



NOTICE OF PUBLIC HEARING

**CITY OF ALBANY
PLANNING COMMISSION
City Council Chambers, 333 Broadalbin Street SW
Tuesday, November 27, 2012
5:15 p.m.**

REVISED

11/27/12

AGENDA

1. CALL TO ORDER (Chair Faller)
2. PLEDGE OF ALLEGIANCE TO THE FLAG
3. ROLL CALL
4. COMMENTS FROM THE PUBLIC
5. APPROVAL OF MINUTES:
 - November 19, 2012 Planning Commission Meeting
 - October 10, 2012 Joint Planning Commission/City Council Meeting
6. CONTINUED CONSOLIDATED LEGISLATIVE PUBLIC HEARING
CP-04-12, DC-06-12 & ZC-07-12 - South Albany Area Plan
7. ACTIVITY UPDATE
 - Appoint a member to the Hearings Board
8. NEXT PLANNING COMMISSION MEETING DATES:
 - Monday, December 3, 2012 – City Open House for Boards and Commissions
9. ADJOURN

Rules of Conduct for Public Hearing

1. No person shall be disorderly, abusive, or disruptive of the orderly conduct of the hearing.
2. Persons shall not testify without first receiving recognition from the presiding officer and stating their full name and residence address.
3. No person shall present irrelevant, immaterial, or repetitious testimony or evidence.
4. There shall be no audience demonstrations such as applause, cheering, display of signs or other conduct disruptive of the hearing.

The location of the meeting/hearing is accessible to the disabled. If you need special accommodations to attend or participate, please notify the Human Resources Department in advance by calling 541-917-7500.

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CITY OF ALBANY
PLANNING COMMISSION
City Hall Council Chambers, 333 Broadalbin Street
Monday November 19, 2012
5:15 p.m.

MINUTES

Planning Commissioners present: David Faller; Dala Rouse; Michael Styler; Larry Tomlin; Lolly Gibbs

Planning Commissioners absent: Cordell Post; Kristin Richardson

Staff present: Heather Hansen, Planning Manager, Ron Irish, Transportation Systems Analyst, Tari Hayes, Administrative Assistant;

Others present: 27 others in audience

CALL TO ORDER

Chair Faller called the meeting to order at 5:15 p.m.

PLEDGE OF ALLEGIANCE TO THE FLAG

ROLL CALL

COMMENTS FROM THE PUBLIC: None

APPROVAL OF THE MINUTES:

- November 5, 2012 Planning Commission Meeting

MOTION: Commissioner Gibbs moved to approve the minutes as written. Commissioner Rouse seconded it. Motion **passed** unanimously.

CONSOLIDATED LEGISLATIVE PUBLIC HEARING: CP-04-12, DC-06-12 & ZC-07-12

Chair Faller opened the public hearing at 5:20 p.m.

DECLARATIONS:

Many Commissioners stated that they have driven by the site often.

Hansen summarized the meeting procedures. The proposed action is the adoption of the South Albany Area Plan and is a legislative action. In this instance, however, only five parcels are affected by the map amendment aspects of the proposed plan. The City, therefore, has elected to give the notice that would customarily be given in a quasi-judicial proceeding (adjacent property owners within 300 feet) and to conduct the hearing with all the rights and procedural safeguards ordinarily afforded affected property owners in a quasi-judicial hearing.

STAFF REPORT:

The South Albany area contains the largest remaining undeveloped industrial and residential lands inside the City's Urban Growth Boundary. The proposed South Albany Area Plan (SAAP) is the culmination of a 1.5-year project that was funded by a grant from the State of Oregon. The SAAP integrates planning for land uses, transportation, parks and recreation, schools, infrastructure, economic development, natural and cultural resources, and place-

making. The SAAP presents the vision for South Albany as determined by the community, which in general is to create a vibrant new neighborhood that will be appealing to residents and businesses, and it provides the specific direction, tools, and best management practices necessary to implement this vision.

The SAAP study area is bounded by the City's urban growth boundary on the south, Interstate 5 on the east, land developed to urban densities on the north and Highway 99E on the west. The transportation analysis for proposed facilities and land uses considers impacts on transportation facilities outside the study area.

The SAAP will be adopted as a supporting document to the Albany Comprehensive Plan.

Hansen introduced Martin Glastra van Loon, a consultant with OTAK. Glastra van Loon went over the 8 tasks assigned to this project.

The project explored existing conditions in the current planning area, past planning in south Albany, existing land use, natural resource and transportation conditions, and completed a market and buildable lands analysis.

A vision was created that includes providing a complete, walkable and welcoming community, thriving employment center and gateway to Albany; it shall be integrated with greater Albany and the region, and development should be committed to resource stewardship and more.

Objectives were developed from the vision. The objectives include village centers, connectivity and transportation options, a prosperous community, effective mitigation of development constraints, phased implementation, financial feasibility, compatible transitions and more.

Framework Maps

Glastra van Loon then went over the framework maps provided in the plan.

Organizational Framework: shows "1/4-mile circle" neighborhoods, regional commercial and employment areas, and open spaces.

Street Framework: shows arterials and collectors, the Oak Creek Parkway, industrial access, intersections and connector streets.

Trails Framework: identifies a variety of passive and active recreational opportunities in the form of open space in the Oak Creek corridor, numerous trails, a separated multi-use path, and interpretive view points or trail heads along the Oak Creek loop trail. The proposed trail network will provide miles of linear parks for pedestrians and cyclists while providing a buffer to Oak Creek.

Park & School Framework: the plan studied several sites for parks and schools. The City currently owns land for a community park at the corner of Lochner and Ellingson, and the plan sticks with that location. The Plan does call out a possible additional community park if the opportunity presents itself. Neighborhood parks are included in the planning of each neighborhood.

It is anticipated that there will be a need for one or two additional elementary schools upon build out. The groups researched 7 or 8 sites with the final sites being shown in blue on the Park & Schools Framework map. These locations were chosen in part for the connectivity to the community park, location relative to the Oak Creek parkway.

Land Use framework: various land uses were discussed in the planning of South Albany. The SAAP Land Use Map includes three new neighborhood centers that are estimated to be 6, 3 and 1-acres. The proposed neighborhood centers are sized and located to be easily accessible to neighborhoods and populations within close proximity of the centers. The proposed South Albany section of the Comprehensive Plan text identifies the Mixed Use Commercial and Residential Medium Density zones to be applied within the Village Centers. The SAAP Land Use Plan has designated two Village Centers. They are specifically located to be accessible to nearby neighborhoods and on

major transportation corridors. Mixed use development provides a land use pattern that encourages walking and biking and more efficient use of land. The Village Center Plan designation would allow for mixed use commercial uses and medium density housing.

In terms of different types of industrial, it's a continuation of the pattern that currently exists. In order to address projected employment land demand, the SAAP Land Use Plan identifies existing industrial areas and shows additional Industrial Park and Light Industrial land. The Plan proposes an industrial-business park site north of the existing Industrial Park land also located close to the railroad and south of the future 53rd Avenue-Ellingson Road alignment. The SAAP envisions the existing industrial land on the west side of the study area to provide an opportunity for large employment sites to reflect expected demand for employment in a campus-like setting. The Plan identifies a new Light Industrial site abutting the railroad tracks in the north part of the study area on the west side of Lochner Road, across from existing Light Industrial land.

Rouse asked if it was possible to move the connection of the Oak Creek Loop trail on Hwy 99 more south, towards the proposed residential area and the College Park neighborhood. There is a history of flooding in the proposed area. Irish explained that the trail head is located there to connect with the existing Oak Creek Greenbelt Trail. Additionally, Irish said the trail location was chosen to go underneath the planned railroad crossing. The difficulty in placing the trail was getting people across Pacific.

Tomlin asked if the Oak Creek Loop trail was going to cross potential residential lots and what kinds of trails were planned (wood chip, paved, etc). Oak Creek Crossing trails will be low-impact design, soft surface, boardwalks, and bridges where necessary. All other trails will be hard surface trails. The alignment for the Oak Creek Parkway is conceptual – the specific alignment will be established in future planning or development review. The trail is not designed to cut through lots.

Implementation

Implementation of the SAAP will happen incrementally over time as the area develops. Certain policy and code amendments are needed to set the stage and ensure the implementation occurs according to plan. These include amendments to the Albany Comprehensive Plan, Development Code, and the Transportation Systems Plan (TSP).

Comprehensive Plan Amendments

Text Amendments will add goals and policies specific to South Albany related to open space, natural resources, neighborhood commercial nodes, village centers, public utilities and transportation. The SAAP will be adopted as a supporting document to the Comprehensive Plan.

The proposed Map Amendments were discussed along with the Zoning Map Amendments (ZC-07-12). This process is similar to the North Albany plan; this would be a specific section relating just to South Albany. It adds add goals and policies tailored to South Albany related to open space, natural resources, neighborhood commercial nodes, village centers, public utilities and transportation. The SAAP will be adopted as a supporting document to the Comprehensive Plan. This will allow for more housing types than is currently allowed. There are also refinements to the schedule of permitted uses to allow the new category for 3 & 4 unit developments. None of the planned amendments exceed the density that is already allowed.

Summary of Development Code Amendments

The SAAP proposes new supplemental design standards in ADC Article 8–Design Standards are proposed for the Oak Creek Transition Area in order to guide the amount, location, and design of development in the area adjacent to Oak Creek.

Amendments to the standards in ADC Article 11-Land Divisions are proposed for Planned Development and Cluster Development in order to provide more flexibility in transferring development density from areas being protected.

Refinements to the Schedule of Permitted Uses in Article 3-Residential Zoning Districts are proposed in order to encourage protection for South Albany's natural features, and allow for the transfer of development density. The proposed revisions create a new use category - 3 or 4 units, to allow for a variety of housing types as long as density limits are not exceeded by zone.

Summary of Map changes

Six sites on five properties are being proposed for map amendments to implement the SAAP – six changes to the plan designations, and two changes to zoning districts. Some highlights include:

- A roughly 50-acre area on the west side of the study area, below the planned 53rd Ave-Ellingson Rd connector, is proposed to be redesignated to Industrial-Light so that it can be added to adjacent industrial property and provide more flexibility for future development.
- Two areas totaling 40 acres would be redesignated to Village Center to allow for a Neighborhood Center surrounded by Medium Density Residential.
- A portion of the 104-acre "Henshaw Farms" property on the west side of Columbus St. would be rezoned to Mixed Use Commercial (3 acres) and Residential Medium Density (approximately 27 acres).

Hansen read the review criteria required for the three cases.

Development Code Amendments

Supplemental development standards are proposed to guide development around Oak Creek and allow for transfer of density to protect natural resources (affects Articles 3, 8, 11 and 22). . In Article 8, supplement design standards are proposed for the Oak Creek Transition Area. The Oak Creek Transition Area (OCTA) is an area on the north and south sides of Oak Creek as identified on the Land Use Map. Its purpose is to guide development review and more detailed planning for the transitional edge of the Oak Creek greenway. The standards support the proposed SAAP and South Albany area Comprehensive Plan policies to provide visual and physical access to Oak Creek and encourage preservation of the area's natural resources. Development between Oak Creek and the Oak Creek Parkway and between 99E and Columbus Street must meet the following standards:

- The "development area" cannot exceed either 40 percent of the site's land area within the OCTA or 40 percent of the frontage on the north side of Oak Creek Parkway. See the illustrations in Figure 1. The "development area" shall include all residential lots and development, all areas taken up by buildings, private yards, paving, streets, grading and non-native landscaping, but does not include parks, low-impact outdoor recreation, trails, paths, wetland mitigation or restoration, City construction of public infrastructure such as transportation, storm water, sewer, and water utilities, or the private construction of public transportation and utility facilities and structures as identified in a City-adopted master plan; and
- Native vegetation that is impacted in the developed area is mitigated.

Tomlin asked what kind of incentives would property owners receive for preserving oak groves and natural features on their land. One incentive is allowing density transfer on those lots. Hansen noted that the plan doesn't say landowners can't cut down the trees, subject to existing codes.

Rouse asked about cluster development and is this allowing more housing types within the cluster developments just for this area, or would the rest of the City have this option. Hansen stated that the proposed amendments would only affect South Albany. The new provisions are proposed in order to encourage protection for South Albany's natural features, and allow for the transfer of development density. The proposed revisions create a new use category - 3 or 4 units, to allow for a variety of housing types as long as density limits are not exceeded by zone.

The uses allowed within cluster developments outside the permanent natural areas are determined by the underlying zoning district standards in Section 3.050, with a few exceptions. Within the South Albany Area Plan boundary, attached single-family, duplexes, and 3 or 4 unit developments will be permitted in the RS-5, RS-6.5 and RS-10 zoning districts for up to 25 percent of the total units provided when transferring density within the Oak Creek Transition Area or when transferring density of the area necessary to preserve significant tree groves identified on the South Albany Area Plan Organizational Framework map in the Comprehensive Plan. These units may be up to 25% of the total units provided. Developments may not exceed the maximum density by zoning district in 11.495 and must meet all applicable standards in the Code.

Tomlin would like the transition area slide (page 44) to be updated so it's clear that it only affects land on the south side of the creek.

Rouse stated that we've talked about tree groves, but not the wetlands. Hansen stated that the wetlands that we regulate don't have development density to transfer. The wetlands we don't regulate may be filled and developed, but the property owner would work with the state and federal government.

Map Amendments

Amend plan designation at six locations:

- Site #1: Change designation from Urban Residential Reserve (URR) to Industrial-Light (IL) for a site of approximately 50 acres north of existing IL land and south of the new 53rd-Ellingson alignment (portion of Linn County Assessor's map #11S03W19, tax lot 304).
- Site #2: Change designation from IL to URR and change zoning from IP to RM for a site of approximately 0.6 acres that will be separated from the parent parcel when the new 53rd Ave.-Ellingson Rd. alignment is constructed (portion of Linn County Assessor's map #11S03W30, tax lot 200).
- Site #3: Change designation from URR to IL for a site of approximately 9 acres (portion of Linn County Assessor's Map #11S03W30, tax lot 1301).
- Site #4: Change designation from URR to IL for a site of approximately 5 acres (portion of Linn County Assessor's Map #11S03W30, tax lot 1305).
- Site #5: Change designation from URR to Village Center (VC) for a site of approximately 30 acres at the southwest corner of Lochner Rd and Ellingson Rd. (portion of Linn County Assessor's map #11S03W19, tax lot 304).
- Site #6: Change designation from URR to VC for approximately 10 acres, and change zoning from RS-5 to MUC for 3 acres, and change the zoning from RS-5 to RM for approximately 27 acres for a site on Columbus St. across from Seven Mile Lane (portion of Linn County Assessor's map #11S03W29, tax lot 300).

Rouse asked why multi-family was planned under existing power lines. Irish said that a trail is proposed under the lines.

Transportation System Plan (TSP) Amendments

Irish went over the street framework map that includes proposed TSP amendments. The SAAP (and existing zoning) concentrates industrial and commercial uses in the western side of South Albany in close proximity to Highway 99E, south of the planned 53rd-Avenue Extension. These uses are intended as employment lands and will likely generate a significant amount of commercial and commuting traffic. Residential land uses are organized into neighborhoods north and south of Oak Creek. The SAAP street framework identifies the existing and previously planned arterial and collector streets from the TSP, as well as an additional network of "connector" streets and the "Oak Creek Parkway". The framework also includes two east-west "connectors" (one being the Oak Creek Parkway) between Ellingson Road and Oak Creek to provide parallel routes to Ellingson Road for local traffic and inter-neighborhood connectivity. The "connector" streets and "Oak Creek Parkway" are assumed to represent the backbone network of local streets that will connect to the arterial and collector roadway network. The plan intends for additional local streets to be added, resulting in a connected and walkable network of blocks. The street framework shows the north "connector" intersection on Columbus Street as being full access. Irish emphasized that the final design of streets and intersections, including its location and allowed movements, may vary based on additional traffic and site information provided during the land development process.

Irish went over proposed modifications to accommodate the 2030 full build out impacts of the SAAP. Some of the modification included:

- Lochner Columbus Connector - The current TSP proposes a minor collector street connecting Lochner Road and Columbus Street north of Oak Creek Parkway. Its' primary function was to provide property access to potentially land locked properties. Recent land development activity indicates this is no longer an issue. It is recommended that this project be removed from the TSP.
- 53rd Ave Extension between OR 99E & Lochner Road – Based on the SAAP roadway framework, the future cross-section would be four lanes instead of five (no left urns are anticipated to be permitted in this segment) but the right-of-way would be approximately the same as a landscaped median is proposed.

Access from connector roadways to the 53rd Avenue Extension would be right-in/right-out only with the exception of the proposed full access to the industrial area that would be controlled with a roundabout.

- Ellingson Road Urban Upgrade - The current TSP includes an urban upgrade for Ellingson Road from Lochner Road to Columbus Street as a 3-lane facility with right-of-way preservation for five lanes. The roadway framework includes three intersections with connector roadways located along with segment of Ellingson Road with two planned as right-in/right-out only intersections and the most central intersection being full access.
- Ellingson Road Extension - The roadway is planned to be two lanes and indicates that right-of-way preservation for a 5-lane section should be reviewed during the next TSP update. The Ellingson Road Extension should be constructed as a 2- to 3-lane facility to allow for a center left-turn lane at the proposed connector street intersections. Preservation for a 5-lane section should continue to be reviewed during the next TSP update as it may be needed to support travel demand from Albany to OR 34 and Lebanon using Seven Mile Lane. Under full build-out conditions of the SAAP depending upon the number of railroad crossings and accesses to OR 99E and regional travel patterns beyond 2030.
- Columbus Street - Columbus Street is currently identified to be a 2-lane roadway with a two-way-left-turn lane at intersections. It is recommended that Columbus Street be constructed as a 3-lane facility allowing for turn lanes at the connector roadway and Oak Creek Parkway and that full urban facilities be provided on both sides of the roadway. Right-of-way preservation for a 5- lane section is recommended from south of Ellingson Road to north of the connector roadway to allow for dual entry and exit lanes from the roundabout and potentially extended through the connector roadway intersection north of Ellingson Road to provide for queue storage if this intersection requires signalization in the future.
- Oregon 99E -The Albany TSP does not include any roadway projects on 99E in South Albany with the exception of an additional southbound left-turn lane at 53rd Avenue

Rouse and Irish discussed bike lanes, and could they continue on both sides of the road. Irish stated that the change to one side is to create a loop path so bicycles would not have to cross Columbus.

Rouse asked if the street framework plan was cast in concrete. Irish stated that framework could be minimally changed. Irish assured the Commission that bridges and paths would be constructed to the 100 year floodplain standards.

Hansen entered an item into the record, (Agenda File). Metropolitan Land Group identified an area of potential concern related to the proposed Oak Creek Parkway alignment for two reasons: (1) If wetland delineation end up moving the Oak Creek Parkway alignment much further south, it may be too close to the extension of Seven Mile Lane west of Columbus, which would trigger reevaluating the alignments of these two proposed street sections; and (2) if the Parkway moves much further south, the Oak Creek Transition Area would move with it, and if this the case, the southern boundary of the Oak Creek Transition Area may need to deviate from the Parkway in this area.

PUBLIC TESTIMONY

In Favor

Mark Grenz – Multi-Tech Engineering, 1155 13TH Street, S.E., Salem OR - Grenz presented a summary of written testimony from Granada Land Company LLC, Larry Epping. (Agenda File)

For the most part Granada is happy with the plan. Granada has a concern with the change in designation from Urban Residential Reserve (URR) to Industrial-Light (IL) for a site of approximately 50 acres north of existing IL land and south of the new 53rd-Ellingson alignment; east of what is known as the piano property.

Epping feels that the City of Albany has a significant amount of industrial land for which there are no users. They would request that 15 -20 acres of this parcel be designated for Medium Density Residential. Medium Density Residential would be better developed around some of the local wetland area so that more effective development patterns could be achieved. They also believe that it is more than likely that a greater need for a higher density, multi-family residential housing will exist in the future.

Mr. Epping agrees with the intent of the Oak Creek Transition Area standards, however, in keeping with the input given to staff, the development area cannot exceed 40% of the subject site's frontage on the north side of Oak Creek Parkway, removing the 40% of the site's land area alternative.

Matt Wellner – Metropolitan Land Group, 17933 NW Evergreen Parkways, Suite 300, Portland, OR – Metro was part of the Project Advisory Committee. They are the owners of the Henshaw farms property and their property is one that is subject to the Village Center redesignation and zoning. They were provided with many opportunities to participate in the process. Metro appreciated staff's willingness to hear their concerns and address them. They think it is a really good plan.

Wellner wanted a clarification on the TSP Improvement calling for a right in- right out on Ellingson. It was noted that the most current street framework map wasn't used as the base map for the map that illustrates street improvements projected for 2030 and Build Out. Wellner also suggested that the development allowance in the Oak Creek Transition Area be raised from 40% to possibly 50%.

David Helton, Oregon Department of Transportation (ODOT) Transportation and Growth Management (TGM), 644 A St., Springfield OR - ODOT provided a grant for the project. Helton also represents Region 2 of ODOT. ODOT fully supports the adoption of the SAAP. They have found that, relative to what has already been proposed in the TSP, the SAAP is not going to have a significant impact on Hwy 99. The Comprehensive and Zoning designations already allow for the level of density. The adopted TSP largely anticipates the level of density already planned for as well as what's proposed in the SAAP. The Plan should help improve conditions on the highway as opposed to not having any plan at all. The plan provides for a strong trail framework. This will increase the ability for the community to bike and walk rather than drive. It will improve connection between the South Albany area and other locations, particularly LBCC and industrial areas on Hwy 99.

The current TSP calls for the extension of 53rd, with a grade separated bridge. This 53rd extension is crucial to serving the eventual development of the area. In the absence of that project, the development will put pressure on the existing streets. Without the extension, ODOT rail and Union Pacific will not support growth and will discourage any additional traffic on existing roadways. That section of the track is transitioning into a high volume and high speed rail corridor. The extension probably won't be developed until local funding is secured. There should be grant opportunities which will need a City match. There will be additional revenue as industrial development takes place. ODOT would encourage the City to build this extension sooner, rather than later.

Dave Detweiler, 6375 Columbus Street, Albany, OR – Mr. Detweiler is the facilities director at Mennonite Village which has been an active participant in the planning. They support the livability of the plan. Their concern is related to Metro's request. Mennonite is anticipating building an additional building and Metro's request would impact the access to their south end of the property. And Mennonite is a closed campus, so they question what effect the Oak Creek Trail would have on that.

Scott Lepman, 100 Ferry Street, Albany, OR– The development plan is quite better than he anticipated. The density transfer is better than expected. It's a good thing that the road was removed between Columbus and Lochner. He appreciates the flexibility option for path development. His concerns are beyond the scope of the plan, and the uncertainty related to developing real estate.

Rouse asked Lepman how many acres he had in the plan area (39.22, if the road doesn't go to from Columbus to Lochner.)

The Commission took a break from 7:25 - 7:40

Opposition – Concerns

Kent Chapman, 7493 Columbus Street SE, Albany, OR - he is opposed to the City taking property. He owns 17 acres which are east of Columbus, south of the church property, and north of 7 mile lane. He questioned why the Oak Creek Parkway couldn't use the existing road to the north, instead of dropping south and going through his property.

STAFF RESPONSE:

Irish feels that there will be flexibility for the landowners, depending on density credits, wetland mitigation, etc with the development of the Oak Creek Parkway. It would start at the driveway of the church property, above Mr. Chapman's property.

Hansen, Glastra van Loon and Grenz discussed the 40% ratio of the frontage. Staff were concerned that merely stating "40% of frontage" could lead to unintended consequences. Staff will prepare some clarifying language for the next meeting.

Irish commented that while Grenz is asking for the 15-20 acres of industrial property be considered for multi-family, the TSP may not have assumed this level of use. As ODOT said, the TSP assumed some intensity in this area. A switch to multi-family could result in a more intense land use; there may be a need to have some additional analysis. Staff will research and bring an update back to the next meeting.

Tomlin asked if Grenz could request a zone change later. Irish said they could, but would probably need to provide a traffic analysis with the request. Grenz stated they would prefer URR over Industrial.

Hansen clarified that the base map used to illustrate the TSP amendments and projected street improvements is NOT the most recent Street Framework map. This will be updated before going to Council.

PLANNING COMMISSION DECISION:

Faller asked if the Planning Commission wished to recommend these proposed changes to City Council or if they wish to close the public hearing and deliberate on Tuesday, November 27, or if they wished to continue the public hearing to Tuesday, November 27.

Rouse would like to leave it open. When staff comes back with answers, she wants the public to have a right to respond.

Tomlin made a motion to leave the record open and continue the meeting to Tuesday, November 27. Rouse seconded. The motion passed 4-1 with Styler dissenting.

ACTIVITY UPDATE: None

NEXT MEETING:

Tuesday, November 27, 2012 – 2nd SAAP Amendments

Monday, December 3, 2012 – City Open House for Boards and Commissions

ADJOURNMENT:

Hearing no further business, Commission Chair Faller adjourned the meeting at 8:35 p.m.

Submitted by

Reviewed by

Tari Hayes
Administrative Assistant

Heather Hansen
Planning Manager



South Albany Area Plan
Joint City Council / Planning Commission Meeting Summary

October 8, 2012, Albany City Hall

In attendance were:

City Council members: Dick Olsen, Floyd Collins, Ray Kopczynski, Bill Coburn, Jeff Christman, Sharon Konopa, Mayor

Planning Commission: David Faller, Lolly Gibbs, Dala Rouse, Larry Tomlin

Project staff: Heather Hansen, Ron Irish, Anne Catlin, Tari Hayes

Others: 9 in the audience

South Albany Area Plan (SAAP) Update

The preferred alternative for the plan is in the “fine tuning” stage.

Since the last joint meeting on August 20, 2012 a third public event was held August 28, 2012 to present the recommended plan for the preferred alternative. Approximately 60 people attend the meeting which was an “open house” format; with recommended plan diagrams and relevant background materials on display for the public for self-guided viewing. City staff and consultants were on hand to initiate conversations, provide information and answer questions.

The SAAP will include a report and appendix.

- **SAAP Report:** The report is still being finalized by the consultants. It will summarize the purpose, process, key background, and recommendations. It will be prepared primarily from excerpts of project deliverables and will include graphics and photos.
- **SAAP Appendix:** The appendix will include the final version of all project deliverables, including the 9 technical memos – Vision; Existing Conditions; Market Analysis; Land Use and Transportation System Alternatives; Plan Outline; TSP, Comprehensive Plan and Development Code Amendment; Funding and Implementation.

The plan will be adopted as a supporting document to the Comprehensive Plan. A South Albany section will be added to the Comprehensive Plan with policies and implementation measures, a few properties will have their plan designations and zoning amended to be consistent with the preferred alternative, and Development Code amendments are proposed to implement the SAAP. The first Planning Commission public hearing is scheduled for November 19, 2012.

Comprehensive Plan Amendments

As noted in the draft memorandum, the approach is to create a new, South Albany-specific section in Chapter 8 of the Comprehensive Plan. The new section will contain goals, policies, and implementation measures as well as reference figures. The text of the policies captures the vision statement and plan objectives approved by the Technical Advisory Committee (TAC) and the Project Advisory Committee (PAC). The policies also:

- Reference the figures/maps and state that future planning and development shall be consistent with the maps;
- Capture ideas generated during the SAAP process; and
- Include a few of the policies adopted for North Albany, where they are applicable in South Albany.

The Albany Development Code will implement the Comprehensive Plan. As the study area develops, the City will look to the Comprehensive Plan for guidance. The SAAP covers 20 years into the future and land currently outside the City limits.

Rouse suggested changing Mary's Peak on Page 29, #9 to coastal range. The group agreed.

Street Framework – Transportation

Multiple options for local, intra-city, and regional travel will be provided through a connected street and pathway network, and land uses which support walking, biking and future public transit.

Streets, transportation facilities and development shall be consistent with the Street Framework, the street cross-sections in the South Albany Area Plan (SAAP), and the Transportation System Plan (TSP). The Street Framework shows the type and general location of transportation facilities planned for South Albany. It is intended to guide the alignment and connectivity of streets and intersections, and support the land uses planned for South Albany over the next 20 years. Irish noted that we have more traffic data for this area than any other part of town.

Collins referred to the caveat in the Comprehensive Plan regarding the road alignment, that the roads may not be constructed exactly where shown. The Plan should not be too specific regarding street classifications and design. Irish noted the ability to be flexible with road alignments; natural features will tend to drive road locations. He added that the TSP amendments adopted with the SAAP will have the conceptual number of lanes and the amount of right-of-way needed.

Kopczynski asked if a developer could put something in that was not part of the current TSP. Irish said yes, it could be done, but it would require a number of changes to the plan. The actual type and location of transportation facilities may vary in response to site-specific conditions and land uses, but they must still be consistent with the goals and policies established for the SAAP.

Land Use and Neighborhood Framework

Neighborhood Centers will be located at the intersection of Lochner and Ellingson, west of the intersection of Columbus and Seven Mile Lane, and in the Mennonite Village generally as shown on the Land Use Concept map.

Christman asked whether the size of the smaller neighborhood center options could change. The Plan allows flexibility in the size and exact location of lands zoned Mixed Use Commercial (MUC). Flexibility is permitted consistent with the following:

- Location- An applicant may request a "shifting" of the Neighborhood Center boundaries (MUC zoning) from those shown on the Land Use Concept for the purpose of accommodating site specific design factors (wetlands, trees, road locations), provided, the design of a pedestrian-oriented center is not compromised.
- Size - An applicant may request an increase in the land area up to a maximum of 10 acres for Neighborhood Centers, for developments that include food stores and vertical mixed use.

Albany Development Code Amendments

Only a few amendments are proposed to implement the SAAP.

Supplemental Design Standards for the Oak Creek Transition Area (in Article 8)

In order to protect the Oak Creek corridor and provide visual and physical access to Oak Creek, supplemental development standards are proposed for the Oak Creek Transition Area (OCTA). The purpose of these standards is to implement the OCTA concept by regulating the amount, location, and design of development in the OCTA.

Development between Oak Creek and the Oak Creek Parkway, and between 99E and Columbus Street is proposed to meet the following standard:

- The "development area" cannot exceed either 40 percent of the site's land area within the OCTA or 40 percent of the frontage on the north side of Oak Creek Parkway. The "development area" shall include all residential lots and development, all areas taken up by buildings, private yards, paving, streets, grading and nonnative landscaping, but does not include parks, low-impact outdoor recreation, trails, paths, wetland mitigation or restoration. Parks and trailheads do not count in the 40%.

Based on input from members of the PAC, both clear and objective standards and subjective standards are proposed for additional standards. The clear and objective standards would be reviewed through a Type I-L process, and subjective standards through a Type III process.

Density Transfer (Articles 3 and 11)

In order to encourage protection of natural features, development code amendments include allowing density transfer through the cluster or planned development processes (Article 11).

Staff asked for input on whether or not to allow more variety in housing types to enable density transfer – such as multi-family or 3 or 4 units.

It was noted that multi-family units should be near collector streets and that good roads were needed to move traffic through the neighborhoods. There hasn't been a thought to limiting housing to single story dwellings.

After some discussion, allowing limited multiple family housing, such as attached housing 2 to 4 units, was supported and with design standards as long as density limits aren't exceeded.

Miscellaneous

The group discussed ways of maintaining the oak groves in the study area, including dedicating them to the City, maintenance could then be through the Parks & Recreation department. There could also be interest in preservation from conservancy groups.

The next meeting for the plan is the November 19 Planning Commission meeting.

The meeting adjourned at 5:55 p.m.

Respectfully submitted,

Tari Hayes, Administrative Assistant
Albany Community Development Department



TO: Albany Planning Commission
FROM: Heather Hansen, Planning Manager
DATE: November 21, 2012, for the November 27, Planning Commission Meeting
SUBJECT: South Albany Area Plan (SAAP)

Action Requested:

Reopen Public Hearing, Deliberate, Make Recommendation to City Council.

Discussion:

The Planning Commission requested that staff return with some options for discussion that address issues raised at the Planning Commission meeting on November 19, 2012.

1. OAK CREEK TRANSITION AREA – FRONTAGE VERSUS AREA

Mark Grenz & Matt Wellner both suggested that the development allowance only say "40% of frontage" and not also "40% of area" since that would be more restrictive in some cases.

Staff response: Staff expressed concern about how there may be unintended consequences based on how it could be interpreted by other developers, therefore proposed revisions to Article 8 are presented in **Attachment A**.

Options:

- A. Status quo – include both frontage and area as proposed.
- B. Change language and diagrams to clarify intent of "40% of frontage" as described in **Attachment A**.

2. OAK CREEK TRANSITION AREA – 40% VERSUS 50%

Matt Wellner requested that the allowance for development in the OCTA be increased from 40% to 50%.

Staff response: Original proposals were in the 20-30% range. The number was increased to 40% after discussions with property owners. If development in the OCTA is designed as envisioned, 50% could work. And due to wetlands and other constraints, it will be difficult to reach in many cases anyway.

Options:

- A. Status quo – maintain 40%
- B. Change to 50%

3. PLAN DESIGNATION FOR PORTION OF SITE #1 (See page 27 of the 11/19/12 agenda packet)

Mark Grenz requested that a 15-20 acre portion of the property be redesignated from URR (Urban Residential Reserve) to MDR (Medium Density Residential) instead of to IL (Industrial-Light) as shown on the SAAP Land Use Plan. *See 11/19/12 letter on Multi-Tech letterhead entered into record at 11/19/12 PC hearing.*

Consultant response: While the request seems reasonable, a change to Medium Density Residential would set the stage for a conventional "introverted" apartment complex, as opposed to being an integrated part of a complete and great neighborhood. This is due to

physical barriers surrounding the site: the railroad, the elevated Ellingson railroad overcrossing, and the business park. In that respect, it doesn't meet the vision and objectives for South Albany.

Staff response:

Transportation impact of redesignating to Medium Density Residential instead of Industrial-Light: Staff asked SAAP transportation consultant, Susan Wright, PE of Kittleson & Associates if there would be significant impacts to the transportation system from redesignating the property to Medium Density Residential, instead of Industrial-Light, and whether or not additional analysis will be needed prior to adopting the SAAP.

Ms. Wright did a trip generation comparison on 11/21 and informed staff that both single family residential (at 12.7 units per acre) or apartments (at 20 units per acre) have substantially more trips than 20 acres of industrial park; more than twice the average weekday trips – 1,223 for Industrial Park, 2,418 for Single-family, and 2,600 for Medium Density Residential.

To implement the SAAP as proposed, a Transportation Planning Rule (TPR) analysis was not required because the TSP modeling assumed that the property would be zoned Industrial, therefore none of the changes impact the 20 year projections in the TSP. If the property were redesignated MDR as requested by Mr. Grenz, additional transportation analyses would be required to adopt the SAAP, which would hold up the SAAP adoption process and require additional funding.

Need for industrial land: City staff also participated in the Cascades West Council of Governments (COG) project related to industrial lands and wetlands. Not all industrial lands are equal. There are many acres zoned industrial that are not suitable for the industries' needs (size, location, dimension, etc), and therefore sit vacant. Industrial development has been sluggish, and the manufacturing sector has been reinventing itself, so the industrial land supply needs to be flexible to respond to uncertainty.

Working with the State of Oregon: City staff has been working with staff from the Oregon departments of State Lands and Land Conservation and Development to develop a streamlined permitting process for development in the South Albany Plan area. It is experimental in nature, and if successful, it is expected to be similar in nature to the process being developed through the COG project. The outcome will take over a year to come to fruition.

Options:

- A. Status quo – Redesignate property from URR to IL as shown in SAAP diagrams.
- B. Do not redesignate the property now and leave it as URR, but show it as Industrial in SAAP diagrams. Then when they are ready to develop, they can address any transportation analysis requirements and present their case for why some of it should be Medium Density Residential instead of Industrial as shown in the SAAP. The property will also need to be annexed, and the zoning can be determined by the City at that time.
- C. Redesignate 15-20 acres to MDR instead of IL, as requested. ***NOTE: We are not able to increase trip intensity through the SAAP process. This request will increase the overall trip intensity of the area from what was assumed in the TSP and will require additional analysis, mitigation, and funding prior to adopting the SAAP. This request to increase trip intensity is best addressed at the parcel level during annexation.***

4. OAK CREEK PARKWAY ALIGNMENT ON WEST SIDE OF COLUMBUS

Matt Wellner proposed that an "Area of Interest" be added to the SAAP maps, and that a note be added to Article 8.

Staff response: The note shown on the Land Use Plan that was handed out at the November 19, 2012 Planning Commission meeting had a large text box at the top. It would not be workable to add this to all SAAP maps, so staff proposes alternatives.

Options:

- A. Status quo – no changes– recognizing that there are already caveats on the maps, and in the Comprehensive Plan and Development Code. For example an existing note on the street framework diagram states: *"The precise location and alignment of streets is intended to be flexible, and may vary in response to the location of natural features."*
- B. Make proposed changes to the legend on the Street Framework map in the Comprehensive Plan, and add the text to the Comprehensive Plan, and to Article 8, as suggested in **Attachment B**.

5. OAK CREEK PARKWAY ALIGNMENT ON EAST SIDE OF COLUMBUS

Kent Chapman asked why the proposed parkway "drops down" from the existing access road and goes through his property instead of just following the access road to the north.

Consultant response: The intersection location at the existing driveway and Columbus is the starting point, and how the alignment continues exactly east of that is entirely up to the land owner and developer. We dipped it down to avoid the grove of trees. We went south rather than north, to create the opportunity for the tree grove to become part of the Oak Creek open space corridor, as opposed to being separated from it by the Oak Creek Parkway.

Mennonite Village response: Ron Litwiller emailed staff on November 20, 2012 (see **Attachment C**) suggesting that they have no objections to the proposal that the road be on the property line. He suspects that the drawing was done the way it was to protect the trees that are in the property line. He said he was confident that a road area could be worked out between Mennonite Village and Mr. Chapman that would achieve the City's goals.

Options:

- A. Status quo – no changes – recognizing that there are caveats on the maps and in the Comprehensive Plan that reinforce that the actual type and location of transportation facilities may vary in response to site-specific conditions. This is true for all transportation facilities other than existing intersections.
- B. Revise the diagrams to move the Oak Creek Parkway to the property line between Mennonite Village and Mr. Chapman's property.

6. ALLOWING ATTACHED SINGLE FAMILY, DUPLEXES, AND 3- OR 4-UNIT STRUCTURES

As proposed, Cluster Development and Planned Development would allow for up to 25% of the total units in single-family zones to be attached single-family and duplex (2-unit), and 3- or 4-unit developments when transferring density from within the OCTA or tree groves. Some Commissioners expressed concern about this allowance.

November 21, 2012

Staff response: These units can't be more than 25% of the total number; developments may not exceed the maximum density by zoning district, and must meet all applicable standards in the code. Some single-family housing developments manage to mix in 2-unit and 3-units in a manner that is compatible with the neighborhood (apartments over garages, units accessed from alleys). But perhaps allowing a 4-unit in the mix is too much of an allowance. Some may feel the same about a 3-unit.

Options:

- A. Status quo – no changes
- B. Limit additional housing types in Single-Family zones to 2-units and 3-units
- C. Limit additional housing types in Single-Family zones to 2-units

hh

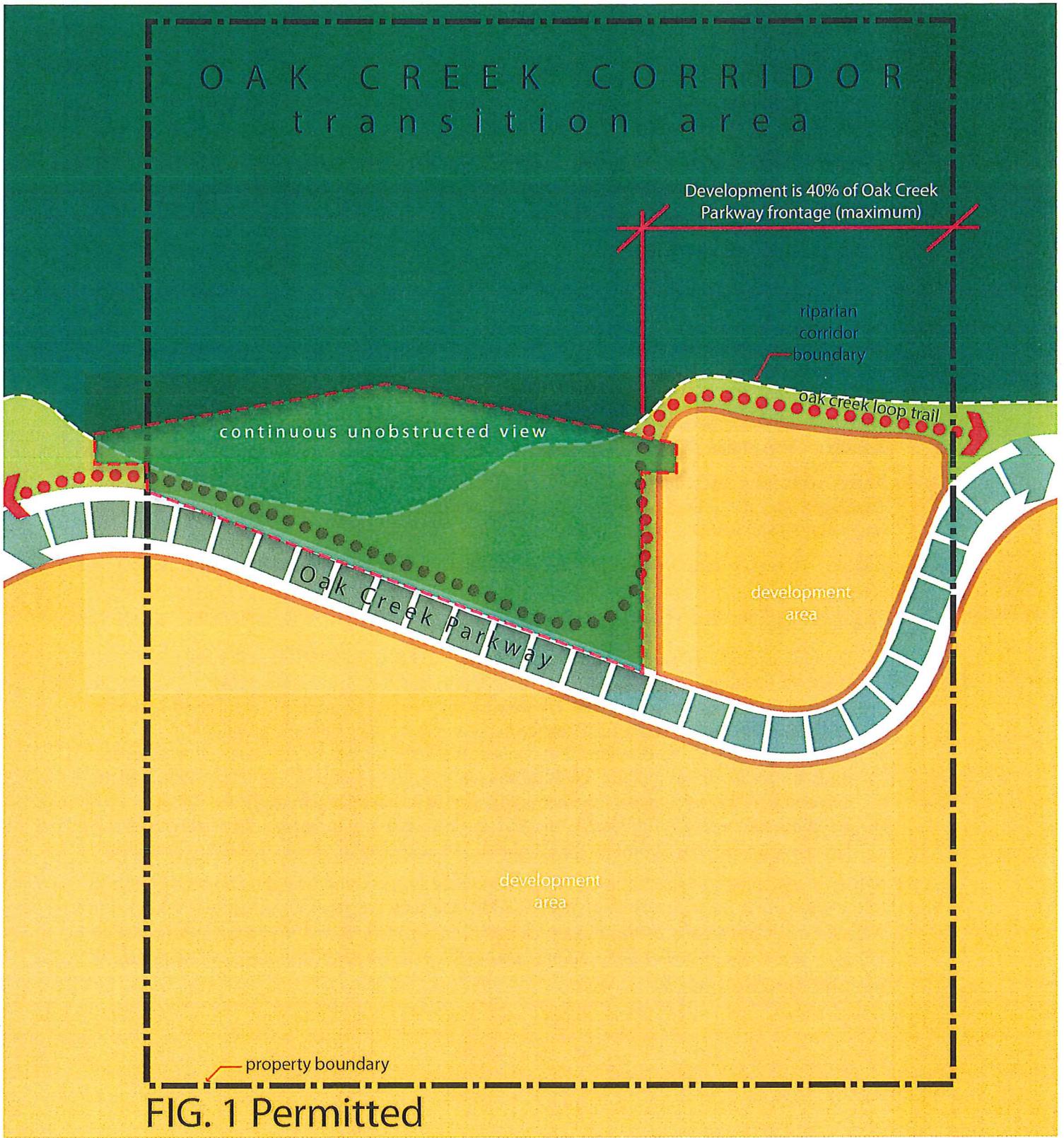
Attachments:

- A. Revisions to Article 8 to address "40% of frontage"
- B. Proposed revisions to the Street Framework, and text in Comp Plan and ADC, to address an "Area of Interest" related to the Oak Creek Parkway alignment on the west side of Columbus
- C. Communication from Ron Litwiller regarding the issue raised by Ken Chapman, among other items.

cc: Ron Irish
Martin Glastra Van Loon
Susan Wright

8.620 OCTA Development Standards. Development within the Transition Area must satisfy all of the following standards.

- (1) The design and construction of the development, utilities and trails shall limit disturbance to natural features as much as reasonably feasible.
- (2) Fences are limited to within developed areas.
- (3) Development between Oak Creek and the Oak Creek Parkway, and between 99E and Columbus Street must meet the following standards:
 - (a) The “development area” cannot exceed ~~neither 40 percent of the site’s land area within the OCTA nor~~ 40 percent of the subject site’s frontage on the north side of Oak Creek Parkway. See the illustration in Figure 1. The “development area” shall include all residential lots and development, all areas taken up by buildings, private yards, paving, streets, grading and non-native landscaping, but does not include parks, low-impact outdoor recreation, trails, paths, wetland mitigation or restoration, City construction of public infrastructure such as transportation, stormwater, sewer, and water utilities, or the private construction of public transportation and utility facilities and structures as identified in a City-adopted master plan. **The resulting undeveloped frontage along the north side of Oak Creek Parkway shall have a continuous view of the Oak Creek Corridor and associated open spaces that is not obstructed by the development area. See Figure 2.** *Staff Comment: The 40 percent maximum “development area” standard is necessary in order to maintain visual and physical access to Oak Creek from the Oak Creek Parkway.*
 - (b) Native vegetation, excluding any that is farmed for agricultural purposes, that is impacted in the developed area is mitigated through the enhancement or restoration of native vegetation in undeveloped areas per the relevant standards in ADC 6.400-6.420.
- (4) In addition to the abovementioned standards, development shall meet the standards in either (a) or (b):
 - (a) Clear and Objective Standards (Type I-L Process).
 - i. Development shall avoid the Significant Wetland and Waterway Overlay District (/SW), the Riparian Corridor Overlay District (/RC), significant tree groves identified on the South Albany Area Plan Organizational Framework map in the Comprehensive Plan (Figure 1), and oak trees over 25-inches in diameter measured at 4.5 feet from the ground; and
 - ii. Trails or paths shall be provided that connect the development to any existing or proposed trails or paths shown on the Trails Framework in the South Albany Area Plan and to adjacent neighborhood parks, or other public and semi-public amenities in the vicinity.
 - iii. Neighborhood parks or trail heads shall be incorporated into proposed developments in the locations as generally shown on the Land Use Concept Map in the South Albany Area Plan.
 - (b) Subjective Standards (Type III Process). Development is consistent with the purpose and intent of the Oak Creek Transition Area in Section 8.600 and with the applicable policies in the South Albany Area Plan section of the Albany Comprehensive Plan. *Staff Comment: Staff will go through the Comp Plan and identify the applicable policies prior to adoption, otherwise it would be too cumbersome.*



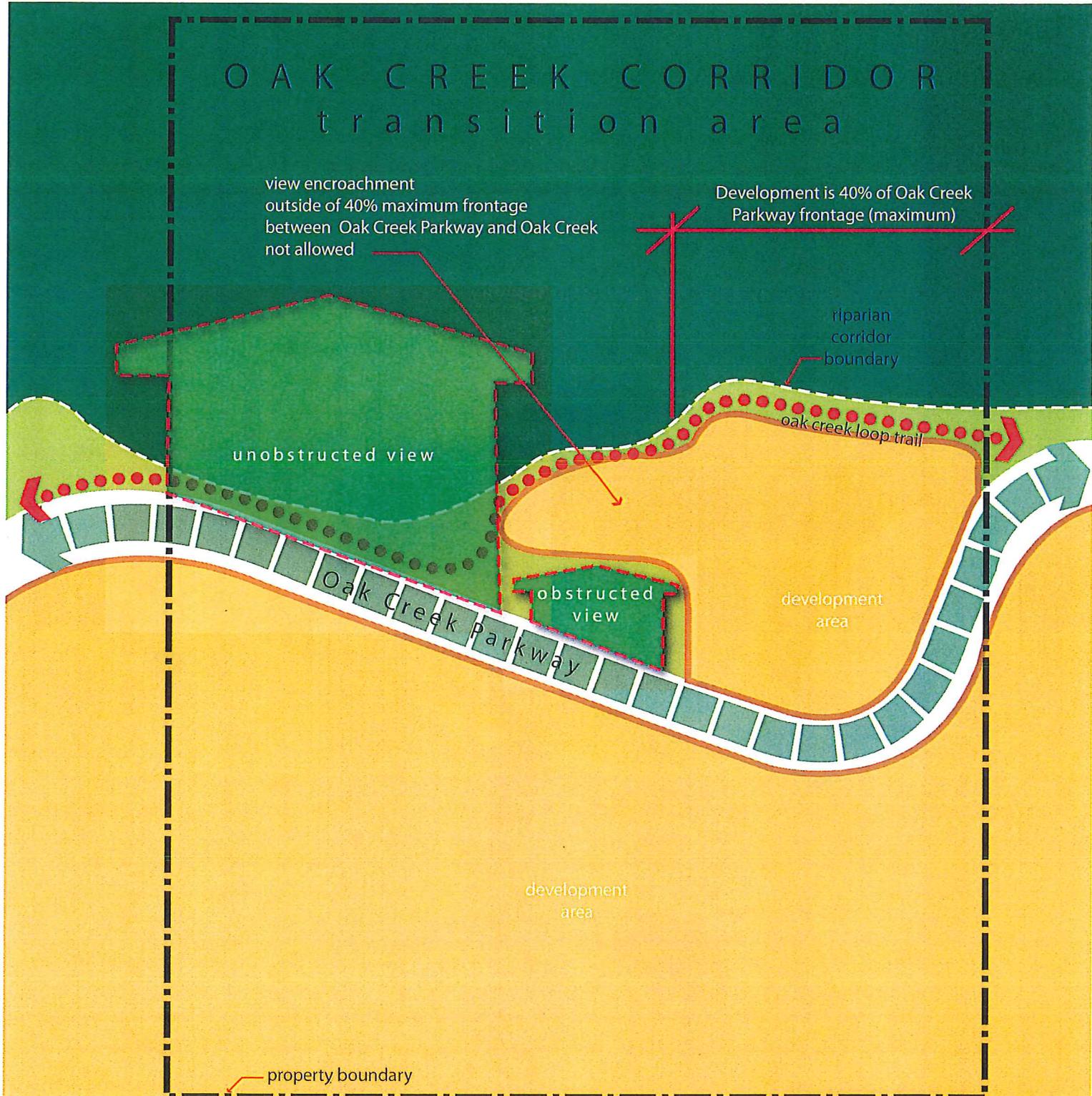


FIG. 2 Prohibited

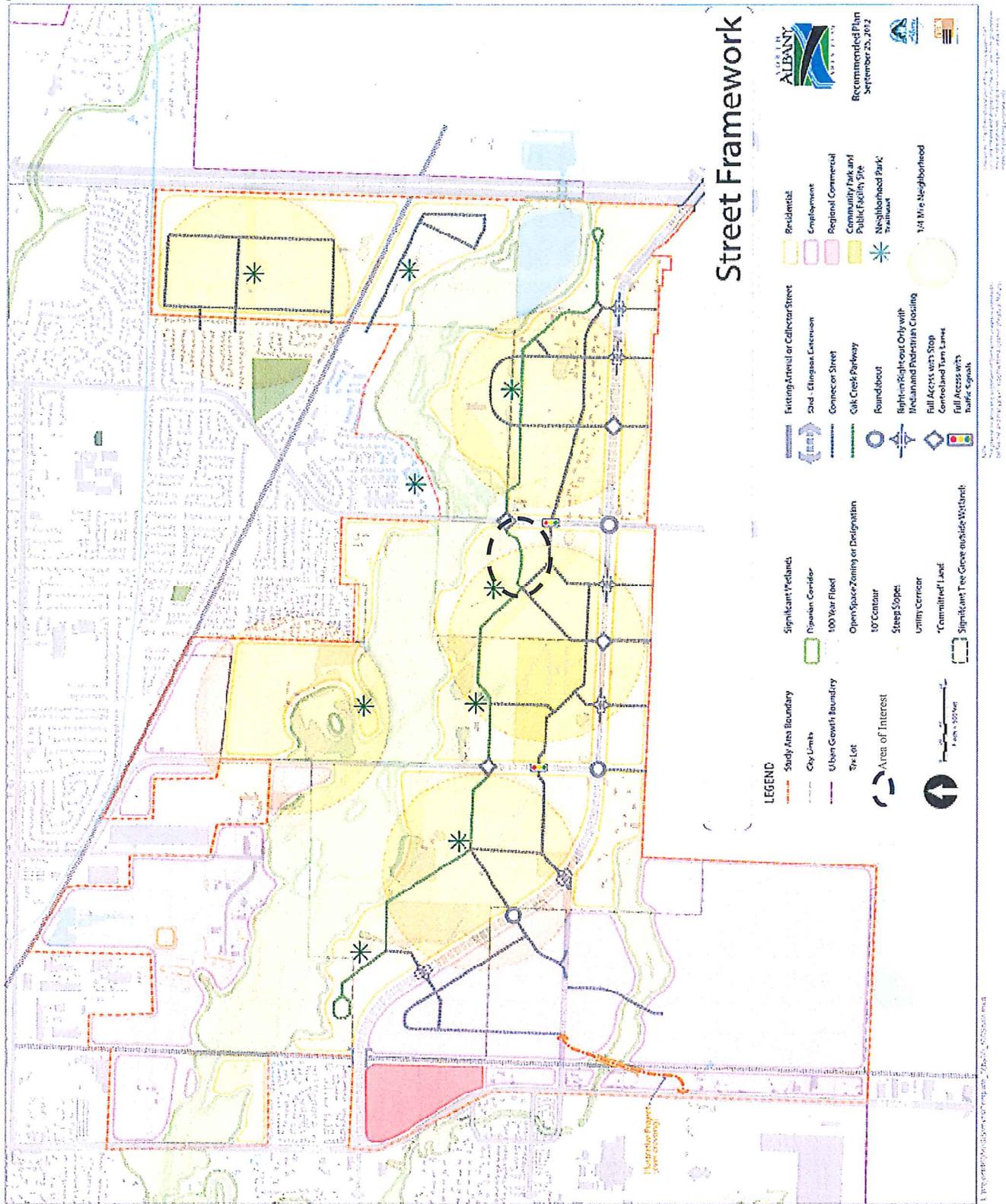


Figure 2. Street Framework

ATTACHMENT B – 11-27-12 PC Meeting

3. Highway 99E and Columbus Street/Waverly Road will be planned as safe, aesthetically pleasing, multi-modal gateways into Albany.
4. Streets, transportation facilities and development shall be consistent with the Street Framework (Figure 2), the street cross-sections in the South Albany Area Plan (SAAP), and the Transportation System Plan (TSP). The Street Framework shows the type and general location of transportation facilities planned for South Albany. It is intended to guide the alignment and connectivity of streets and intersections, and support the land uses planned for South Albany. The actual type and location of transportation facilities may vary in response to site-specific conditions and land uses, but they must still be consistent with the goals and policies established for the SAAP.
5. Connector streets and additional local streets will be required by the City to form the full walkable block pattern for the area. The Street Framework (Figure 2) includes a network of “connector” streets. The connector streets supplement the streets designated as arterials and collectors in the TSP, providing a partial local street plan for South Albany. They are not the full network of local streets. It is recognized that site specific conditions, such as wetlands, will need to be considered in the actual development of both connectors and additional local streets. **NOTE: If wetland delineations move the Parkway much further south within the Area of Interest shown on the Street Framework, it may be too close to the extension of Seven Mile Lane west of Columbus, which would trigger re-evaluation of the two proposed street alignments.**
6. In all cases, Oak Creek Parkway shall provide visual and physical access to the undeveloped areas of the Oak Creek Transition Area.
7. Where feasible, Oak Creek Parkway, a connector street that parallels Oak Creek on the creek’s south side, should serve as the southern physical edge between developed areas and undeveloped areas in the Oak Creek Transition Area (OCTA). This two lane street will connect three neighborhood parks, two trailheads, and a potential elementary school. This is intended as recommended and guiding, not mandatory. Preferred, permitted, and prohibited development patterns adjacent to Oak Creek Parkway are illustrated in the SAAP. **NOTE: The southern boundary of the OCTA may need to deviate from the Oak Creek Parkway within the Area of Interest shown on the Street Framework (Figure 2) if the Parkway is forced south due to development constraints.**
8. The City supports access and sufficient rail crossings in the industrial areas of South Albany in order to provide:
 - a. Access for emergency vehicles;
 - b. Freight access for industrial developments;
 - c. Connectivity between the Study Area and Linn-Benton Community College (LBCC); and
 - d. Capacity to support development of the study area at full build-out.
9. All trails, trailheads and related development shall be consistent with the Trails Framework (Figure 3). The Trails Framework is intended to provide a series of trail loops and connections that link designations within South Albany, and connect South Albany with the rest of the City. The Trails Framework provides general alignment for trails in the Albany TSP, and additional trails that were identified during the SAAP process.
10. Connect every street stub to another street, existing or proposed. An exception will be made where there are existing hazardous conditions for pedestrians, such as no sidewalks, or for vehicles, such as poor sight distance or accident history. An exception is also warranted where it is not practical to extend the street due to on-site physical constraints, such as existing development, steep slopes, wetlands, or drainageways, in which case the new development shall provide for a cul-de-sac to end the street.

***PROPOSED DEVELOPMENT CODE AMENDMENTS
TO IMPLEMENT THE SOUTH ALBANY AREA PLAN***

PROPOSED STANDARDS IN ARTICLE 8 FOR OAK CREEK TRANSITION AREA:

Staff Comments: In order to protect the Oak Creek corridor and provide visual and physical access to Oak Creek, supplemental development standards are proposed for the Oak Creek "Transition Area." This is a new section, but is not shown in bold for ease of reading.

**SUPPLEMENTAL DESIGN STANDARDS
FOR THE OAK CREEK TRANSITION AREA**

- 8.600 Purpose and Intent. The purpose of the Oak Creek Transition Area (OCTA) is to guide development review and more detailed planning for the transitional areas between Oak Creek and adjacent developed and developable areas. The OCTA works in combination with the Open Space zone, natural resource overlay zones and the development review process to ensure that the larger Oak Creek corridor is protected for the long term and provides benefits to all of Albany. The OCTA is specifically intended to:
- (1) Integrate open space areas, both public and private, near Oak Creek;
 - (2) Be the centerpiece of the South Albany open space system and provide multiple benefits including wetland protection and mitigation, habitat, flood storage, pathways, recreation, history, environmental education and visual identity for the area;
 - (3) Be South Albany's "front yard" - physically and visually accessible to adjacent development;
 - (4) Create a multitude of public spaces and connections (parks, trails, trailheads, visual, etc.) between "Oak Creek Parkway" (an east-west street) and the public edge of undeveloped areas;
 - (5) Include a continuous east-west pathway, and other pathways that connect north and south to community destinations; and
 - (6) Preserve archeological and historical resources as heritage sites if feasible.
- 8.610 Applicability. The OCTA supplemental standards apply as follows:
- (1) South of Oak Creek, the standards apply between the Riparian Corridor overlay boundary around Oak Creek and the north edge of the right-of-way for Oak Creek Parkway. Oak Creek Parkway's location is generally identified in the South Albany Area Plan chapter of the Comprehensive Plan, on Figure 2, Street Framework. **NOTE: The southern boundary of the OCTA may need to deviate from the Oak Creek Parkway within the Area of Interest shown on the Street Framework if the Parkway is forced south due to development constraints.**
 - (2) North of Oak Creek, the standards apply within 100 feet from the upland edge of the Riparian Corridor Overlay District (RC).
- 8.620 OCTA Development Standards. Development within the Transition Area must satisfy all of the following standards.
- (1) The design and construction of the development, utilities and trails shall limit disturbance to natural features as much as reasonably feasible.
 - (2) Fences are limited to within developed areas.
 - (3) Development between Oak Creek and the Oak Creek Parkway, and between 99E and Columbus Street must meet the following standards:
 - (a) The "development area" cannot exceed neither 40 percent of the site's land area within the OCTA nor 40 percent of the subject site's frontage on the north side of Oak Creek Parkway. See

From: Ron Litwiller [Ron@mennonitevillage.org]
Sent: Tuesday, November 20, 2012 10:57 AM
To: Hansen, Heather
Cc: Dave Detweiler
Subject: SAAP - Mennonite Village

Hi Heather,

Thanks for all your support for Mennonite Village's plans for the future. I have appreciated the give and take and the way that you have taken our plans into consideration. Perhaps I should clarify an item or two.

1. Regarding Kent Chapman's concern about the road that would go back to the church building – we do not object to a proposal that the road be on the property line. I suspect the drawing was done the way it was to protect the trees that are in the property line. I would be confident that a road area could be worked out between Mennonite Village and Mr. Chapman that would achieve the City's goals.
2. As I recall the question raised about 40% etc. relates to the areas along the Parkway between Columbus Street and Lockner. If I am wrong about that please let me know. I suspect some minor wording changes can help achieve what developers and the city want.
3. I also spoke with Matt Wellner about his concern that an entrance to his property across from the entrance to our church property would harm his land. Not only would such an entrance be expensive (elevation and wetlands), I suspect that the need is questionable. I have even wondered if it would be to Mennonite Village's benefit to have a T entrance on Columbus rather than a crossroad.

Thanks again for your leadership with the planning. See you on the 27th. ☺ Ron

Ron Litwiller
President/CEO
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