Planning Commission Agenda

Development and Public Works Director
Tom Boyatt, AIC 541-726-3697
Current Development Manager:
Greg Mott 541-726-3774
Management Specialist:
Brenda Jones 541.726.3610
City Attorney's Office
Mary Bridget Smith

City Hall
225 Fifth Street
Springfield, Oregon 97477
541.726.3610
Online at www.springfield-or.gov

Planning Commissioners:
Greg James, Chair
Michael Koivula, Vice Chair
Nick Nelson
Tim Vohs
Sean Dunn
Andrew Landen
Troy Sherwood

The meeting location is wheelchair-accessible. For the hearing-impaired, an interpreter can be provided with 48 hours' notice prior to the meeting. For meetings in the Council Meeting Room, a "Personal PA Receiver" for the hearing impaired is available. To request a reasonable accommodation at this meeting, please contact Brenda Jones at 541.726.3610 or bjones@springfield-or.gov.

Meetings will end prior to 10:00 p.m. unless extended by a vote of the Planning Commission.

All proceedings before the Planning Commission are recorded.

WEDNESDAY
February 21, 2018

7:00 p.m. Regular Session
Council Chambers

CONVENE AND CALL TO ORDER THE REGULAR SESSION OF THE SPRINGFIELD PLANNING COMMISSION

ATTENDANCE: Chair James _____, Vice Chair Koivula _____, Nelson _____, Vohs _____, Dunn _____, Landen _____, Sherwood _____.

PLEDGE OF ALLEGIANCE

ADJUSTMENTS TO THE REGULAR SESSION AGENDA

In response to a request by a member of the Planning Commission, staff or applicant; by consensus

BUSINESS FROM THE AUDIENCE

Testimony is limited to 3 minutes; testimony may not discuss or otherwise address public hearings appearing on this Regular Session Agenda

PUBLIC HEARING(S)

QUASI-JUDICIAL PUBLIC HEARING –

1. Zoning Map Amendment – Rezone approximately 5.23 acres of mostly vacant land from Low Density Residential (LDR) to Public Land and Open Space (PLO) Jasper Road Trailhead Park 3202 Jasper Road

   Staff: Andy Limbird
   20 Minutes

CONDUCT OF QUASI-JUDICIAL PUBLIC HEARING BEFORE THE PLANNING COMMISSION

- ☐ Staff explanation of quasi-judicial hearing process (ORS 197.763) City Attorney
- ☐ Chair opens the public hearing
- ☐ Commission members declaration of potential conflicts of interest; disclosure of "ex-parte" contact
- ☐ Chair inquires whether there are objections to jurisdiction of the Planning Commission to conduct this hearing
- ☐ Staff report
- ☐ Testimony from the applicant
- ☐ Testimony in support of the application
- ☐ Testimony neither in support of nor opposed to the application
- ☐ Testimony opposed to the application
- ☐ Summation by staff
- ☐ Rebuttal from the applicant
- ☐ Possible questions to staff or public
- ☐ Consideration of request for continuation of public hearing, extension of written record, or both
- ☐ Close or continue public hearing; close or extend written record (continuance or extension by motion)
- ☐ Planning Commission discussion
- ☐ Motion to approve, approve with conditions or modifications, or deny the application based on the information contained in the staff report, oral and written testimony, and all other evidence submitted into the record
- ☐ Final Order signed by Chair incorporating findings and reasoning to support the decision

REPORT OF COUNCIL ACTION

BUSINESS FROM THE PLANNING COMMISSION

- Upcoming Planning Commission meetings, committee assignments, appointments or other business

BUSINESS FROM THE DEVELOPMENT AND PUBLIC WORKS DIRECTOR

ADJOURN REGULAR SESSION OF THE SPRINGFIELD PLANNING COMMISSION

AGENDA ITEM SUMMARY	**Meeting Date:**	2/21/2018
	Meeting Type:	Regular Meeting
	Staff Contact/Dept.:	Andy Limbird, DPW
	Staff Phone No:	541-726-3784
	Estimated Time:	20 Minutes
S P R I N G F I E L D PLANNING COMMISSION	**Council Goals:**	Promote and Enhance our Hometown Feel while Focusing on Livability and Environmental Quality

ITEM TITLE:	ZONING MAP AMENDMENT – REZONE APPROXIMATELY 5.23 ACRES OF MOSTLY VACANT LAND FROM LOW DENSITY RESIDENTIAL (LDR) TO PUBLIC LAND AND OPEN SPACE (PLO)
ACTION REQUESTED:	Conduct a public hearing and deliberations, and approve, approve with amendments, or deny a request for Zoning Map Amendment from Low Density Residential (LDR) to Public Land and Open Space (PLO).
ISSUE STATEMENT:	Willamalane Park & Recreation District is requesting a Zoning Map Amendment for a 5.23-acre property from LDR to PLO.
ATTACHMENTS:	1. Staff Report and Findings for Zoning Map Amendment 2. Application and Exhibits 3. PC Final Order – Zoning Map Amendment Request 811-18-000003-TYP3
DISCUSSION:	The property requested for Zoning Map Amendment is a mostly vacant 5.23-acre parcel near the intersection of South 32nd Street and Jasper Road. This property was the subject of an annexation, approved in 2016, and subsequent Site Plan Review Approval for the development of Project #4.17, Willamalane Comprehensive Plan, for a natural area park, trailhead parking lot, and a portion of the Mill Race pathway, also approved in 2016. The applicant is requesting a Zoning Map amendment to change the zoning of the property from Low Density Residential (LDR) to Public Land and Open Space (PLO). The property is addressed as 3202 Jasper Road (Assessor's Map 18-02-06-24, Tax Lot 4000). The public hearing for this application is scheduled for Wednesday February 21, 2018. The subject property is zoned and designated LDR in accordance with the Springfield Zoning Map and the adopted *Metro Plan* diagram. Section 3.2-705.A of the Springfield Development Code (SDC) provides for PLO zoning to be applied to properties planned for park and open space uses. The subject property is owned by Willamalane and is a part of the Mill Race pathway system. The Mill Race pathway connections between the Middle Fork pathway, South 32nd Street, and the Booth-Kelly site near downtown Springfield are identified as key projects in the adopted *Willamalane Comprehensive Plan*, which is a refinement plan to the *Metro Plan*.

Staff Report and Findings
Planning Commission
Zone Change Request (Willamalane Park & Recreation District)

Hearing Date: February 21, 2018

Case Number: 811-18-000003-TYP3

Applicant: Eric Adams, Willamalane Park & Recreation District

Property Owner: Willamalane Park & Recreation District

Site: 3202 Jasper Road (Map 18-02-06-24, Tax Lot 4000)

Request
Rezone Tax Lot 4000 from Low Density Residential (LDR) to Public Land and Open Space (PLO).

Site Information/Background
The application was submitted on January 8, 2018 and the public hearing on the matter of the Zone Change request is scheduled for February 21, 2018. The City conducted a Development Review Committee meeting on the Zone Change request on January 30, 2018.

The property requested for Zoning Map Amendment is a mostly vacant 5.23-acre parcel near the intersection of South 32nd Street and Jasper Road. This property was the subject of an annexation, approved in 2016, and subsequent Site Plan Review Approval for the development of Project #4.17, Willamalane Comprehensive Plan, for a natural area park, trailhead parking lot, and a portion of the Mill Race pathway, also approved in 2016. The applicant is requesting a Zoning Map amendment to change the zoning of the property from Low Density Residential (LDR) to Public Land and Open Space (PLO). The property is addressed as 3202 Jasper Road (Assessor's Map 18-02-06-24, Tax Lot 4000).

In accordance with Section 3.2-705.A of the Springfield Development Code (SDC), the Public Land and Open Space district is used to accommodate government, educational, and park and open space uses. Schools, parks, public open space, and recreational amenities are considered key urban services in accordance with the adopted *Metro Plan*. Because parks and open space are considered compatible with a wide range of land uses, PLO zoning is permitted in all *Metro Plan* land use designations in accordance with SDC 3.2-705.B. Additionally, because the subject Zone Change request is site-specific and does not propose to modify the adopted *Metro Plan* diagram, it is being processed as a Type III Zoning Map amendment. The proposed Zoning Map amendment also would bring the property into conformity with the adopted Willamalane Comprehensive Plan.

Notification and Written Comments
Notification of the February 21, 2018 Planning Commission public hearing was sent to all property owners and residents within 300 feet of the site on January 30, 2018. Notification was also published in the February 6 and 13, 2018 editions of *The Register Guard*. No telephone calls or public comments were received.

Criteria of Approval
Section 5.22-100 of the SDC contains the criteria of approval for the decision maker to utilize during review of Zoning Map amendment requests. The Criteria of Zoning Map amendment approval criteria are:

SDC 5.22-115 CRITERIA

C. Zoning Map amendment criteria of approval:

1. Consistency with applicable Metro Plan *policies and the* Metro Plan *diagram;*

2. *Consistency with applicable Refinement Plans, Plan District maps, Conceptual Development Plans and functional plans; and*

3. *The property is presently provided with adequate public facilities, services and transportation networks to support the use, or these facilities, services and transportation networks are planned to be provided concurrently with the development of the property.*

4. *Legislative Zoning Map amendments that involve a Metro Plan Diagram amendment shall:*

   a. *Meet the approval criteria specified in Section 5.14-100; and*

   b. *Comply with Oregon Administrative Rule (OAR) 660-012-0060, where applicable.*

Proposed Findings In Support of Zone Change Approval

Criterion: Zoning Map amendment criteria of approval:

1. Consistency with applicable *Metro Plan* policies and the *Metro Plan* diagram;

Finding 1: In accordance with the Parks and Recreation Facilities Element of the *Metro Plan*, a parks and recreation program with sufficient diversity to meet the needs of the residents is key to enhancing the livability of a community. Natural area parks and pathways are two types of facilities that can meet this need by providing active and passive recreational opportunities for nearby residents.

Finding 2: *Metro Plan* Policy H.2, Page III-H-4 states: "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."

Finding 3: In accordance with *Metro Plan* Policy H.3, Page III-H-4, acquisition of park land in projected growth areas shall be coordinated with developers to serve the needs of their developments.

Finding 4: Consistent with the *Metro Plan* policies, the subject property is a 5.23-acre parcel that was acquired by Willamalane in 2013.

2. Consistency with applicable Refinement Plans, Plan District maps, Conceptual Development Plans and functional plans;

Finding 5: There is no adopted neighborhood Refinement Plan or Conceptual Development Plan specific to this area of Springfield. Therefore, the *Metro Plan* diagram remains the prevailing comprehensive plan diagram for this site.

Finding 6: The subject site is identified as part of the Mill Race connector pathway and trailhead (Project 4.17) in the adopted Willamalane Comprehensive Plan, which is a refinement plan to the *Metro Plan*. The subject site is part of a larger natural area park that has limited improvements such as a trailhead parking lot, restrooms, public recreational pathways, and other small-scale features such as signage and benches.

Finding 7: Consistent with provisions of the *Metro Plan* and the adopted Willamalane Comprehensive Plan, the trailhead parking lot and connector pathway was subject to a separate Site Plan Review and approval process prior to having any improvements constructed on the site (Case TYP216-00013).

Finding 8: The City previously adopted the Residential Land Use and Housing Element of the *Springfield 2030 Refinement Plan*. In accordance with Policy H.14, existing neighborhood refinement plan policies and new plans shall emphasize the enhancement of residential neighborhood identity through improved

walkability and safety and improved convenient access to neighborhood services parks schools and employment opportunities.

Finding 9: The *Springfield Residential Land and Housing Needs Analysis* prepared by ECONorthwest in 2011 identifies a variety of non-residential land uses that are needed to serve the community, including parks and schools. The ECONorthwest study determined there is a 300-acre deficit of land designated for parks and open space in the city. The requested zone change would reduce this deficit and it would acknowledge the existing public park facilities already developed on the property.

Finding 10: *The Springfield 2035 Transportation System Plan* (TSP) is the functional refinement to the Metro Plan dealing specifically with transportation facilities and Springfield's compliance with statewide planning Goal 12. The proposed zone change from LDR to PLO is consistent with, and does not alter the TSP's policies and projects, and is therefore consistent with the TSP.

3. The property is presently provided with adequate public facilities, services and transportation networks to support the use, or these facilities, services and transportation networks are planned to be provided concurrently with the development of the property.

Finding 11: The property requested for Zone Change has a full range of public utilities and services available, and a developed urban transportation network (South 32nd Street and Jasper Road) along the property frontage. Urban utilities have already been extended to serve the trailhead parking lot area, including sanitary sewer and water for restrooms and electricity for illumination of the parking lot and restroom building. Other utilities (including but not limited to storm sewer pipes, natural gas and telecommunications) can be extended to the property as future development requirements dictate.

4. Legislative Zoning Map amendments that involve a Metro Plan Diagram amendment shall:

a. Meet the approval criteria specified in Section 5.14-100; and

b. Comply with Oregon Administrative Rule (OAR) 660-012-0060, where applicable.

Finding 12: The requested Zone Change is being undertaken as a site-specific change in compliance with provisions of the adopted *Metro Plan* and Section 3.2-705.B of the City's Development Code. Because the proposed PLO zoning is compatible with the *Metro Plan* land use designation, a *Metro Plan* diagram amendment is not required or warranted. Therefore, the criterion to comply with SDC 5.14-100 is not applicable.

Finding 13: The Transportation Planning Rule, OAR 660-012-0060(1), requires a local government to put in place certain mitigation measures if an amendment to a land use regulation (including a zoning map amendment) would "significantly affect" an existing or planned transportation facility. OAR 660-012-0060 (9) provides that the "local government may find that an amendment to a zoning map does not significantly affect an existing or planned transportation facility" if all the requirements in subsections (a)-(c) are met.

Finding 14: OAR 660-012-0060 (9)(a) requires that the proposed zoning map amendment be consistent with the existing comprehensive plan map designation, and the map amendment does not change the comprehensive plan map. As found above, the proposal requires only a change of the official Springfield Zoning Map, and not the *Metro Plan* diagram.

Finding 15: OAR 660-012-0060 (9)(b) requires that the local government has an acknowledged Transportation System Plan (TSP) and that the proposed zoning map amendment is consistent with the TSP. The *Springfield 2035 TSP* was acknowledged by DLCD, and the proposed zone change is consistent with the TSP, and does not affect TSP policies or projects.

Finding 16: OAR 660-012-0060 (9)(c) requires that the area subject to the proposed zoning map amendment not be subject to an exemption from the TPR standards pursuant to a prior UGB amendment or TSP amendment to account for urbanization of the area. The subject site has long been within the Springfield UGB and city limits, so this criterion is not applicable.

Finding 17: Because the proposed zoning map amendment meets all the criteria of OAR 660-012-0060(9)(a)-(c), the proposed amendment does not "significantly affect" an existing or planned transportation facility under OAR 660-012-0060(1), and no mitigation measures under that rule are required. Therefore, the proposal complies with the Transportation Planning Rule, OAR 660-012-0060.

Conclusion: Based on the above-listed criteria, staff recommends support for the request as the proposal meets the stated criteria for Zone Change approval in accordance with provisions of the *Metro Plan* and the Springfield Development Code.

Conditions of Approval
SDC Section 5.22-120 allows for the Approval Authority to attach conditions of approval to a Zone Change request to ensure the application fully meets the criteria of approval. The specific language from the code section is cited below:

5.22-120 CONDITIONS

The Approval Authority may attach conditions as may be reasonably necessary in order to allow the Zoning Map amendment to be granted.

The subject property is designated as part of a larger natural area park and, as such, it is not expected that extensive development will occur on the property. Site development with paved pathways and other improvements has occurred in accordance with the Site Plan Review approval issued for the property pursuant to Case TYP216-00013. The existing development meets the provisions of the SDC for park and open space facilities within the PLO District.

The Planning Commission may choose to apply conditions of approval as necessary to comply with the Zone Change criteria.

Additional Approvals
The applicant has obtained necessary land use approvals for construction of a trailhead parking lot, pathway, and related amenities on the property. Rezoning the property to PLO would appropriately reflect the status of the property as a public natural area park, trailhead and pathway connection.

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

Zoning Map Amendment, Type III

Required Project Information	***(Applicant: complete this section)***		
Applicant Name:	Eric Adams	**Phone:**	541-736-4048
Company:	Willamalane Park & Recreation District	**Fax:**	
Address:	250 S. 32nd Street Springfield, OR 97478		
Applicant Signature:	Applicant Also owner		
Property Owner:	Willamalane Park & Recreation District	**Phone:**	541-736-4015
Company:		**Fax:**	
Address:	250 S. 32nd Street Springfield, OR 97478		
Owner Signature:			

If the applicant is other than the owner, the owner hereby grants permission for the applicant to act in his or her behalf

ASSESSOR'S MAP NO: 18-02-06-24 **TAX LOT NO(S):** 4000

Property Address: 3229 Jasper Road Springfield, OR 97478

Area of Request **Square Feet:** 227,818.8 **Acres:** 5.23

Existing Use(s) of Property: Parks, Open Space, Natural Area, Multi-use Path

Description of The Proposal: Zoning Map Amendment request to change the designation of (1) parcel containing the Mill Race Path Jasper Road Trailhead from LDR to PLO.

Required Property Information	***(City Intake Staff: complete this section)***		
Case No.:	811-18-000003-TYP	**Date:** 1/8/18	**Received by: (initials)** MQM
Application Fee:	5781.00	**Postage Fee:** 421.00	**Total Fee:** 6491.25

Date Received

JAN 08 2018

Original Submittal

Edited 7/19/2007 bjones

Zoning Map Amendment Submittal Requirements Checklist

1. **The application fee -** Refer to the Development Code Fee Schedule for the appropriate application and postage fee. A copy of the Fee Schedule is available at the Development Services Department.

2. **Deed** - A copy of the deed to show ownership.

3. **Vicinity Map** – A map of the property and the surrounding vicinity which includes the existing zoning and plan designations. One copy must be reduced to 8 ½" by 11" which will be mailed as part of the required neighboring property notification packet.

4. **Findings** - Before the Planning Commission can approve a Zone/Overlay District Change Request, there must be information submitted by the applicant which adequately supports the request. The Criteria the Planning Commission will consider in making their decision is listed below. If insufficient or unclear data is submitted by the applicant, there is a good change that the request will be denied or delayed. It is recommended that you hire a professional planner or land use attorney to prepare your findings.

Criteria of Approval (Quasi-judicial)

SDC 12.030 requires that in reaching a decision on these actions, the Planning Commission or Hearings Official map approve, approve with conditions or deny a quasi-judicial Zoning Map amendment based upon approval criteria (a)-(c), below.

(a) Consistency with the Metro Plan policies and the Metro Plan Diagram;

(b) Consistency with applicable Refinement Plans, Plan District maps, Conceptual Development Plans and functional plans; and

(c) The property is presently provided with adequate public facilities, services and transportation networks to support the use, or these facilities, services and transportation networks are planned to be provided concurrently with the development of the property.

Date Received

JAN 08 2018

Original Submittal

CITY OF SPRINGFIELD

ZONING MAP AMENDMENT APPLICATION

WILLAMALANE PARK & RECREATION DISTRICT
MILL RACE PATH JASPER ROAD TRAILHEAD

December 21, 2017

CAMERON McCARTHY
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

Date Received

JAN 08 2018

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Date Received

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Original Submittal

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LAND USE APPLICATION FORMS

Zoning Map Amendment

WRITTEN STATEMENT

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EXHIBITS

A Deed ..... A

B Vicinity Map ..... B

C Transporation Planning Rule Analysis Technical Memorandum C

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WILLAMALANE PARK & RECREATION DISTRICT
MILL RACE PATH JASPER TRAILHEAD

ZONING MAP AMENDMENT APPLICATION

Written Statement

1.0 PROJECT INFORMATION

Applicant's Request: The applicant, Willamalane Park & Recreation District, requests approval of a Zoning Map Amendment to change the zoning designation from Low Density Residential (LDR) to Public Land and Open Space (PLO) in order to affirm future use of the property for a park.

and recreation purposes.

Property Owner:
Willamalane Park and Recreation District
250 South 32nd Street
Springfield, OR 97478
541.736.4025

Applicant:
Eric Adams
Planning and Development Manager
Willamalane Park and Recreation District
250 S. 32nd Street
Springfield, OR 97478
541.736.4048
eric.adams@willamalane.org

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

Project Name: Mill Race Path Jasper Road Trailhead

Subject Property:
Assessor's Map 18-02-06-24
Tax Lot 4000

Location:
No site address is associated with this tax lot.
Geographic Coordinates:
X 4269004 Y 873033 (State Plane X, Y)

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	Latitude: 44.0356° Longitude: -122.9805°
Property Size:	5.23 acres (227,818.8 square feet)
Total Development Area:	N/A
Metro Plan Designation:	Low Density Residential
Metro Plan Overlay Designation:	N/A
Zoning Designation:	Low Density Residential
Overlay Zoning Designation:	Urban Fringe Overlay District (UF-10) Drinking Water Protection Overlay District (DWP) Floodplain Overlay District (FP)
Project Number/Associated Meetings:	N/A
Associated Land Use Applications:	ANX15-00004 (Annexation); PRE16-0006 (Pre-Submittal for Site Plan Review); TYP216-00013 (Site Plan Review); TYP216-00009 (Tree Felling); TYP116-00008 (Floodplain Development); TYP116-00036 (Property Line Adjustment); TYP116-00037 (Property Line Adjustment); TYP116-00043 (Property Line Adjustment)

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Original Submittal

2.0 DESCRIPTION OF PROPOSAL

2.1 Overview

Willamalane Park and Recreation District ("the Applicant") requests approval of a Zoning Map Amendment to change the zoning designation of the Mill Race Path Jasper Road Trailhead site from Low Density Residential (LDR) to Public Land and Open Space (PLO) in order to affirm future use of the property for parks and recreation purposes.

2.2 Location

The property (site, subject site) is located entirely within the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) Boundary, Springfield's Urban Growth Boundary (UGB), and Springfield city limits. The site is identified on Lane County Assessor's Map 18-02-06-24 as Tax Lot 4000 and is 5.23 acres (227,818.8 square feet) in size. Exhibit B Vicinity Map shows the site as located in south Springfield, at the intersection south of 32nd Street and Jasper Road near Agnes Stewart Middle School and the Willamalane Center for Sports and Recreation. The subject site is the location of the recently constructed Mill Race Path Jasper Road Trailhead.

2.3 Purpose and Need

Parks and Recreation Needs
The request involves a Zoning Map Amendment for one (1) parcel within Springfield city limits under the ownership of Willamalane Park and Recreation District. Willamalane recently completed the construction of a voter-approved bond measure project consisting of a 3.1-mile multi-use path and trailhead. In 2016, the Applicant obtained approval of a series of Property Line Adjustments in order to consolidate improved property under their ownership and allow for the disposition of the undeveloped remainder of the subject property.

The trailhead is located on Tax Lot 4000 (Map 18-02-06-24) following City approval TYP116-00036, TYP116-0037, and TYP116-00043. Trailhead development includes a covered informational kiosk; a 19-space motor vehicle parking area; eight bicycle parking spaces; benches and picnic tables; irrigated planter beds; vegetated stormwater facilities; internal pedestrian walkways for circulation and connectivity to the path and other proposed elements within the trailhead; and a 250-square foot restroom enclosure accommodating two restrooms. The subject site, including the surrounding four (4) tax lots, is designated Low Density Residential by the Metro Plan and Springfield Development Code. In order to ensure the trailhead and path's long-term use compatibility on the subject site, a Zoning Map Amendment to change the zoning from LDR to PLO is requested.

The Mill Race Path project is identified in Willamalane's Comprehensive Plan. Adopted in 2012, the Park and Recreation Comprehensive Plan is a 20-year strategy outlining specific, community-supported initiatives to achieve Willamalane's vision for Eugene-Springfield Metropolitan area. The Plan also includes a Capital Improvement Plan, which prioritizes the Plan's proposed actions, and a Community Needs Assessment outlining the community's identified recreational deficiencies and preferences for the 20-year planning period. As specified within the Comprehensive Plan, the

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District's proposed overall standard for parkland is 14.00 acres per 1,000 residents; which is similar to the average standard for comparable cities/districts.[1]

The population within Willamalane's planning area is expected to grow by almost 16,000 residents in the next 20 years. More residents means a greater demand for parks, facilities, and public services. Among the key findings of the aforementioned Needs Assessment, by 2030 an additional 364 acres of parkland will be needed to meet the district's 14.00 acres per 1,000 residents.[2] Therefore, a strong link exists between this proposed zone change, the existing and proposed population needs in the area, and Willamalane's comprehensive goals. Rezoning the subject property to PLO offers a unique opportunity to respond to identified recreation needs.

Regional and Community Needs

In addition to the direct needs of the Willamalane Park and Recreation District, the requested amendment provides an opportunity for the City to meet community needs. Oregon specifies that Springfield must give high priority to satisfying the recreational needs of its community, while balancing housing demand and outward expansion.

The applicant's request for a Zoning Map Amendment is consistent with at least two (2) of the City Council stated goals under which the City is developing its Comprehensive Plan:

- *Encourage a pattern of mixed land uses and development densities that will locate a variety of different life activities, such as employment, housing, shopping and recreation, in convenient proximity, to encourage and support multiple modes of transportation, including walking, bicycling, and transit, in addition to motor vehicles both within and between neighborhoods and districts.*

- *In both redevelopment areas and new employment growth areas on the periphery, establish planning and design standards that will promote economically viable development of attractive, affordable and engaging districts and neighborhoods.*[3]

A Zoning Map Amendment for this site will ensure future development in Springfield occurs in areas that accommodate a variety of lifestyle activities, including outdoor recreation and multi-modal transportation routes and options. Equally important, conserving the site for public use and open space applies planning standards that ensure the economic sustainability of new growth areas on the periphery. Immediate proximity to parks and open space has been shown to increase the attractiveness and desirability of neighborhoods and residential properties. Currently the variety and availability of open space within and on the fringe of southern Springfield is limited. Preserved as open space, the project will deliver needed recreation services to an underserved area. The site's proximity to Agnes Steward Middle School provides future opportunities for outdoor learning, while mitigating the effects of nearby industrial development. For future planning efforts, maintaining the undeveloped portion of the site as a natural area will serve the needs of the community's citizens as Springfield continues to expand outward.

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[1] Willamalane Parks and Recreation Comprehensive Plan. October 2012. http://willamalane.org/wp-content/uploads/2014/06/2012-compplan.pdf
[2] http://willamalane.org/wp-content/uploads/2014/06/2012-compplan.pdf
[3] Springfield City Council Goals. http://www.springfield-or.gov/mc.htm

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2.4 Land Use Requirements

The subject parcel is designated Low Density Residential by the Metro Plan and zoned Low Density Residential by the Springfield Development Code (SDC). The parcel is located in South Springfield, and lies outside of Springfield's current Neighborhood Refinement Plan boundaries. Therefore, the site is subject to Zoning Map and Metro Plan land development policies.

Land Use/Transportation
Upon approval, the proposed Zoning Map Amendment will result in a zoning designation (PLO) that is consistent with the plan designation (LDR), as park and recreation facilities are complimentary to residential uses. The Transportation Planning Rule (TPR) Analysis, provided as Exhibit C completed by Branch Engineering, revealed the project trip generation for the existing and proposed land use designations and associated reasonable worst case development scenarios.

The Applicant owns property adjacent to the subject parcel, including Tax Lots 3600 and 3900, and has long range plans to dispose of the additional property. Following Zoning Map amendment approval, 6.35 acres of property, excluding Tax Lot 4000, will remain as LDR zoned property, which can accommodate a density of up to 14 dwelling units per acre. Of the remaining 6.35 acres of land that could be developed under LDR standards, approximately one third of the land (2.12 acres) will likely be utilized for street right of ways and urban infrastructure improvements, leaving approximately 4.23 acres available to be developed with up to 59 dwelling units.

The TPR Analysis studied the differences in site-generated traffic from the proposed change in zoning of 5.23 acres of land from LDR entitlements to PLO. The proposal to change the zoning and planned future use designation of the 5.23 acre portion of the site could create a demand for up to six additional PM peak hour trips, which is not considered to be a significant increase over the existing conditions (Exhibit C). According to the TPR Analysis, a trip increase of six PM peak hour trips, if distributed to any one intersection would be less than the expected average day-to-day fluctuation in trip arrivals to any City of Springfield facilities that could reasonably be expected to receive traffic from the site. Furthermore, providing access to the trailhead at the park site could result in less traffic utilizing the City's transportation system to access the trail system elsewhere.

The trip generation levels associated with the reasonable worst case development scenario of the proposed conditions were not found to have an identified "significant effect" defined by OAR 660-012-0060(1) since the additional traffic resulting from the proposed zoning and uses of the site when compared to the potential of the existing zoning and Metro Plan destination and its reasonable worst case development scenario is less than any day-to-day fluctuation in traffic on the local transportation system.

The TPR analysis indicates that the criteria of applicable Oregon Administrate Rules are satisfied with the proposed change of zoning and use designation. This change will allow a portion of the site to be developed with a park use and the remaining area of the site be developed with approved existing uses per the existing LDR zoning and use permissions identified in the SDC. Therefore, the TPR is satisfied under Goal 12 criteria with the proposed zone exchange from existing LDR district to the proposed PLO district.

Land Use/Natural Features and Environmental Quality

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Improvements to the site have previously complied with established requirements for development affecting natural resources. FEMA Floodplain Map 41039C1170F shows the subject site to be partially located within the 100-year floodplain. The Floodplain Development Overlay Zone applies to the site. The extension of utility infrastructure for the trailhead occurs on land outside the flood hazard area.

The subject site contains wetlands and lies within the service boundaries of the Coyote Prairie North (CPN) Mitigation Bank. Nationally significant wetlands are not present on the site. The trailhead improvements are located outside locally significant wetlands and delineated wetlands. In addition, review of proposed trailhead improvements against the requirements of the SDC were reviewed prior to the submittal of this application, and were approved by the City March 2016.

2.5 Summary of Request

As described above, this proposal is a request for a Type III, Quasi-Judicial, Zoning Map Amendment as specified by SDC 5.22-100. Findings demonstrating consistency with applicable SDC policies, approval criteria, and provisions are provided in Section 5 Approval Criteria. The attached materials and enclosed findings demonstrate compliance with all Zoning Map Amendment application submittal requirements and criteria listed at SDC: 5.22-100 Zoning Map Amendments.

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3.0 EXISTING CONDITIONS

3.1 Soils

The existing soils at Tax Lot 4000 are Chapman loam (100%). Chapman series consist of very deep, well-drained soils that form in mixed alluvium. These soils are on low stream terraces and floodplains. Cloquato series also consist of very deep, well-drained soils formed in mixed alluvium. Both soils are well drained, with slow runoff and moderate permeability. These soils are subject to occasional flooding for brief periods from November to March unless protected.[4]

3.2 Urban Services

The Lane Transit District's bus route 11 and the EmX line run approximately a mile from the site. There are no nearby parks: the closest in proximity is Clearwater Park, which is 1.8 miles away. The Mill Race and associated Mill Race Path run southwest of the proposed trailhead. Also nearby is Springfield Public Schools' Agnes Steward Middle School.

3.2 Urban Facilities and Infrastructure

Water
The Springfield Utility Board (SUB) has a 12-inch PVC water line along Jasper Road with an 8-inch water line stub out to Tax Lot 3900. A 2-inch water line stub out extends to Tax Lot 4000. The pressure in the area is 75-80 psi. On-site capacity will exceed 2,500 gallons per minute when connected, which is required for fire services.

Stormwater
The City's Stormwater Facilities Master Plan (October 2008) identifies the site as Figure 3-12 on its Drainage System Map (Page E3), which is part of the Jasper Basin.[5] A 72-inch concrete storm mainline runs along Jasper Road with an outfall into the Jasper Slough at the northwest corner of the subject site. The Jasper Slough runs along the southwest perimeter of the property and has sufficient capacity to accommodate stormwater originating from the subject site.

Wastewater
Figure ES-1 of Springfield's Wastewater Master Plan (Plan) (June 2008) shows existing, major (main) wastewater system pipes surrounding the site in all directions. Adjacent residential development connects to these systems. The Jasper Road trunk sewer project installed a 27-inch PVC gravity sewer mainline, which runs along the alignment of Jasper Road and to the north along South 32nd Street. There are two 8-inch stub outs from this mainline that are available to serve the site. One such stub out extends to Tax Lot 4000, and the other extends to Kintzley Avenue.

Transportation
The existing road system in the vicinity of the site consists of Jasper Road directly to the north (classified as a major collector), 32nd Street to the northeast (classified as a major collector), and Kintzley Avenue to the west (classified as a local street). Sidewalks, five feet in width, run along

[4] USDA Natural Resources Conservation Services. Hydric Soils List. Lane County Oregon. http://www.nrcs.usda.gov/wps/portal/nrcs/detail/soils/survey/geo/?cid=nrcs142p2_053587.
[5] City of Springfield, OR. (2008). *City of Springfield Stormwater Facilities Master Plan.*

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Jasper Road and connect to 32nd Street. Sidewalk connections extend from Jasper Road to the Mill Race Path trailhead.

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4.0 SUBMITTAL REQUIREMENTS

Described below are each of the required procedural and informational requirements necessary for the submittal of a Zoning Map Amendment request. Findings of compliance with the applicable policies, approval criteria, and standards are provided in Section 5 Approval Criteria.

4.1 ZONING MAP AMMENDMENT SUBMITTAL REQUIREMENTS

.1 Application Fee- Refer to the Development Code Fee Schedule for the appropriate application and postage fee. A copy of the Fee Schedule is available at the Development Services Department.

The required filing Fee of $6,491.05 is enclosed with the submittal.

.2 Deed- A copy of the deed to show ownership.

A copy of the Deed is included as Exhibit A.

.3 Vicinity Map- A map of the property and the surrounding vicinity which includes the existing zoning and plan designations. One copy must be reduced to 8 1/2" by 11" which will be mailed as part of the required neighboring property notification packet.

The Vicinity Map for the request is provided as Exhibit B and is printed as 8.5" by 11."

.4 Findings- Before the Planning Commission can approve a Zone/Overlay District Change Request, there must be information submitted by the applicant which adequately supports the request. The Criteria the Planning Commission will consider in making their decision is listed below. If insufficient or unclear data is submitted by the applicant, there is a good chance that the request will be denied or delayed. It is recommended that you hire a professional planner or land use attorney to prepare your findings.

A professional planner, Colin McArthur, AICP, with Cameron McCarthy Landscape Architecture and Planning, prepared the findings.

The preceding written narrative explains the request and includes information relevant to determining future action. Findings of compliance with applicable criteria and standards are provided in Section 5.0 Approval Criteria.

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5.0 APPROVAL CRITERIA AND STANDARDS

This request involves a Zoning Map Amendment from LDR to PLO for one (1) tax lot within Springfield City limits that is the location of the Mill Race Path Jasper Road trailhead. A request for a Zoning Map Amendment under Springfield Development Code (SDC) is subject to approval criteria beginning at SDC 5.22-115. Findings of compliance that establish the consistency of this request with the applicable approval criteria and provisions are provided below.

5.1 ZONING MAP AMENDMENT CRITERIA (5.22-115)

The applicant acknowledges the need for consistency with a variety of plans that are applicable to the City of Springfield and to the entire metropolitan area. The findings below address timing, appropriateness, and availability of services. As presented under SDC 5.22-115, Criteria (A) and (B) are not criteria specifically listed as approval criteria; approval criteria begin at criterion (C). The request addresses criteria (A) and (B) as they are listed under the section entitled "Criteria." The findings under these criteria provide context for the specific approval criteria addressed under subsection (C).

A. Quasi-Judicial Zoning Map Amendments. The Planning Commission or Hearings Official may approve, approve with conditions or deny a Quasi-Judicial Zoning Map amendment based upon approval criteria C.1. through C.3, below. The Planning Commission or Hearings Official shall make the final local decision on all Quasi-Judicial Zoning Map Amendments that do not include a Metro Plan diagram amendment.

Quasi-Judicial Zoning Map Amendments involve the application of existing policy to a specific factual setting, generally affecting a single or limited group of properties and may or may not include a Metro Plan diagram amendment. This request satisfies the description of a Quasi-Judicial process for Zoning Map Amendments, as the subject site is not proposed for subdivision and has Willamalane Park & Recreation District as its sole owner. The following narrative acknowledges all four (4) approval criteria but is only responsible for demonstrating findings consistent with criteria C.1 though C.3 (below) in its request for a Zoning Map Amendment from LDR to PLO.

B. Legislative Zoning Map Amendments and Quasi-judicial Zoning Map Amendments Raised to a Type IV Review. The Planning Commission or Hearings Official may make a recommendation to the City Council to approve, approve with conditions or deny Zoning Map Amendments and Metro Plan diagram amendments based upon approval criteria in Subsection C.1. through C.4., below. The City Council shall make the final local decision on all Zoning Map Amendments involving a Metro Plan diagram amendment.

The request does not involve a Zoning Map Amendment raised to a Type IV review. The request does not involve a Metro Plan diagram amendment.

C. Zoning Map Amendment Criteria of Approval:

1. Consistency with applicable Metro Plan policies and the Metro Plan diagram;

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The site is located entirely within the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) Boundary and lies completely within Springfield's Urban Growth Boundary. The Metro Plan serves as the site's regulating comprehensive plan. Containing five chapters, the Metro Plan provides language for natural features, growth management, land uses, and transportation systems within the growth management system, and additional aspects of development consistent with the intent of the Springfield Development Code (SDC).

Page II-G-I of the Metro Plan states:

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

According to the Metro Plan (Plan) Diagram (Policy Framework G), the Low Density Residential (LDR) zoning designation applies to the subject site. The Metro Plan identifies residentially designated land 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."*

The subject property is the location of a trailhead accessing a public transportation and recreation facility, the Mill Race Path, and therefore meets the definition of an auxiliary use allowed within the LDR designation. Springfield's Residential Land and Housing Element, adopted through Ordinance 6268, found that there was a surplus of buildable land in the LDR designations in 2010. With the Metro Plan's guidance and findings in ECONorthwest's Residential Land and Housing Needs Analysis for Springfield, the intended use for public recreational uses demonstrates consistency with the Metro Plan and will complement potential opportunities for future residential uses in Springfield as opposed to preventing them based on a determination of Springfield's land capacity and community needs as described in Section 3, herein. In addition, TYP413-00003 found that the projects contained in Willamalane's 2012 Park and Recreation Comprehensive Plan will not negatively affect Springfield's residential land inventory (page 28).

The SDC sets forth provisions for zoning districts. With legal precedent from Baker v. City of Milwaukee (1975) and Fasano v. Board of County Commissioners of Washington County (1973), zoning and its associated development standards are the means by which comprehensive plans control and become effective. Through consistency with the nature of development permitted within SDC 3.2-200: Residential Zoning Districts, consistency with the Metro Plan is and/or will be met as future development progresses.

SDC 3.2-100 states:

> *"The Base Zoning Districts implement policies of the Metro Plan, Springfield 2030 Refinement Plan and any applicable refinement plan or plan district; regulate the use of land, structures and buildings; and protect the public health, safety and welfare. The following Base Zoning Districts are established consistent with applicable Metro Plan and Springfield 2030 Refinement Plan designations."*

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As summarized, the SDC is established to best-allocate land in a way that provides affected residents a high quality of life while serving economic, social, recreational, educational, and environmental needs consistent with Springfield's adopted comprehensive planning framework.

Of the Specific Elements in Chapter III of the Metro Plan, the policies of the Environmental Resources; Willamette River Greenway, River Corridors, and Waterways; Environmental Design; Transportation; Public Facilities and Services; Parks and Recreation; and Energy Elements apply to the request and/or to the larger purpose of the project. The subject site, and segment of the Mill Race Path within Springfield's jurisdiction, is outside the Willamette Greenway. The Policies contained in the Residential Land Use and Housing; Economic; Historic Preservation; and Citizen Involvement Elements, do not directly apply to the request. Though citizen involvement serves as a basis of Willamalane's Comprehensive Plan and CIP, the Citizen Involvement policies contained in the Metro Plan direct governments to monitor and evaluate regional citizen involvement processes and committees specifically pertaining to the Metro Plan.

Pages III-C-1 through III-C-16 set out the policies pertaining to the Metro Plan's Environmental Resources Element. Many of these policies are directed toward 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 the request. Of the potentially relevant policies within the Air, Water, and Land Resources Quality section, one addresses considerations that the Applicant 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 address the site's 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 (EDSPM). Prior development of the Mill Race Path Jasper Road Trailhead was subject to review for compliance with the EDSPM and other applicable City standards designed to minimize downstream impacts. The development request included identification of all existing on-site vegetation. There are no documented occurrences of habitat used by listed, threatened, or endangered wildlife species on the subject site.

The Metro Plan's Willamette River Greenway, River Corridors, and Waterways Element was developed in accordance with Oregon Statewide Planning Goal 15. As previously noted, the subject site is not within the Willamette Greenway boundary, and proposed improvements are not within regulated Floodplain boundaries. As shown on Maps 2 and 2-4 of Willamalane's 2012 Park and Recreation Comprehensive Plan, the Mill Race Path extends along the Mill Race and Jasper Slough and connects to the Middle Fork Path. Therefore, the Applicant acknowledges the following policies as relevant to the project:

> *Policy D.2: Land use regulations and acquisition programs along river corridors and waterways shall take into account all the concerns and needs of the community, including recreation, resource, and wildlife protection; enhancement of river corridor and waterway environments; potential for supporting non-automobile transportation; opportunities for residential development; and other compatible uses.*

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Policy D.3: Eugene, Springfield, and Lane County shall continue to cooperate in expanding water related parks and other facilities, where appropriate, that allow access to and enjoyment of river and waterway corridors.

Policy D.5: New development that locates along river corridors and waterways shall be limited to uses that are compatible with the natural, scenic, and environmental qualities of those water features.

The Metro Plan's Environmental Design Element (beginning on page III-E-1) establishes policies that apply to the proposal. Of the policies that do not pertain to mixed use districts or that do not direct local governments to encourage certain actions within their jurisdictions, three Plan policies are potentially relevant to the subject request. However, they are appropriately applied to requests that contain specific development proposals and design specifications (e.g., Site Plan Review):

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.

Prior development plans, submitted as part of a separate land use application, have established the Mill Race Path's conformance with City-established development standards and involved the installation of landscape materials that are compatible with riparian habitats. In addition, the plans provide specifications for the mitigation of impacts caused by future development (e.g., the mitigation of stormwater runoff with regard to water quality) and seek to improve existing conditions in accordance with the Springfield Development Code and Engineering Design Standards and Procedures Manual.

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 site's location adjacent to a residential neighborhood, and to additional public uses (e.g., Agnes Stewart Middle School and the Willamalane Center for Sports and Recreation) the request supports recreational needs in the area as previously identified in Section 3.1, Purpose and Need, incorporated herein by reference. Trailhead development demonstrates visual diversity and is an asset to the neighborhood. The trailhead provides existing residents to the north near Agnes Stewart Middle School and future residents to the east a physical connection to the site.

Of the policies set forth in the Metro Plan's Transportation Element (pages III-F-1 through IIIF-14), six are potentially relevant to the subject request, as many of the policies are directed toward Lane County and the Cities of Eugene and Springfield. In addition, the request does not involve the improvement of existing motor vehicle roadways or the construction of new roadways, public transit, transportation demand management programs, nodal development land use policies, or the movement of goods. Presented by topic, rather than in numeric order, the following policies address the request's ability to:

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Policy F.11: Develop or promote intermodal linkages for connectivity and ease of transfer among all transportation modes.

Policy F.13: Support transportation strategies that enhance neighborhood livability.

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.

Policy F.27: Provide for a continuous pedestrian network with reasonably direct travel routes between destination points.

The subject site is the location of a trailhead, where visitors can park their cars or bicycles and travel between Booth Kelly, Dorris Ranch, and areas of mid- and east-Springfield along the Mill Race Path. As previously noted, the site is adjacent to a residential neighborhood and is adjacent to public services that complement the use on the site. The request supports recreational needs in the area as previously identified in Section 3.1, Purpose and Need, incorporated herein by reference. The Mill Race Path project provides convenient connections to new recreational amenities and additional transportation options to the larger Willamalane service area.

F.12: Preserve corridors, such as rail rights-of-way, private roads, and easements of regional significance that are identified for future transportation-related uses.

The alignment of the Mill Race Path, which includes the subject site in the project corridor, will fulfill the needs and goals of the 2014 Springfield TSP (project PB-29) and Willamalane's 2012 Park and Recreation Comprehensive Plan, which identify corridors for future transportation-related uses and linear parks. Within Springfield's jurisdiction, all parcels within the project corridor are publicly owned by agencies of TEAM Springfield. The subject site is under the sole ownership of the Applicant. The Mill Race Path is located within a corridor that responds to the existing conditions of the site, respects neighbors, provides a convenient and logical transportation route, and protects and enhances the surrounding natural areas.

F.22: Construct and improve the region's bikeway system and provide bicycle system support facilities for both new development and redevelopment/expansion.

As previously noted, the subject site contains a portion of the Mill Race Path, identified as projects 4.16, 4.17, and 4.18 in Willamalane's 2012 Park and Recreation Comprehensive Plan. Though not formally designated as a bikeway, the project is more accurately described as a multi-use path and linear park; the adopted 2014 Springfield TSP identifies the project as PB-29.

The Metro Plan's Public Facilities and Services Element (pages III-G-1 through III-G-15) provides direction for public and private development regarding urban facilities and services. As a functional plan of the Metro Plan, the Public Facilities and Services Plan identifies specific utility infrastructure projects to guide priorities for decision-making regarding improvement and/or expansion projects in the Eugene-Springfield area. The majority of the policies contained therein direct action toward Lane County and the Cities of Eugene and Springfield. Accordingly, the Applicant demonstrates conformance with the Public Facilities and Services policies contained in the Metro Plan under Criterion of Approval C.

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The Metro Plan's Parks and Recreation Facilities Element (pages III-H-1 through III-H-4) establishes policies that seek to cultivate communities that are great places to live within the Eugene-Springfield metropolitan area. The request does not involve site acquisition, private recreation facilities, or the City of Eugene, and thus demonstrates consistency with the following Metro Plan goals and policies relevant to the request:

> *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.*
>
> *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.*
>
> *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.*

Willamalane's request complements the Metro Plan's effort to coordinate its long-range planning approach with affected agencies for the provision of needed facilities and services in the Eugene-Springfield metropolitan area. In addition to agency coordination, Willamalane maintains a focus on consistency with other plans, policies, and reports such as the Eugene-Springfield Metropolitan Area Public Facilities and Services Plan, in addition to plans that specifically identify the area within which this development is proposed (e.g., the 2014 Springfield TSP).

The Mill Race Path project, which includes the subject site, was designed to meet the needs of the population Willamalane serves and to comply with applicable development requirements. The Applicant dedicated funding toward the present request and toward the larger Mill Race Path project through a successful bond measure approved by Springfield voters in 2012. As previously noted, the City of Springfield's 2014 TSP identifies the larger project, which includes the subject site, as project PB-29. Willamalane's 2012 Park and Recreation Comprehensive Plan identifies the subject site as connected to projects 4.16, 4.17, and 4.18— all "Phase One" high priority actions and strategies required to complete the Mill Race Path project. The Mill Race Path is located along Springfield's Mill Race and Jasper Slough and is a 3-mile connection to the Middle Fork Path that parallels the Middle Fork of the Willamette River.

Constructed improvements, TEAM Springfield's administrative framework, and diagrammatic concepts within the TEAM's planning documents provide evidence of the interagency coordination required to fulfill the vision for the subject site and associated Mill Race Path project. The City of Springfield's completed improvements to the Booth Kelly site improve habitat conditions and provide recreational opportunities, which are funded both by the City's Stormwater Revenue Bond sold in 2010, and System Development Charge fees paid by developers. The City partnered with Willamalane to enable concurrent construction of the trailhead and multi-use path through the Booth Kelly site. Willamalane's planning framework similarly guides the request, as evidenced by the following strategies outlined in its 2012 Comprehensive Plan:

- "General Parks and Natural Areas Strategies: A16. Coordinate with the city on

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implementing stormwater Best Management Practices to assist in meeting state and federal water-quality standards and Endangered Species Act requirements."

- "Natural Area Parks Strategies: A51. Work with the city and developers to coordinate park and open space planning with planning for stormwater, wetlands mitigation/protection, multipurpose trails and natural resource conservation, as appropriate."
- "Linear Parks and Trails Strategy: A56. Coordinate with other agencies and providers in the planning and implementation of a regional trail and off-street path system."
- "Planning and Development Strategies: F15. 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."
- "F17. Continue to coordinate with Springfield Utility Board regarding joint use opportunities on Willamalane and SUB properties, as appropriate."

Willamalane's existing metropolitan-scale parks appear on the Metro Plan Diagram under the Parks and Open Space land use designation. Though the Metro Plan is not precise in its conceptual location, Willamalane's 2012 Park and Recreation Comprehensive Plan identifies the Mill Race Path project on Maps 2 and 2-4. The adoption of the Springfield 2030 Comprehensive Plan's (2030 Plan's) Urbanization Element is currently under way. The 2030 Plan requires updates to the Metro Plan, as the Metro Plan historically served as Eugene and Springfield's comprehensive planning framework. Once adopted, the 2030 Plan will provide further support for the request. The site is adjacent to one of the 2030 Plan's proposed expansion areas (Mill Race) as a potential "opportunity area" for parks and open space. The subject site, the trailhead, connects to the path that is shown within this public/semi-public opportunity area.

The Metro Plan's Energy Element (pages III-J-1 through III-J-5) seeks to inform energy-related decisions concerning physical development and the allocation of land uses in Eugene and Springfield in order to conserve energy and use resources wisely. Two policies are potentially relevant to the request:

> *Policy J.2: Carefully control, through the use of operating techniques and other methods, energy-related actions, such as automobile use, in order to minimize adverse air quality impacts. Trade-offs between air quality and energy actions shall be made with the best possible understanding of how one process affects another.*
>
> *Policy J.8: Commercial, residential, and recreational land uses shall be integrated to the greatest extent possible, balanced with all planning policies to reduce travel distances, optimize reuse of waste heat, and optimize potential on-site energy generation.*

While the request does not directly attempt to address air quality, the request is part of a project that provides Springfield residents and visitors a convenient and enjoyable opportunity to use a multi-use path that accommodates bicycles and pedestrians.

2. Consistency with applicable Refinement Plans, Plan District maps, Conceptual Development Plans and functional plans; and

Refinement Plans and Plan Districts

The site is not within an area subject to an adopted refinement plan. The element of this criterion does not apply. The site lies outside of the Glenwood Riverfront District and Booth-Kelly Mixed

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Use Plan District boundaries. These two Plan Districts are the only established Districts per SDC 3.4-100.

Conceptual Development Plans and Functional Plans
Notwithstanding the above-stated requirements, conceptual development plans and functional plans reveal the appropriateness of a PLO-zoned parcel. The set of *adopted* (emphasis added) plans applicable to the site are:

- City of Springfield 2014-2018 *Capital Improvement Program:* A community Reinvestment Plan;
- Lane County Parks 2017-2021 *Capital Improvement Program; and*
- Willamalane Park & Recreation District *Capital Improvement Plan* (adopted with the 2012 Comprehensive Plan).

A strong link exists between the proposed Zoning Map Amendment and the comprehensive goals at the state, regional, and local levels to address the needs of Springfield residents. Upon approval, this request will complete a project identified across Springfield agencies' plans prepared in compliance with the State of Oregon Statewide Planning Goals 2 (Land Use Planning) and 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces). Furthermore, thoughtful planning consistent with these goals ensures that adequate facilities and services are not only available, but also conveniently located for Springfield residents (Goal 11 Public Facilities and Services).

These plans and goals are fundamental to the findings under the third criterion of approval, below. While considered refinement plans, they are also intended as system facilities plans that guide local and regional development in the Eugene-Springfield Metropolitan Area.

The above findings together with the narrative and documentation submitted herewith demonstrate that this criterion has been met to the greatest extent possible.

3. The property is presently provided with adequate public facilities, services and transportation networks to support the use, or these facilities, services and transportation networks are planned to be provided concurrently with the development of the property.

The subject site has been annexed by the City of Springfield (ANX15-00004 (Annexation)). Single-family residential development is adjacent to the site across Kintzley Avenue to the east and across Jasper Road to the north. The low-impact nature of the trailhead and path intended for pedestrians and bicycles in a natural area required minimum extension of utilities. The following plans guided the City's approval to extend urban services to the project area and are the basis for the improvements.

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)."*

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The following utility infrastructure and urban services are in the vicinity of the site or currently serve the site:

Wastewater Services/Sanitary Sewers
The Jasper Road trunk sewer project installed a 27-inch PVC gravity sewer mainline, which runs along the alignment of Jasper Road and to the north along South 32nd Street. There are two 8-inch stub outs from this mainline that are available to serve the site. One such stub out extends to Tax Lot 4000, and the other extends to Kintzley Avenue.

Stormwater Services
A 72-inch concrete storm mainline runs along Jasper Road with an outfall into the Jasper Slough at the northwest corner of the subject site. The Jasper Slough runs along the southwest perimeter of the area and has sufficient capacity to accommodate stormwater originating from the subject site.

Solid Waste Management
The subject site is within Lane County's jurisdiction. While Lane County administers waste management, the subject site will be serviced by a private service provider. Sanipac provides solid waste management services in conjunction with Short Mountain Landfill, also under Lane County's administration, which has adequate capacity to accept any waste generated from use of the trailhead.

Water Services
The Springfield Utility Board (SUB) has a 12-inch PVC water line along Jasper Road in the annexation area with an 8-inch water line stub out to Tax Lot 3900. A 2-inch water line stub out extends to Tax Lot 4000. The pressure in the area is 75-80 psi. On-site capacity will exceed 2,500 gallons per minute when connected, which is required for fire services.

Electrical Services
SUB provides electrical services within Springfield city limits under the authority of the Springfield City Charter. Existing SUB overhead primary power lines run along the north and east sides of the subject site. The subject site has a secondary power line, which extends to Tax Lot 3900.

Communication Facilities
Wire and wireless communication services are provided to the Springfield portion of the Metropolitan Area. As noted in the Existing Conditions Narrative (Exhibit B), the subject site can reasonably receive services from the associated private providers.

Roads
The road system in the vicinity of the site consists of South 32nd Street, Jasper Road, and Kintzley Avenue. As shown on Figure 2 of the Springfield TSP, the functional classification of South 32nd Street is a Minor Arterial from Main Street to Virginia Avenue, and it is classified as a Major Collector thenceforth toward a southeasterly direction. The functional classification of Jasper Road is a Major Collector. Kintzley Avenue is a local road.

The subject site is located just south of the intersection of South 32nd Street and Jasper Road. The subject site has approximately 300 feet of frontage along the south edge of Jasper Road and extends to a point located west of Kintzley Avenue and the Garden Villa Plat. The south border of the site runs approximately 950 feet south of Jasper Road and is contiguous with Springfield city limits within the Urban Growth Boundary.

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The proposal does not involve a request for subdivision or partition. Therefore, no new roads are required to serve the site. Development of the trailhead included the construction of a paved access drive and sidewalk extending from Jasper Road.

Fire and Emergency Medical Services
As noted in the Existing Conditions Narrative, and as previously described in the Water Services section, sufficient water capacity is available to the area. The existing capacity satisfies and exceeds the requirements for fire service, being greater than 2,500 gallons per minute when connected. The subject site is within the four-minute service response area of Eugene-Springfield Fire Station 3, located at 28th Street and Centennial Boulevard. The existing roads adjacent to the site provide adequate access to the area. The subject site is currently within the Eugene-Springfield Fire Department's jurisdiction.

Police Protection
Beginning the effective date of annexation, the City of Springfield police provide protection to the site.

Public Schools
The site is within Springfield Public Schools' district boundary, which provides K-12 education services to the Springfield area. Existing public schools that serve the site are Douglas Gardens Elementary School, Agnes Stewart Middle School, and Springfield High School.

Park Services and Recreation Programs
Willamalane provides park, open space, and recreation services to the site. As previously noted, multiple long-range plans and supporting documents refer to the Mill Race Path project as a high priority for the community. The plans include the adopted 2014 Springfield Transportation System Plan (Project PB-29), the adopted 2012 Willamalane Park and Recreation Comprehensive Plan (Projects 4.16, 4.17, and 4.18), and Willamalane's associated 2012-2021 Capital Improvement Plan as a "Phase One," high priority action item.

These findings demonstrate that capacity requirements of public and private facilities will not be exceeded and that public improvements needed to serve the site are currently available or will be extended to the site as part of future site improvements. The Public Works Director and utility providers have not identified any capacity issues that affect the proposal.

4. **Legislative Zoning Map amendments that involve a Metro Plan Diagram amendment shall:**

   a. **Meet the approval criteria specified in Section 5.14-100; and**
   b. **Comply with Oregon Administrative Rule (OAR) 660-012-0060, where applicable.**

The proposal is not a Legislative Zoning Map amendment that involves a Metro Plan Diagram amendment. This criterion does not apply

5.2 Conclusion

Based on the available information, supporting materials, and findings in Section 5.1, the request is consistent with all applicable approval criteria and provisions.

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EXHIBITS

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RETURN TO:
EVERGREEN LAND TITLE CO.
1651 CENTENNIAL BLVD
SPRINGFIELD, OR 97477
ELT-13-8963

THIS SPACE RESERVED FOR RECORDER'S USE

Lane County Clerk
Lane County Deeds & Records

2013-060971

11/26/2013 04:01:50 PM

RPR-DEED Cnt=1 Stn=5 CASHIER 03 4pages
$20.00 $11.00 $10.00 $16.00

$57.00

After recording return to:
WILLAMALANE PARK and
RECREATION DISTRICT
250 S. 32nd Street
Springfield, Oregon 97478

Until a change is requested all tax statements shall be sent to the following address:
WILLAMALANE PARK and
RECREATION DISTRICT
250 S. 32nd Street
Springfield, Oregon 97478

File No.: 13-8963
Date:

STATUTORY WARRANTY DEED

THE TRUST FOR PUBLIC LAND, a California non-profit public benefit corporation, Grantor, conveys and warrants to **WILLAMALANE PARK AND RECREATION DISTRICT**, a political subdivision of the State of Oregon, Grantee, the following described real property free of liens and encumbrances, except as specifically set forth herein:

LEGAL DESCRIPTION: Real property in the County of Lane, State of Oregon, described on Exhibit "A" attached hereto and incorporated herein by this reference.

Subject to: See Exhibit "B" attached hereto and incorporated herein by this reference

The true consideration for this conveyance is **$610,000.00 (Six Hundred Ten Thousand Dollars)**. (Here comply with requirements of ORS 93.030)

BEFORE SIGNING OR ACCEPTING THIS INSTRUMENT, THE PERSON TRANSFERRING FEE TITLE SHOULD INQUIRE ABOUT THE PERSON'S RIGHTS, IF ANY, UNDER ORS 195.300, 195.301 AND 195.305 TO 195.336 AND SECTIONS 5 TO 11, OF CHAPTER 424, OREGON LAWS 2007, AND SECTIONS 2 TO 9 AND 17, CHAPTER 855, OREGON LAWS 2009. THIS INSTRUMENT DOES NOT ALLOW USE OF THE PROPERTY DESCRIBED IN THIS INSTRUMENT IN VIOLATION OF APPLICABLE LAND USE LAWS AND REGULATIONS. BEFORE SIGNING OR ACCEPTING THIS INSTRUMENT, THE PERSON ACQUIRING FEE TITLE TO THE PROPERTY SHOULD CHECK WITH THE APPROPRIATE CITY OR COUNTY PLANNING DEPARTMENT TO VERIFY THAT THE UNIT OF LAND BEING TRANSFERRED IS A LAWFULLY ESTABLISHED LOT OR PARCEL, AS DEFINED IN ORS 92.010 OR 215.010, TO VERIFY THE APPROVED USES OF THE LOT OR PARCEL, TO DETERMINE ANY LIMITS ON LAWSUITS AGAINST FARMING OR FOREST PRACTICES, AS DEFINED IN ORS 30.930 AND TO INQUIRE ABOUT THE RIGHTS OF NEIGHBORING PROPERTY OWNERS, IF ANY, UNDER ORS 195.300, 195.301 AND 195.305 TO 195.336 AND SECTIONS 5 TO 11, OF CHAPTER 424, OREGON LAWS 2007, AND SECTIONS 2 TO 9 AND 17, CHAPTER 855, OREGON LAWS 2009.

Date Received

JAN 08 2018

Original Submittal

Dated this 22nd day of November, 2013.

THE TRUST FOR PUBLIC LAND, a California non-profit public benefit corporation

Thomas E Tyner

By: Thomas E. Tyner,

Division Legal Director

STATE OF WASHINGTON)
)-ss
COUNTY OF KING)

I certify that I know or have satisfactory evidence that **Thomas E. Tyner**, is the person who appeared before me, and said person acknowledged that he signed this instrument, on oath stated that he is authorized to execute the instrument and acknowledged it as the Division Legal Director of **THE TRUST FOR PUBLIC LAND, a California non-profit public benefit corporation** to be the free and voluntary act of such party for the uses and purposes mentioned in this instrument.

Dated: November 22, 2013

Daniel K. Wilson

Print Name: Daniel K. Wilson
Notary Public in and for the State of Washington:
Residing at: Seattle, Washington
My appointment expires: :
02/04/2013

DANIEL K. WILSON NOTARY PUBLIC STATE OF WASHINGTON COMMISSION EXPIRES 02-04-14

Accepted:

WILLAMALANE PARK and RECREATION DISTRICT,
a political subdivision of the State of Oregon

By: Anne Ballew

Title: President

Date: 11-25-13

Approved as to form:

Date Received

JAN 08 2018

Original Submittal SM

EXHIBIT "A"

PARCEL I:

Lot 3, Block 19, DOUGLAS GARDENS, as platted and recorded in Book 4, Page 73, Lane County Oregon Plat Records, in Lane County, Oregon.

EXCEPTING THEREFROM the South 123 feet of the East 177 feet of said Lot.

PARCEL II:

Beginning at a point in the center of a dedicated road shown on the recorded plat of DOUGLAS GARDENS, as platted and recorded in Book 4, Page 73, Lane County Oregon Plat Records, as Kintzley Avenue, said point being South 80° 22' East 647.7 feet from a point on the West line of the Reuben R. Harper Donation Land Claim No. 66, Notification No. 7224, in Township 18 South, Range 2 West of the Willamette Meridian, 42.6 feet South of the Southeast corner of the Isaac Briggs and wife Donation Land Claim No. 83, Notification No. 7605, in Township 18 South, Range 2 West of the Willamette Meridian, from said beginning point running North along the center line of said Kintzley Avenue 282 feet; thence North 80° 22' West 153.5 feet; thence South 282 feet; thence South 80° 22' East 153.5 feet to the place of beginning, being a part of the Reuben R. Harper Donation Land Claim, in said Township and Range in Lane County, Oregon.

PARCEL III:

Beginning at a point in the center of the County Road 135.94 feet South 80° 22' East from a point on the East line of the Isaac Briggs Donation Land Claim No. 83, Township 18 South, Range 2 West of the Willamette Meridian, said last mentioned point being 640.45 feet North of the Southeast corner of said claim; from said beginning point run South 80° 22' East along the center of said County Road 317.11 feet; thence leaving said road and run South 251.05 feet; thence South 80° 22' East 39.15 feet; thence South 432.0 feet; thence North 80° 22' West 492.2 feet to a point 42.6 feet South of the said Southeast corner of said Briggs Land Claim; thence North along the East line of said claim 306.48 feet; thence leaving said East line and run East 133.95 feet; thence North 353.96 feet to the place of beginning, being a part of the Reuben Harper Donation Land Claim No. 66, Township 18 South, Range 2 West of the Willamette Meridian, in Lane County, Oregon.

PARCEL IV:

Beginning at a point on the East line of the Isaac Briggs Donation Land Claim No. 83, Township 18 South, Range 2 West of the Willamette Meridian, 263.94 feet North of the Southeast corner of said claim; from said beginning point run North 376.57 feet to an iron pipe in the County Road; thence South 80° 22' East along the center of said road 135.94 feet; thence leaving said road and run South 353.96 feet; thence West 133.95 feet to the place of beginning, being a part of the Reuben Harper Donation Land Claim, in Lane County, Oregon.

Date Received

JAN 08 2016

Original Submittal

EXHIBIT "B"

1. Rights of the public in any portion of said premises lying within the limits of streets, roads and highways.

2. Access Easement, granted to the City of Springfield, including the terms and provisions thereof, by instrument recorded May 21, 1997, Reception No. 97-34598, Lane County Oregon Records. (Affects Parcel 4)

3. Public Utility Easement, granted to the City of Springfield, including the terms and provisions thereof, by instrument recorded May 21, 1997, Reception No. 97-34599, Lane County Oregon Records. (Affects Parcel 4)

4. Easement, including the terms and provisions contained therein:
Recording Information: October 16, 1946 in Book 334, Page 16
In Favor of: Mountain States Power Company, a Delaware corporation
For: Electric Power Line
(Parcels III and IV)

Date Received

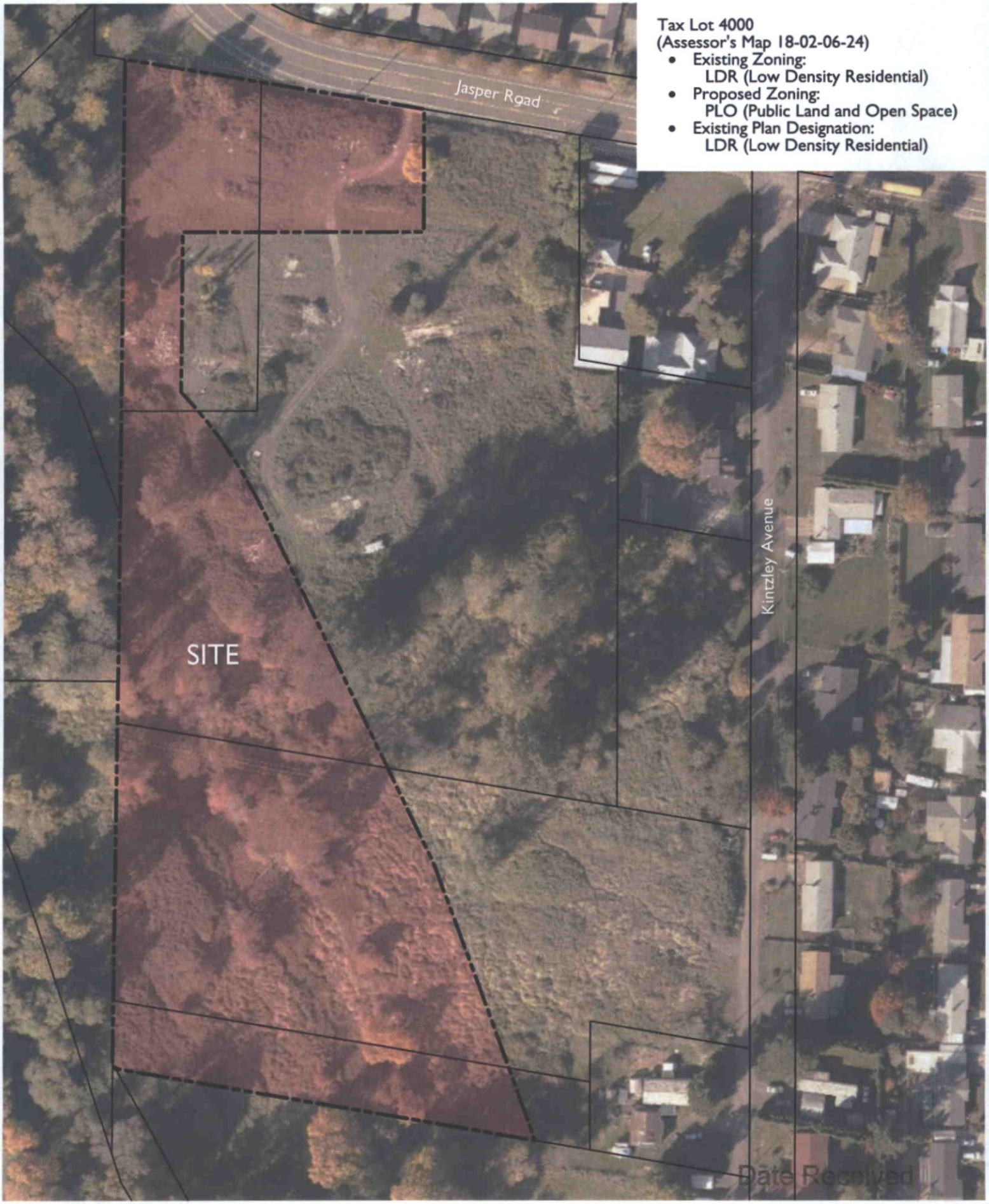
JAN 08 2018

Original Submittal

EXHIBIT B
VICINITY MAP

Date Received

JAN 08 2018



Tax Lot 4000
(Assessor's Map 18-02-06-24)

- Existing Zoning:
  LDR (Low Density Residential)
- Proposed Zoning:
  PLO (Public Land and Open Space)
- Existing Plan Designation:
  LDR (Low Density Residential)

Date Received

CAMERON McCARTHY
LANDSCAPE ARCHITECTURE & PLANNING

VICINITY MAP

SCALE 1" = 120'-0"

12/08/2021 Original Submittal

EXHIBIT C
TRANSPORTATION PLANNING RULE TECHNICAL ANALYSIS MEMORANDUM

Date Received

JAN 08 2018

Original Submittal

TECHNICAL MEMORANDUM

Branch ENGINEERING INC
Since 1977
civil · transportation
structural · geotechnical
SURVEYING

DATE: May 15, 2017

PROJECT: Willamalane 32nd Street and Jasper Rd Site

TO: Michael Liebler, P.E.,
Transportation Planning Engineer, City of Springfield

CC: Collin McArthur
Cameron McCarthy Landscape Architects

FROM: Damien Gilbert, P.E.

RE: Transportation Planning Rule Analysis–
32nd Street and Jasper Road Site

REGISTERED PROFESSIONAL ENGINEER
#62780PE
OREGON
JULY 13, 2004
DAMIEN GILBERT
Digitally signed by Damien Gilbert
Date: 2017.05.16 13:34:34 -07'00'
EXPIRES: JUNE 30, 2017

In an effort to analyze the Transportation Planning Rule (TPR) criteria for a potential "significant impact" identified in the Oregon Administrative Rules for zone changes and comprehensive plan amendments contained in OAR 660-012-0060(1), I am supplying this memorandum which summarizes the trip generation potential associated with the subject land use application(s) in comparison to the potential for development with the existing zoning and plan designations. The applicant is seeking to change the zoning and metro plan designation on a portion of the site to allow uses consistent with the City of Springfield's codified parks and open space district in compliance with current applicable statewide land use regulations.

Background Conditions

The subject property and land use applications affect tax lots 3500, 3600, 3900 and 4000 of tax map 18-02-06-24. The affected area totals approximately 11.58 acres of land that is currently zoned and designated for low density residential uses. The site is within the City of Springfield Urban Growth Boundary (UGB) and was annexed into the City of Springfield City Limits in 2015. The existing City of Springfield development code would allow the existing site to be developed with 6 to 14 units per acre of buildable land.

The property features the Jasper Slough, which traverses through the site from the southern property boundary of existing tax lot 3500 northwest across tax lot 3600 and through the western boundaries of taxlots 3600 and 3900. Due to the path of the slough and the required 50 foot riparian setback, the site's buildable land area is reduced by approximately 3.97 acres to approximately 7.61 buildable acres in a residential development scenario. Land at the southwest corner of the site is located west of the slough and is considered unbuildable with wetlands, riparian setbacks, and lot and access complications. Assuming a third of the buildable area after the reduction for wetland and development setbacks is utilized for street rights of way and public infrastructure (2.53 Ac), the net buildable area for residential lots/housing units would be reduced to approximately 5.08 acres.

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Applying the highest codified City of Springfield building density of 14 detached dwelling units (SDC 3.2 205(A)(1)) to the current low density residential zoning's reasonable worst case development scenario, the site could be developed with up to 71 single family residences.

Proposed Rezoning and Potential Development Conditions

Willamalane is seeking land use approvals to change the zoning of a portion of the land on the site to the City of Springfield's Public Land and Open Space Zone and to change the Metro Plan Diagram's designation of that same portion of the site to the Metro Plan's Parks and Open Space use designation. The subject land use applications involve property line adjustments, after which taxlot 4000 will include all of the area to be redesignated to the PLOS/POS designations. The plan amendment and zone change will allow the portion of the site proposed for the zoning and use designation changes to eventually be developed with a park use that will provide trailhead access to Willamalane's Middle Fork Path trail system. The area of the land subject to the proposed rezoning and redesignation is approximately 5.23 acres and includes the 3.97 acres of the land previously identified as the Jasper Slough and unbuildable riparian setback area in the residential development scenario. The remaining 6.35 acres of the site would remain as low density residentially zoned land and would be allowed to be developed in compliance with the relevant section of the City of Springfield Development Code that would allow up to 14 dwelling units per acre. Of the remaining 6.35 acres of land that could be developed under the low density residential development standards, approximately one third of the land (2.12 Ac) would likely be utilized for street rights of way and urban infrastructure improvements, leaving approximately 4.23 acres available to be developed with up to 14 units per acre. The residential component of the site could be developed with up to 59 dwelling units.

Trip Generation

To project trip generation for the existing and proposed land use designations and associated reasonable worst case development scenarios, a reference was made to Trip Generation, 9th Edition, published by the Institute of Transportation Engineers (ITE). The City of Springfield Development Code (SDC 3.2-710) allows neighborhood parks to be developed outright in the Public Land and Open Space zoning district. The neighborhood park is considered the most applicable land use category permitted outright by the code and would be considered most consistent with the ITE's description and use category associated with the City Park land use, ITE Code 411. For the residential component of the site's potential development with the reasonable worst case conditions for existing and/or proposed land uses proposed to remain, the ITE use category of Single Family Detached housing (Code 210) was considered the most applicable. For reference, the ITE includes rates and descriptions for Regional Park (code 417), County Park (code 412) and State Park (code 413) that could be considered similar uses. The City Park description and rate was considered the most applicable to the potential development and land uses permitted outright by code for the area subject to the zoning and metro plan amendments.

The following table summarizes the differences in site generated traffic from the proposed change in zoning and designation of 5.23 acres of land on the site from low density residential entitlements to parks/public land and open space to allow development of a neighborhood (City) park use:

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TRIP GENERATION					
Land Use	**Land Use Code**	**Units**	**QTY**	**PM Peak Hour Rate (trips/unit)**	**Trips**
EXISTING LOW DENSITY RESIDENTIAL USES					
SINGLE-FAMILY DETACHED HOUSING	210	Dwelling Units	71	1.00	71
PROPOSED PARKS AND OPEN SPACE AND LOW DENSITY RESIDENTIAL USES					
CITY PARK*	411	Acres	5.23	3.50	18
SINGLE-FAMILY DETACHED HOUSING	210	Dwelling Units	59	1.00	59
Total Trip Generation with City Park and Residential Uses:					77
*City Park has only one studied site and has the highest trip generation rate per acre provided in the ITE Trip Generation Manual, 9th Edition for comparable park type uses.					

As shown in the table, the proposal to change the zoning and planned future use designation of the 5.23 acre portion of the site could create a demand for up to 6 additional pm peak hour trips, and was not considered to be a significant increase over the existing conditions. A trip increase of 6 pm peak hour trips if distributed to any one intersection would be less than the expected average day-to-day fluctuation in trip arrivals to any City of Springfield facilities that could reasonably be expected to receive traffic from the site. Providing access to the trailhead at the proposed park site could result in less traffic utilizing the City's transportation system to access the trail system elsewhere, such as the nearby Clearwater Park trailhead.

The trip generation analysis for the conditions with the proposed zoning and designation considers land on the site suitable to be included in the park use's gross area that is not suitable to be developed as residential land in the existing conditions. This area includes the Jasper Slough and a 50 foot riparian setback. Additionally, the ITE use category for City Park has only one studied site that the rate of 3.50 trips/acre was derived from. Other uses considered but eliminated for trip generation analysis included: County Park (ITE 412); State Park (ITE 413), and; Regional Park (ITE 417). The other parks uses had trip rates that ranged from 0.09 trips/acre to 0.55 trips/acre, which are significantly lower than the City Park and would result in a lower trip generation total than the existing condition projections. Other uses considered also have rates that are derived from sites with significantly higher acreage and various other amenities not offered at the subject site.

Traffic Impact Analysis Criteria

Per City of Springfield Development Code, Section 4.7-200 (B)(4) a traffic impact and parking analysis shall be prepared by a traffic engineer and approved by the City Engineer for Public and Private Park uses in the Public Land and Open Space District. A traffic impact analysis would be required at the time the property is developed with the park use, however; early coordination with the City of Springfield's Transportation Planning Engineering staff indicated that the City would likely waive the TIA requirement for development of a park use since the park use is a relatively low trip generator and the City's trip generation threshold of 100 peak hour trips per SDC 4.2-105(A)(4)(a) would not be

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exceeded by development of the site with permitted uses. Additionally, SDC 4.2-105(A)(4)(d) specifically states that when a study is required the study area shall include any intersections that would receive 20 or more vehicle trips during the identified peak hour. The previous trip generation section provided a conservative analysis of the future park's trip generation that concluded that the park use would generate less than 20 peak hour trips, therefore: a traffic study would not have a defined study area since no intersections would receive 20 or more new pm peak hour trips.

The land use applications will result in a property line adjustment that will help to define the area to be redesignated for the public land/parks and open space uses and will provide a consistent legally described boundary between the site and existing residentially zoned land to remain in the low density residential district. The residential land is under separate ownership and should be considered a separate development site whenever it applies for development applications. Development of the residentially zoned land would not require a traffic impact analysis at the time of development because the trip generation would not exceed the City's 100 peak hour trip generation threshold or other criteria in the City of Springfield Development Code if it is developed with outright permitted uses.

Transportation Planning Rule Significant Effect Criteria

Oregon Administrative Rule (OAR) 660-012-0060 Plan and Land Use Regulation Amendments, states:

(1) If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:

> (a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);
>
> (b) Change standards implementing a functional classification system; or
>
> (c) As measured at the end of the planning period identified in the adopted transportation system plan:
>
> > (A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;
> >
> > (B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or
> >
> > (C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.

OAR 660-12-0060(1) was found to be satisfied, as the proposed zone change and plan amendment would not result in a change to the functional classification of an existing or planned transportation facility as identified (1)(a); would not change the standards implementing a functional classification system as identified in (1)(b), and; would not have any identifiable significant affects to the transportation plan's horizon year conditions as identified in (1)(c)(A)-(C). The trip generation section previously described an increase to the site's trip generation potential of up to 6 pm peak hour trips in the reasonable worst case development scenario with the proposed change of zoning and metro plan amendment when compared to the potential development of the entire site with existing

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planning entitlements that would allow the site to be developed with up to 14 units per acre per SDC 3.2-205(A). To be conservative, the trip generation analysis considered land unsuitable and not allowed for residential development in the area calculation as the basis for the trip generation associated with the potential development on the site with the proposed zoning and metro plan amendments.

A feasible development scenario would likely include accommodations for the City of Springfield's proposed local street connection shown on the City's Conceptual Local Street Plan (August 2012) that would provide access to potential residential development on land proposed to retain the existing residential zoning. The access would likely traverse the site from the existing frontage of tax lot 3900 on Jasper Road and onto Kintzley Ave at the east property boundary of the existing tax lot 3701.

Conclusion

The TPR analysis indicates that the criteria of the applicable Oregon Administrative Rules are satisfied with the proposed change of zoning and use designations that would allow a portion of the site to be developed with a parks use and the remaining area on the site be developed with approved existing uses per the existing low density residential zoning and use permissions identified in the Springfield Development Code.

The trip generation levels associated with the reasonable worst case development scenario of the proposed conditions were not found to have an identifiable "significant affect" defined by OAR 660-012-0060(1) since the additional traffic resulting from the proposed zoning and uses of the site when compared to the potential of the existing zoning and metro plan designation and its reasonable worst case development scenario is less than any day-to day fluctuation in traffic on the local transportation system (approximately 6 potential new pm peak hour trips with the proposed zone and use designations). The City may waive the requirement for traffic impact and parking studies for the potential park use of the site required by SDC 4.7-200 (B)(4) and SDC 4.6-125(F) based on the potential trip generation of less than 20 pm peak hour trips, which is defined as the threshold for the number of trips an intersection or facility can receive from a development and not be required to be included in the study area when a traffic impact study is required (SDC 4.2-105(A)(4)(d)).

In summary, the Transportation Planning Rule is satisfied under Goal 12 criteria with the proposed zone change from the existing low density residential district to the proposed public land and open space district. There is no significant impact to a transportation facility identifiable by the potential for additional traffic resulting from the proposed zone change that would cause a facility to perform below its intended mobility standard or cause a failing facility to be further degraded beyond the potential impacts resulting from potential development of the entire site with existing zoning and use designations, as was demonstrated by the site's potential trip generation increase when compared to acceptable daily fluctuations in traffic.

Please do not hesitate to contact me with any questions, or if I can provide any additional assistance.

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Original Submittal

BEFORE THE PLANNING COMMISSION
OF THE
CITY OF SPRINGFIELD, OREGON

REQUEST FOR ZONING MAP AMENDMENT	**+**	**CASE NO. 811-18-000003-TYP3**
	+	**FINDINGS, CONCLUSIONS,**
	+	**AND ORDER**

NATURE OF THE APPLICATION

Zone change from Low Density Residential to Public Land and Open Space for Assessor's Map 18-02-06-24, Tax Lot 4000, which is addressed as 3202 Jasper Road.

1. On January 8, 2018 the following application for a Zoning Map Amendment was accepted**:** Rezone approximately 5.23 acres of land from Low Density Residential to Public Land and Open Space, Case Number 811-18-000003-TYP3, Eric Adams, Willamalane Park & Recreation District, applicant. The area requested for rezoning is generally depicted and more particularly described in Attachment 1 to this Final Order.

2. The application was submitted in accordance with Section 5.4-105 of the Springfield Development Code. Timely and sufficient notice of the public hearing, pursuant to Section 5.2-115 of the Springfield Development Code, was provided.

3. On February 21, 2018 a public hearing on the Zoning Map Amendment request was held. The Development and Public Works Department staff notes including criteria of approval, findings and recommendations, together with the testimony and submittals of the persons testifying at that hearing have been considered and are part of the record of this proceeding.

CONCLUSION

On the basis of this record, the requested Zoning Map Amendment application is consistent with the criteria of Section 5.22-115 of the Springfield Development Code. This general finding is supported by the specific findings of fact and conclusions in the staff report (Exhibit A) attached hereto.

ORDER

It is ORDERED by the Planning Commission of Springfield that Case Number 811-18-000003-TYP3, Zoning Map Amendment Request, be approved. This ORDER was presented to and approved by the Planning Commission on February 21, 2018.

_____
Planning Commission Chairperson

ATTEST
AYES:
NOES:
ABSENT:
ABSTAIN:

ATTACHMENT 1

Legal Description

Situated in the Southeast Quarter of the Northwest Quarter of Section 6, Township 18 South, Range 2 West of the Willamette Meridian and described as follows:

Being a part of those lands conveyed to Willamalane Park and Recreation District in that certain Statutory Warranty Deed recorded November 26, 2013, as Reception Number 2013-060971 in the Lane County Oregon Official Records, said lands being more particularly described as follows:

BEGINNING at a point on the South right-of-way line of Jasper Road and the East line of Isaac Briggs Donation Land Claim No. 83 as shown on the plat of DOUGLAS GARDENS, as platted and recorded in Book 4, Page 73, Lane County Oregon Plat Records; **THENCE**, along said South right-of-way line of Jasper Road, South 80°22'00" East, 298.25 feet; **THENCE** leaving said South right-of-way line South 00°06'06" West, 121.45 feet; **THENCE** North 89°53'54" West, 237.00 feet; **THENCE** South 00°40'14" West, 156.90 feet; **THENCE** along a curve to the right with a radius of 462.33 feet, a chord that bears South 34°48'24" East, 144.13 feet, a central angle of 17°56'04", an arc distance of 144.72 feet; **THENCE** South 25°50'22" East, 380.00 feet; **THENCE** South 20°11'32" East, 217.98 feet; **THENCE** North 80°22'00" West, 394.54 feet to a point on the West line of Lot 3, Block 19, DOUGLAS GARDENS, said point also being on the East line of said Isaac Briggs Donation Land Claim No. 83; **THENCE** along said East line North 00°40'14" East, 926.80 feet **RETURNING to the POINT OF BEGINNING.**

ALSO:

COMMENCING at a point on the South right-of-way line of Jasper Road and the East line of the Isaac Briggs Donation Land Claim No. 83, Township 18 South, Range 2 West of the Willamette Meridian, as shown on the plat of DOUGLAS GARDENS, as platted and recorded in Book 4, Page 73, Lane County Oregon Plat Records. **THENCE** along said East line of the Isaac Briggs Donation Land Claim No. 83, South 00°40'14" West, 926.80 feet to the **POINT OF BEGINNING,** said point also being on the West line of Lot 3, Block 19, of said Douglas Gardens; **THENCE** leaving said East line of the Isaac Briggs Donation Land Claim No. 83 and the West line of said Lot 3, South 80°22'00" East, 394.54 feet; **THENCE** South 20°11'32" East, 75.02 feet to a point on the South line of said Lot 3; **THENCE** along said South line of said Lot 3, North 80°22'00" West, 418.75 feet to the South-Southwest Corner of said Lot 3; **THENCE** along the Southwest line of said Lot 3, North 30°09'48" West, 5.46 feet to the North-Southwest Corner of said Lot 3, said point also being on the East line of said Isaac Briggs Donation Land Claim No. 83; **THENCE** along the East line of said Isaac Briggs Donation Land Claim No. 83, also being the West line of said Lot 3, North 00°40'14" East, 61.64 feet **RETURNING to the POINT OF BEGINNING.**

Containing 5.23 acres more or less.