Standards for Public Land and Open Space) (Exhibit C Plan Set). The above findings together with the narrative and documentation submitted herewith demonstrate that this criterion has been met to the greatest extent possible.

C. The proposed annexation will result in a boundary in which the minimum level of key urban facilities and services, as defined in the Metro Plan, can be provided in an orderly, efficient and timely manner; and

Acknowledgement of pages III-G-1 through III-G-15 of the *Metro Plan* and page III-G-1, whereby: "The policies in this element complement *Metro Plan* Chapter II-A, Fundamental Principles, and Chapter II-C, Growth Management" demonstrates that all required development features will remain in the UGB in order to allow Springfield and the entire metropolitan area to develop a "timely, orderly, and efficient arrangement of public facilities and services..."⁸⁴

Currently serving the site are natural gas lines, fiber-optic cables, and three-phase power. Future development will involve the construction of underground water, electric, and stormwater facilities. All proposed utility lines will be placed underground as illustrated on Sheet C1 Existing and Proposed Utilities Plan (Exhibit C Plan Set). The *Metro Plan* defines "minimum level of key urban facilities and services" as:

"Wastewater service, stormwater service, transportation, solid waste management, water service; fire and emergency medical services, police protection, city-wide parks and recreation programs, electric service, land use controls, communication facilities, and public schools on a district-wide basis (in other words, not necessarily within walking distance of all students served.)"

Similar to the undeveloped, large tracts of rural land surrounding the subject property,⁸⁵ the proposed site is currently unused and vacant.⁸⁶ As such, the area remains underserved with stormwater infrastructure although the site is currently served by an unimproved, open channel storm system to the west.⁸⁷ Multiple long-range plans and additional documents

⁸³ Branch Engineering, Inc. *Springfield Schools Siting Study*, Memorandum. May 24, 2010. Pages 7-9.

⁸⁴ Oregon Statewide Planning Goal 11: Public Facilities and Services. (ORS, 197.298.)

⁸⁵ The site is surrounded by single-family residential developments to the north, Weyerhaeuser Haul Road to the east, Bob Straub Parkway to the west, and cattle pastures to the south.

⁸⁶ ECONorthwest. *Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis*. Map 2-2: Commercial and Industrial Buildable Land by Classification and Nodal Overlay Status. 2009. [http://www.ci.springfield.or.us/dsd/CIBL/Dft%20Springfield%20EOA_09_02_09\(2\).pdf](http://www.ci.springfield.or.us/dsd/CIBL/Dft%20Springfield%20EOA_09_02_09(2).pdf). Accessed November 2012.

⁸⁷ City of Springfield. *Stormwater Facilities Master Plan*; October 2008. Page ES-4 and Appendix E-20-25.

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refer to this site as one that is a high priority for future development and expansion of existing infrastructure. These plans identify this site and/or area on the following pages:

- City of Springfield. *The City of Springfield, Oregon Capital Improvement Program: A Community Reinvestment Plan*; 2013-2017. Pages 1; 3, 27, 28 (Map), 52, 114-116, and 119;
- City of Springfield. *Stormwater Facilities Master Plan*; October 2008. Page ES-4, Appendix E-20-21, and Figure 5-1;
- Lane Council of Governments (LCOG) (2002). *TransPlan*. Constrained Roadway Map and Future Roadway Map;
- *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan*. Pages 8-18, 28, 31, 32. Maps 1, 2, and 3.

Specifically, a gravity trunk sewer pipe to serve this area is planned for construction to the east of the railroad tracks along Jasper Road; construction is planned for 2013. Connection to this pipe is possible upon completion of the Trunk Sewer project.⁸⁸ The existing gas lines are currently adequate to serve the site and run throughout the public rights-of-way through the residential properties to the north.⁸⁹

The site drains to the northwest corner of the property from an existing roadside ditch, where runoff enters a culvert to cross under Bob Straub Parkway and then continues as overland flow to the west. Drainage eventually enters the Middle Fork Willamette River.

The existing drainage system for the Jasper-Natron area is generally undeveloped or unimproved. It consists of natural open conveyance channels that collect and direct surface runoff to the west, which ultimately discharge west of Jasper Road to the Middle Fork of the Willamette River. There are a series of culvert crossings along the north-south roadways in the area including: Weyerhaeuser Haul Road, Bob Straub Parkway, and Jasper Road that maintain the westerly drainage pattern. Existing drainage from the project site is conveyed southwesterly via shallow surface conveyance depressions where it is collected by a roadside ditch on the east side of Bob Straub Parkway. Runoff then flows north to the 24-inch culvert located at the northwesterly corner of the subject site, which conveys the flow westerly under the Parkway. Offsite flows are limited by a culvert located under Weyerhaeuser Haul Road that outlets along the eastern property line.

As illustrated on Sheet C1 Existing and Proposed Utilities Plan (Exhibit C Plan Set), incorporated by reference herein, future development plans include stormwater facilities designed to treat stormwater runoff from impervious surfaces, including infiltration basins and filter strips. These findings together with the Plan Set (Exhibit C) and documentation submitted herewith demonstrate that this standard is satisfied.

Future development on the site will accordingly require connections to existing and proposed service lines and cables, extension of water service, and access improvements. The site is currently not served with sanitary sewer, and the existing storm system is

⁸⁸ City of Springfield. *The City of Springfield, Oregon Capital Improvement Program: A Community Reinvestment Plan*; 2013-2017. Page 119.

⁸⁹ Branch Engineering, Inc. *Springfield Schools Siting Study*, Memorandum. May 24, 2010. Page 6.

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undeveloped. Currently serving the site are natural gas lines, fiber-optic cables, and three-phase power.

Water

Water service is provided adjacent to the site via a 12" water line in the undeveloped Quartz Avenue right-of-way. The site is served by an existing fire hydrant on the northwest corner of South 60th Street at Quartz Avenue. Because there are no occupied structures proposed with the initial neighborhood park development, the existing fire hydrant is appropriately located to serve the site. As illustrated on Sheet C1 Existing and Proposed Utilities Plan (Exhibit C Plan Set), domestic and irrigation water connections to the existing line are proposed as part of future development to serve site amenities. The existing 12" water line has sufficient capacity to serve the proposed use and subsequent development on the subject property.

Through an agreement between Springfield Public Schools and SUB, the development site will be provided with water service, as illustrated on Sheet C1 Existing and Proposed Utilities Plan (Exhibit C Plan Set), upon annexation approval. The proposal does not involve development of construction of new facilities requiring fire protection.

Power

There is an existing SUB electric powerline running east-west along the northern boundary of the site. However, the site is served by EPUD, which completed construction of three-phase power supply lines in Bob Straub Parkway adjacent to the site that is south of and parallel with a 30' wide SUB power and telecommunications easement to the north. The lines are located on the west side of the roadway. As illustrated on Sheet C1 Existing and Proposed Utilities Plan (Exhibit C Plan Set), a joint utility trench is proposed as part of future development under Bob Straub Parkway to provide an electrical connection point to EPUD power supply. The electric line will be extended across the subject site via a proposed 7' public utility easement to provide service to site amenities. The existing power supply has sufficient capacity to serve the proposed use and subsequent development on the subject property, which involves parking lot lighting at the proposed parking area, as illustrated on Sheet L2 Site Plan (Exhibit C Plan Set).⁹⁰

Sanitary Sewer

The site relies on the future Jasper Road trunk sewer for sanitary sewer service. A future crossing for a sanitary sewer pipe is proposed under Bob Straub Parkway at the north property line for future connection of properties east of the parkway to the trunk sewer. After crossing the parkway, the pipe can run east-west along the north property boundary that connects to the trunk sewer. Alternatively, the pipe may extend north at South 57th Street to the bottom of the hill, and then run west to Jasper Road.⁹¹

⁹⁰ Branch Engineering, Inc. *Springfield Schools Siting Study*, Memorandum. May 24, 2010. Pages 6 and 9.

⁹¹ Amendments to the *Metro Plan* will occur if approved (ORS 197.335, 197.625, 197.010, 197.173, and 197.175).

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Storm Sewer

Future development will result in approximately 33,315 square feet of new impervious surface that is subject to stormwater management regulations in the City's *Stormwater Management Plan* and this section. Proposed water quality treatment facilities are shown on Sheet C1 Existing and Proposed Public Utilities Plan (Exhibit C Plan Set). All proposed stormwater management facilities are designed in accordance with the City's *Engineering Design Standards and Procedures Manual*.

The City's Stormwater Facilities Master Plan (2008) indicates that the area is underserved with stormwater infrastructure.⁹² Sheet C1 Existing and Proposed Utilities Plan (Exhibit C Plan Set), incorporated by reference herein, shows all stormwater runoff from the development site is proposed to be treated through best management practices (BMPs) designed to meet water quality standards in accordance with the Springfield Stormwater Manual. Proposed BMPs include a flow-thru basin, vegetated filter strip, and vegetated swale. Following treatment and infiltration, stormwater runoff will be conveyed to a roadside drainage swale within the Bob Straub Parkway right-of-way via a conveyance swale. No connections to existing storm sewer facilities within the Quartz Avenue right-of-way are proposed or warranted. Because stormwater will be managed and treated entirely on-site the proposal does not address nor require capacity in the existing system.

Streets and Traffic Safety

The existing road system in the vicinity of the site consists of Bob Straub Parkway (classified as a Minor Arterial), Jasper Road (classified as a Major Collector), South 60th Street (classified as a Local Road), Quartz Avenue (classified as a Local Road), and the private Weyerhaeuser Haul Road.⁹³ Bob Straub Parkway, a portion of Quartz Avenue, and the Weyerhaeuser Haul Road abut the site to the west, north, and east respectively. Quartz Avenue is currently dedicated and constructed to 2/3 of its planned width.

Primary access is provided at the intersection of South 60th Street and Quartz Avenue. Future vehicular access to the site will be provided via a curb cut at the intersection of South 60th Street and Quartz Avenue. Vehicular access to the site, and maneuvering areas within the site, are designed in accordance with emergency response requirements and is not required to conform to SDC 4.2-130 (Vision Clearance). The Applicant will provide further demonstration of conformance with this standard as part of subsequent Zone Change Amendment and Site Plan Review applications.

No new lots or parcels are planned. Hence, no new accessways are required. Future development involves the construction of a paved access drive and sidewalk extending from the intersection of Quartz Avenue and South 60th Street. The intent of the proposed park is to provide recreational open space for residents in the immediate neighborhood; its design reflects a walkable distance for most of the expected park patrons. A future road extension west and south of the intersection of South 60th Street and Quartz Avenue with connection to

⁹² City of Springfield. *Stormwater Facilities Master Plan*; October 2008. Page ES-4 and Appendix E-20-25.

⁹³ City of Springfield. *City of Springfield Transportation Plan: Existing Transportation Conditions and Deficiencies Technical Memorandum (#3)*; August 25, 2011. Figure 4: Functional Classification.

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Bob Straub Parkway is planned when further development occurs on the site. The proposed access drive is designed in accordance with the City's *Engineering Design Standards and Procedures Manual*; compliance will be assured through the construction permit review process.

Future development involves new construction of a public use. Off-street parking is required in accordance with SDC 4.6-110(A)(1). The proposal includes a 13-space, off-street parking area in proportion to the proposed use, as illustrated on Sheet L2 Site Plan (Exhibit C Plan Set). The proposed use is considered a "park, community or regional" for the purposes of determining minimum bicycle parking requirements in accordance with SDC 4.6-145 Table 4.6-3.⁹⁴ A minimum of 4 spaces are required, plus 4 additional spaces for an athletic/playing field and 2 additional spaces for a playground. Accordingly, 10 spaces are required. The proposal includes 20 proposed bicycle parking spaces.

These findings together with the Plan Set (Exhibit C) and documentation submitted herewith demonstrate that capacity requirements of public and private facilities will not be exceeded as a result of the proposed development and that public improvements needed to serve the site are currently available or will be extended to the site as part of site improvements. The Public Works Director and utility providers have not identified any capacity issues that affect the proposal. Therefore, this criterion is satisfied.

D. Where applicable, fiscal impacts to the City have been mitigated through an Annexation Agreement or other mechanism approved by the City Council. (6212)

The City has the authority to require and specify mitigation through an Annexation Agreement or other mechanism. The enclosed findings and documentation submitted herewith, demonstrate that the Applicant assumes the full cost of infrastructure and extension of services needed for the initial phase of development as detailed in the future development plans (Exhibit C Plan Set). Therefore, an Annexation Agreement is not applicable to the proposal as mitigation is not necessary and any future mitigation requirements can be deferred and conditioned as part of subsequent Zone Change Amendment and Site Plan Review approvals for the initial phase, and/or Site Plan Review approval for new uses and development not included in this proposal. If warranted, under this criterion, the City can impose and condition an Annexation Agreement or other mechanism in conjunction with approval of this request. The above findings coupled with the City's authority to mitigate for any fiscal impacts provide sufficient demonstration that this criterion is satisfied.

⁹⁴ The definitions of Community and Regional parks differ between the City of Springfield and Willamalane. This request addresses future development as a Neighborhood Park, consistent with Willamalane's definition. Willamalane Park and Recreation District. Comprehensive Plan. Appendix A-1, Table A-1: Park and Facility Classifications and Definitions. See pages 18 and 21, herein.

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6.2 Conclusion

Based on available information, supporting materials, and findings enclosed in Section 6.1, the request is consistent with all applicable approval criteria, policies, and standards.

TYPE IV – ANNEXATION STAFF REPORT AND RECOMMENDATION



File Name: Jasper Natron School Site Annexation

Applicant: Springfield School District

Case Number: C SP 2013 – ANX13-00002

Proposal Locations:

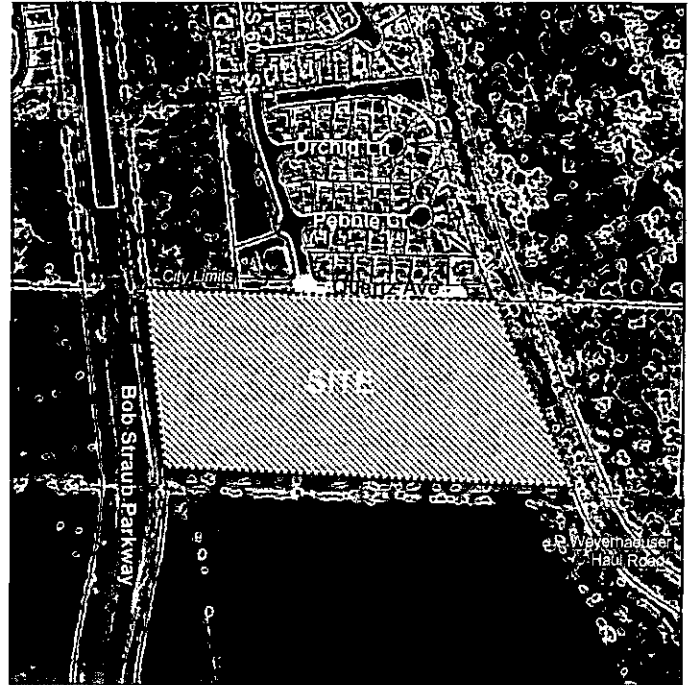
South of Quartz Avenue at South 60th Street, and east of Bob Straub Parkway

Current Zoning: Light-Medium Industrial (LMI) with Urbanizable Fringe Overlay (UF-10)

Plan Designation: Low Density Residential (LDR)

Applicable Comprehensive Plan:
Metro Plan

Application Submittal Date: February 11, 2013



Associated Applications: PRE12-00011 (Development Issues Meeting for annexation); TYP213-00002 (Site Plan review for park); TYP313-00001 (Zoning map amendment)

CITY OF SPRINGFIELD'S DEVELOPMENT REVIEW COMMITTEE

POSITION	REVIEW OF	NAME	PHONE
Project Manager	Planning	Andy Limbird	541-726-3784
Transportation Planning Engineer	Transportation	Michael Liebler	541-736-1034
Public Works Civil Engineer	Streets and Utilities	Clayton McEachern	541-736-1036
Deputy Fire Marshal	Fire and Life Safety	Gilbert Gordon	541-726-2293
Building Official	Building	David Bowlsby	541-736-1029

APPLICANT'S DEVELOPMENT REVIEW TEAM

POSITION	NAME	PHONE	MAILING ADDRESS
Applicant	John Saraceno Springfield Public Schools	541-726-3267	525 Mill Street Springfield, OR 97477
Applicant's Representative	Colin McArthur Cameron McCarthy Landscape Architecture & Planning	541-485-7385	160 E. Broadway Eugene, OR 97401

Review Process (SDC 5.7-115): The subject annexation request is being reviewed under Type IV procedures, without Planning Commission consideration.

Development Issues Meeting (SDC 5.7-120): A Development Issues Meeting (DIM) is required of all third-party annexation applications.

Finding: A Development Issues Meeting for the subject annexation request was held on September 13, 2012.

Conclusion: The requirement in SDC 5.7-120 is met.

Annexation Initiation and Application Submittal (SDC 5.7-125): In accordance with SDC 5.7-125.B.2.b.i and ORS 222.170(1), an annexation application may be initiated by “more than half the owners of land in the territory, who also own more than half the land in the contiguous territory and of real property therein representing more than half the assessed value of all real property in the contiguous territory consent in writing to the annexation of their land”.

Finding: The property owner (a public agency) who owns all of the land and real property, and full assessed value of real property in the contiguous territory, has filed an application and petition requesting annexation to the City of Springfield (Attachment 3).

Conclusion: The application requirements in SDC 5.7-125 have been met.

Site Information: The property requested for annexation is a vacant 15-acre parcel on the south edge of Quartz Avenue at South 60th Street, immediately east of Bob Straub Parkway. The subject site is inside the Springfield Urban Growth Boundary (UGB) and is currently used for livestock grazing. The subject annexation territory is initially intended to be developed with a neighborhood park and minimal street frontage improvements are proposed at this time.

Existing public services are provided to the annexation area as follows: police (Lane County Sheriff, Springfield Police Department), schools (Springfield School District), roads (Lane County and City of Springfield), and Fire (Cities of Eugene & Springfield). In accordance with a decision issued by the Oregon Public Utility Commission, Emerald Peoples Utility District (EPUD) provides electrical service to this area of Springfield. Springfield Utility Board (SUB) provides water to the proposed annexation area. Upon annexation, the City of Springfield will be responsible for urban services, including sewer, water, and police/fire response to the subject area. EPUD will remain responsible for provision of electrical service to the subject site.

Notice Requirements (SDC 5.7-130): Consistent with SDC 5.7-130, notice was provided as follows:

Mailed Notice. Notice of the annexation application was mailed February 25, 2013, which is at least 14 days prior to the public hearing date, to the affected property owner(s); owners and occupants of properties located within 300 feet of the perimeter of the affected territory; affected neighborhood groups or community organizations officially recognized by the city that includes the affected territory; affected special districts and all other public utility providers; and the Lane County Land Management Division, Lane County Elections, and the Lane County Board of Commissioners.

Newspaper Notice. Notice of the March 18, 2013 public hearing was published in *The Register-Guard* on March 4 and 11, 2013.

Posted Notice. Notice of the March 18, 2013 public hearing was posted in four public places in the City: at one location along the property frontage near the intersection of Quartz Avenue and South 60th

Street; at the Springfield City Hall and in the Development and Public Works office; and on the City of Springfield website, on March 1, 2013.

Finding: Upon annexation of the subject territory to the City the current LMI zoning will be retained, but the Urbanizable Fringe Overlay District (UF-10) will no longer apply. Due to this change, the Oregon Department of Land Conservation and Development (DLCD) was notified in writing of the annexation proceedings more than 35 days prior to the public hearing. Notification to DLCD regarding the proposed annexation was sent on February 11, 2013.

Conclusion: Notice of the public hearing was provided consistent with SDC 5.7-130.

Recommendation to City Council (SDC 5.7-135): The Director shall forward a written recommendation on the annexation application to the City Council based on the approval criteria specified in Section 5.7-140, which are provided as follows with the SDC requirements, findings, and conclusions. The Director's recommendation follows SDC 5.7-140, Criteria.

Criteria (SDC 5.7-140): The application may be approved only if the City Council finds that the proposal conforms to the following criteria:

- A. The affected territory proposed to be annexed is within the City's urban growth boundary; and is**
- 1. Contiguous to the city limits; or**
 - 2. Separated from the City only by a public right of way or a stream, lake or other body of water.**

Finding: The subject annexation territory is located within the acknowledged urban growth boundary (UGB) of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan). The subject annexation area abuts the Springfield city limits along the north boundary. Therefore, this annexation application meets the statutory definition of contiguity as found in ORS 222.111(1).

Conclusion: The proposal meets this criterion.

- B. The proposed annexation is consistent with applicable policies in the Metro Plan and in any applicable refinement plans or Plan Districts;**

Finding: The *Metro Plan* was acknowledged by the Land Conservation and Development Commission (LCDC) in August, 1982 and has been subsequently amended. The annexation area is located within the acknowledged UGB of the *Metro Plan*. Territory within the delineated UGB ultimately will be within the City of Springfield.

Finding: The *Metro Plan* recognizes that, ultimately, all territory within the UGB will be annexed to an existing city (Policy #10, page II-C-4; Policy #16, page II-C-5; and Policy #21, page II-C-6). Springfield is the unit of government identified in the *Metro Plan* to provide urban services to annexed territory.

Finding: The *Metro Plan* recognizes that as annexations to the City occur, existing special service districts within the UGB will be dissolved (Policy #18, page II-C-6). The continued annexation of properties and public street rights-of-way to the City of Springfield is consistent with the Metro Plan, which will result in the elimination of several special districts within the urbanizable area.

Finding: The subject property is within the delineated service territory of SUB, EPUD, and the Eugene/Springfield Fire Department so there are no special service districts that would be affected by the requested annexation.

Finding: After the public hearing and if determined by the City Council that annexation is in the best interest of the City, the annexation area will be annexed into the Willamalane Park and Recreation District as authorized by an intergovernmental agreement between the City of Springfield and Lane County. The park district provides park and recreation facilities and services to territory within the City of Springfield.

Conclusion: The proposal meets this criterion.

C. The proposed annexation will result in a boundary in which the minimum level of key urban facilities and services as defined in the Metro Plan can be provided in an orderly efficient and timely manner; and

Finding: The *Metro Plan* recognizes annexation as the highest priority for extending the minimum level of key urban facilities and services to urbanizable areas.

Finding: The territory requested for annexation will take advantage of urban service delivery systems that are already in place or can be logically extended to serve this area. In addition to urban utilities, the following facilities and services are either available or can be extended to this annexation area:

Water – Upon annexation, the property would be served by the City by and through the Springfield Utility Board. Existing water infrastructure within the vicinity will be maintained by SUB.

Electricity – Although SUB has an electrical transmission line along the north edge of the subject property, the Oregon Public Utility Commission has determined that EPUD is the sole electrical service provider to properties in southeast Springfield that are south of the Mount Vernon Road alignment. Upon annexation, the subject site will remain in the EPUD service territory. Existing electrical system infrastructure within the adjacent public rights-of-way and easements will be maintained by the affected utility providers.

Police Services – Springfield Police Department currently provides service to the adjacent Jasper Meadows neighborhood, which is inside the City limits. The subject territory is currently within the jurisdiction of the Lane County Sheriff's Department. Upon annexation, this area will receive Springfield Police services on an equal basis with other properties inside the City.

Fire and Emergency Services – Fire protection is currently provided to the annexation area by the Eugene/Springfield Fire Department. Upon annexation, the City will continue to provide fire and emergency services to the subject territory.

Emergency medical transport (ambulance) services are provided on a regional basis by the Eugene/Springfield Fire Department, and Lane Rural Fire/Rescue to central Lane County. The annexation area will continue to receive this service consistent with the adopted ambulance service area (ASA) plan. Mutual aid agreements have been adopted by the three regional ASA providers to provide backup coverage for each other's jurisdictions.

Parks and Recreation – Park and recreation services are provided to the City of Springfield by the Willamalane Park and Recreation District. Indoor recreation facilities, such as the Willamalane Park Swim Center, Lively Park Swim Center, Memorial Building Community Center, and Willamalane Adult Activity Center. The park district offers various after-school and other programs for children at schools and parks throughout the community. Also available are pathways and several categories of parks, including community parks, sports parks, special use parks, and natural area parks. In this case, the annexation area is planned for a neighborhood park that is depicted in the Willamalane Park & Recreation District Comprehensive Plan. Willamalane is partnering with the Springfield School District to construct park facilities on the site in advance of school construction. Annexation of the territory would enhance the provision of park and recreation facilities in this area of Springfield.

Concurrent with annexation to the City of Springfield, the subject area will be annexed to the Willamalane Park and Recreation District consistent with City policy, if the City Council determines that annexation to the special district is in the best interest of the City.

Library Services – Upon annexation to the City of Springfield, the subject area will be within the service area of the Springfield Public Library.

Schools – The Springfield School District provides public school service to this area of Springfield. The subject property is planned for future public school development to better serve the community.

Sanitary Sewer – The annexation area can and will be served by extension of the Jasper Trunk Sewer line along the Jasper Road corridor. Extension of the public sewer system into the Jasper-Natron area is a necessary and desirable component of the City's long-range plans to accommodate urbanization and development in southeast Springfield.

Stormwater – The subject annexation territory is served by catch basins and public stormwater lines in the Quartz Avenue right-of-way. However, most of the annexation area is removed from the available stormwater system and other interim measures will be required until the stormwater utility is extended to serve this site. Incremental improvements to the public system will be required as development plans are advanced for this and other adjoining properties. However, there are no immediate planned changes to the stormwater management system associated with this annexation request.

Streets – Along the north edge of the site, the northern 2/3 of Quartz Avenue has been dedicated as public right-of-way and developed with a partial (2/3) width street profile with curb, gutter and sidewalk on the north side only. The subject property frontage on the south side of Quartz Avenue has an interim curblin and parking is restricted due to limited pavement width. The subject annexation area includes the southern one-third of Quartz Avenue right-of-way and a planned extension of South 60th Street to an intersection with Bob Straub Parkway near the southwest corner of the site. The annexation of the subject property will facilitate future planned street improvements, including the completion of Quartz Avenue and a public street connection to Bob Straub Parkway. However, there are no immediate planned or required street improvements associated with this annexation request.

Solid Waste Management – The City and Sanipac have an exclusive franchise arrangement for garbage service inside the City limits. Upon annexation, solid waste disposal service can be provided by Sanipac.

Communication Facilities – Various providers offer both wired and wireless communication services in the Eugene-Springfield metropolitan area. Existing providers and those entering the market have the capability to provide service to this area.

Land Use Controls – The annexation area is within Springfield's portion of the urban growth boundary. Through an intergovernmental agreement between Lane County and the City of Springfield, the City already has planning and building jurisdiction for all land between the city limits and urban growth boundary. The City will continue to administer land use controls after annexation.

Finding: The minimum level of key urban facilities and services, as outlined in the *Metro Plan*, are either immediately available or can be provided within a reasonable future time frame as needed.

Conclusion: The proposal meets this criterion.

D. Where applicable fiscal impacts to the City have been mitigated through an Annexation Agreement or other mechanism approved by the City Council.

Finding: The public agency requesting annexation is a Team Springfield partner and is well aware of the requirements for future dedication of public rights-of-way necessary to accommodate planned public street extensions; the need for extension of urban utilities to serve the site and land beyond the annexation area; and the responsibility of the developer to fund such improvements. Because there are no significant fiscal impacts to the City, an Annexation Agreement is not required for this request.

Conclusion: The proposal meets this criterion.

DIRECTOR'S RECOMMENDATION: Approve the annexation of the subject territory to City of Springfield and Willamalane Park and Recreation District.

City Council Decision (SDC 5.7-145): City Council approval of the annexation application shall be by Ordinance.

Finding: On March 18, 2013, the City Council will hold a Public Hearing for the subject annexation request and give first reading to the Annexation Ordinance. Based on the staff analysis and recommendation, and on testimony provided at the Public Hearing, the City Council may take action to approve, modify or deny the Annexation Ordinance.

Zoning (SDC 5.7-150): The annexation area is zoned Light-Medium Industrial (LMI) and is designated Low Density Residential (LDR) on the Metro Plan diagram. Properties that are outside the City limits have the Urbanizable Fringe Overlay District (UF-10) applied to the zoning. The applicant has submitted a zoning map amendment under separate cover (Case TYP313-00001) to change the property zoning from LDR to Public Land and Open Space (PLO). The Planning Commission will review the request for zoning map amendment at a future public hearing, and after annexation of the subject property. Public Land and Open Space zoning is an allowable zoning classification in all plan designations as a means to enable development of public uses such as parks and schools, both of which are permitted uses in the LDR plan designation.

Finding: Upon the effective date of the annexation, the UF-10 overlay will be automatically removed and the site will retain the LMI zoning.

Effective Date and Notice of Approved Annexation (SDC 5.7-155): If the annexation is approved by the City Council on March 18, 2013 and granted a second reading on April 1, 2013, the Ordinance will become effective 30 days after adoption by the City Council and execution by the Mayor (anticipated on or around May 1, 2013), or upon acknowledgement of filing with the Secretary of State – whichever date is later.

Withdrawal from Special Service Districts (SDC 5.7-160): Withdrawal from special districts may occur concurrently with the approved annexation Ordinance or after the effective date of the annexation of territory to the City. The Director shall recommend to the City Council for consideration of the withdrawal of the annexed territory from special districts as specified in ORS 222. In determining whether to withdraw the territory, the City Council shall determine whether the withdrawal is in the best interest of the City. Notice of the withdrawal shall be provided in the same manner as the annexation notice in Section 5.7-150.

Finding: The annexation area is within the delineated service territory of SUB (water) and EPUD (electrical) and will remain so after annexation. Because there is no requirement for withdrawal of the annexation territory from a special service district, this provision is not applicable.