



Planning Commission Agenda

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Planning Commissioners:

Michael Koivula, Chair

Troy Sherwood, Vice Chair

Tim Vohs

Andrew Landen

Grace Bergen

Kuri Gill

Sophie McGinley

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 Chamber, 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.

December 3, 2019

**6:00 p.m. Work Session
Jesse Maine Meeting Room**

CALL TO ORDER

ATTENDANCE:

Chair Koivula _____, Vice Chair Sherwood _____, Vohs _____, Landen _____,
Bergen _____, Gill _____, and McGinley _____.

WORK SESSION ITEM(S)

1. DEVELOPMENT CODE UPDATE PROJECT – STATUS CHECK-IN

Staff: Mark Rust, Senior Planner

60 Minutes

ADJOURNMENT

December 3, 2019

**7:00 p.m. Regular Session
Council Chambers**

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

ATTENDANCE: Chair Koivula _____, Vice Chair Sherwood _____, Vohs _____, Landen _____, Bergen _____, Gill _____, and McGinley_____.

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)

PUBLIC HEARING –

- 1. TEXT AMENDMENT OF THE EAST MAIN REFINEMENT PLAN TO HELP FACILITATE MIXED-USE DEVELOPMENT ON AN 8.53-ACRE VACANT PARCEL LOCATED NORTH EAST OF THE 48th STREET AND MAIN STREET INTERSECTION IN SPRINGFIELD (MAP 17-02-32-41, TL 00400).**

**Staff: Melissa Cariño, Senior Planner
20 Minutes**

CONDUCT OF PUBLIC HEARING BEFORE THE PLANNING COMMISSION

- Staff explanation of hearing process (ORS 197.763 and Springfield Development Code 5.2-135)
- Chair opens the public hearing
- Commission members declaration of conflicts of interest; disclosure of “ex-parte” contact
- Any challenges to the impartiality of the Commissioners or objections to the jurisdiction of the Commission to hear the matter
- Staff report
- Testimony from the applicant
- Testimony in support of the proposal
- Testimony neither in support of nor opposed to the proposal
- Testimony opposed to the proposal
- Summation by staff
- Rebuttal from the applicant
- Questions from the Commission to staff or public
- Close or continue public hearing; close or extend written record (continuance or extension by motion)

- Discussion of the proposal including testimony and evidence addressing the applicable approval criteria or other criteria cited in the record as applicable to the proposal
- Motion to recommend approval, approval with modification or conditions, or recommendation not to adopt the proposal and findings of fact based on the information contained in the staff report, oral and written testimony, and all other evidence submitted into the record

REPORT OF COUNCIL ACTION

- Council request for joint work session at 6:00 pm on Jan. 21 - identify potential agenda items

BUSINESS FROM THE PLANNING COMMISSION

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

BUSINESS FROM THE DEVELOPMENT AND PUBLIC WORKS DEPARTMENT

ADJOURN REGULAR SESSION OF THE SPRINGFIELD PLANNING COMMISSION

AGENDA ITEM SUMMARY**SPRINGFIELD
PLANNING COMMISSION****Meeting Date:** 12/3/2019
Meeting Type: Work Session
Staff Contact/Dept.: Mark Rust
Staff Phone No: 541-726-3654
Estimated Time: 60 min.
Council Goals: Encourage Economic Development and Revitalization through Community Partnerships

ITEM TITLE: DEVELOPMENT CODE UPDATE PROJECT – STATUS CHECK IN

**ACTION
REQUESTED:**

Planning Commission input and feedback on the Development Code Update Project specifically the middle housing code concepts presented.

**ISSUE
STATEMENT:**

Staff will give the Planning Commission an update on the project and is asking the Planning Commission for input and feedback on the Middle Housing Code Concepts.

The Purpose of the Development Code Update Project is to change the Springfield Development Code to support efficient, timely, and clear development review. The updated Development Code will support Springfield's economic development priorities and will honor Springfield's home town feel now and in the future.

ATTACHMENTS: Attachment 1 – Communication Memo – Draft Middle Housing Code Concepts

**DISCUSSION/
FINANCIAL
IMPACT:**

Staff last presented to the Planning Commission on October 1, 2019 to discuss the implementation of the new Middle Housing legislation (HB 2001) with the Development Code Update Project. The City Council has given direction to fully implement the new legislation with the Development Code Update Project as well as to adjust the Project timeline to facilitate the necessary additional work to incorporate the new middle housing legislative mandates.

The code concepts presented also consider the recommendations from the Housing Code Audit. The Audit identified barriers to development as well as language in the existing Development Code that is not clear and objective for approving housing development.

Staff has continued to meet with the Governance Committee and Technical Advisory Committee to draft Middle Housing code concept language and receive input and feedback. The draft concept language presented to the Planning Commission at this meeting reflects changes made based on this input.

The attached Communication Memo goes into more detail about the Middle Housing Code Concepts and identifies specific areas where staff is seeking the Planning Commissions input.

COMMUNICATION MEMORANDUM

Meeting Date: 12/3/2019
Meeting Type: Work Session
Staff Contact/Dept.: Mark Rust/DPW
Staff Phone No: 541-726-3654
Estimated Time: 60 Minutes
Council Goals: Encourage Economic Development and Revitalization through Community Partnerships

**SPRINGFIELD
PLANNING COMMISSION**

ITEM TITLE DEVELOPMENT CODE UPDATE PROJECT – DRAFT MIDDLE HOUSING CODE CONCEPTS

BACKGROUND Staff last presented to the Planning Commission on this project on October 1, 2019. Staff received direction to implement the new Middle Housing legislation (HB 2001) into the ongoing Development Code Update Project.

DISCUSSION

This memo outlines draft Code Concepts for the Springfield Development Code Update Project residential phase related to middle housing. It builds on the previous code audit report identifying concerns related to housing and input from the Governance Committee and Technical Advisory Committee (TAC). The “code concepts” describe potential code amendments in a simplified, conceptual way. Not all of the details are worked out in the concepts (for example, in some cases you’ll see an XX instead of a number, or highlighted areas that need specific input) -- that’s intentional. The objective of the work session is to get input and direction on the concepts before presenting detailed code language. The Code concepts in the memo are organized into the following topic areas:

- Residential Use Table
- Middle Housing
- Multiplexes (duplex, triplex, fourplex)
- Separation of Uses
- Cottage Cluster Housing
- Townhomes

For each topic area, a few sentences of background information describe the existing regulations and outline one or more concepts for potential changes to the regulations. As you read through this memo, please look for text boxes with commentary and questions for consideration (example below) to facilitate the Council’s input on code concepts for middle housing development. These questions are meant to prompt discussion, but not to limit it – other questions and suggestions are welcome.

Commentary/Question: Discussion and questions will be in text boxes like this.

RESIDENTIAL USE TABLE

The residential use table is being reworked with the intent to simplify and modernize the uses by broadening the categories.

Table 3.2.210 Permitted Uses					
Uses	Zoning Districts				Special Use Standards
	LDR	SLR	MDR	HDR	
Residential					
Single-Family Dwelling, Detached (includes Manufactured Homes)	P	P	P	P	Sec 4.7.3XX
Single-Family Dwelling, Attached (e.g. townhomes, row houses, etc.)	P	P	P	P	Sec 4.7.3XX
Accessory Dwelling Units (ADU's)	P	P	P	P	Sec 4.7.3XX
[Boarding or Rooming House]	[N]	[C]	[C]	[C]	Sec 4.7.3XX
Cottage Cluster Housing	P	P	P	P	Sec 4.7.3XX
Duplex, triplex, and fourplex; or two, three, or four dwelling units on one lot (attached or detached)	P	P	P	P	Sec 4.7.3XX
Manufactured Home Park	P	P	P	P	Sec 4.7.3XX
Multiple Unit Housing on one lot or parcel, more than 4 units up to and including 20 units	P	P	P	P	Sec 4.7.3XX
Multiple Unit Housing on one lot or parcel, more than 20 units	P	P	P	P	Sec 4.7.3XX
Residential Care Home (5 or fewer people)	P	P	P	P	Sec 4.7.3XX
Residential Care Facility (6-15 people)	P	P	P*	P*	Sec 4.7.3XX
Residential Care Facility (more than 15 people)	C*	N	S*	S*	Sec 4.7.3XX
Public and Institutional					
Automobile Parking, Public Off-street Parking	N	N	[P/C]	[P/C]	
Cemetery, including Crematorium	[N/C]	N	[N]		
Child Daycare Center	N	N	[P/C]		
Club	N	N	N	N	
Community Service; includes Governmental Offices	N	N	[P/C]		
<i>[Community Garden]</i>	[P/C]	[P/C]	[P/C]		
Clinic, Outpatient Only	N	N	[P/C]		
Emergency Services; includes Police, Fire, Ambulance	[N/C]	[N/C]	[C]		
Hospital, including Acute Care Center	N	N	[N/C]		
Non-Profit Member Organization Offices	N	N	C		

Parks and Open Space, including Playgrounds, Trails, Nature Preserves, Athletic Fields, Courts, Swim Pools, and similar uses	[S/C]	[S/C]	[S/C]		Sec 4.7.3XX
Place of worship	C/S*	C/S*	C/S*	C/S*	Sec 4.7.3XX
Commercial					
Bed and Breakfast Inn	N	N	[C+S]	[C+S]	Sec 4.7.3XX
<i>Home Occupation</i>	S	S	S	S	Sec 4.7.3XX
Professional Office	S*	S*	S*	S*	Sec 4.7.3XX

Zoning District designations: LDR = Low Density Residential; SLR = Small Lot Residential; MDR = Medium Density Residential; HDR = High Density Residential.

KEY: P = Permitted Use; S = Permitted with Special Use Standards; N = Not Allowed; C = Conditional Use Permit Required; * = Site Plan Review Required.

MIDDLE HOUSING CODE CONCEPTS

Multiplexes (duplex, triplex, fourplex)

Currently there are no design standards for duplexes in the LDR (Low Density Residential) zone. Duplexes in the LDR zone in the existing code are allowed only on corner lots that are 6,000 square feet or larger. The new code must allow duplexes on each lot or parcel that a single family home is allowed on in conformance with the new middle housing legislation. There are design standards in the existing code for duplexes as well as multi-units (which include buildings with three or more dwellings) in SLR (Small Lot Residential), MDR (Medium Density Residential), and HDR (High Density Residential) zones.

Options for design standards for multiplex housing types.

1. No architectural design standards for structure, but still site design standards (setbacks, height, lot coverage, etc.).
2. Use existing architectural design standards for duplexes in MDR zones for all multiplex development in addition to site design standards. These standards could be used for a subset of the multiplex housing types (e.g. only for triplexes and fourplexes, or just fourplexes).
3. Use different design standards (other than architectural design standards) to regulate impacts from multiplex development. Different standards could include site design such as orientation of structures (front doors or other entrances), minimum amount of windows on the front façade of structures, minimize or otherwise regulate the windows facing adjacent development, requirements to provide covered front entrance areas, etc.

Commentary/Question: Should the code contain architectural design standards for duplexes (including two detached units on one lot) in the LDR zone?

The existing architectural design standards (*existing code text shown in red italics*) for duplexes in MDR zones are found in SDC (Springfield Development Code) at 4.7-142 and include the following:

Each duplex and each attached single-family dwelling shall provide design elements to preclude large expanses of uninterrupted building surfaces along all elevations which are visible from the street adjacent to the property (i.e., front, rear and sides). The design shall be provided by using at least 6 of the following architectural features on all applicable elevations, as appropriate for the proposed building type and style:

- 1. Dormers;*
- 2. Gables;*
- 3. Recessed entries;*
- 4. Covered front porches;*
- 5. Pillars or posts;*
- 6. Eaves (minimum 12-inch projection);*
- 7. Window trim (minimum 3 1/2 inches wide);*
- 8. Bay windows;*
- 9. Balconies;*
- 10. Offsets in the building face by a minimum of 18 inches;*
- 11. Offsets or breaks in roof elevation of 2 feet or greater in height;*
- 12. Decorative patterns on the exterior finish using: shingles, wainscoting, and/or board and batten;*
- 13. Variation in façade building materials, including, but not limited to, tile, brick, and wood.*

These standards generally regulate the aesthetics of the structure and not necessarily the impacts from the structure. Rather than regulating aesthetics, the following impacts have been discussed as being potentially regulated to mitigate new middle housing types in the LDR zone:

1. Parking
2. Privacy
3. Scale
4. Compatibility

New standards (*new draft code shown in blue italics below*) that could regulate these impacts include the following:

Duplex, triplex, and fourplex development must comply with the following standards. The standards are intended to control development scale, and minimize impacts associated with compatibility.

(A) Orientation Standards.

- (1)** *The front façade of at least one unit must be oriented toward an abutting street.*

The front façade of a home is defined as the façade with the main entry door and front porch or recessed entry.

For properties with more than one frontage, the applicant may choose which frontage to meet this standard.

- (2)** *Exemptions to Orientation Standards.*

- (a)** *Duplexes, triplexes, or fourplexes created by remodeling an existing single-family detached dwelling without expanding the existing floor area.*
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- (b) *Lots created after [date of adoption], that are not adjacent to existing [LDR zoned] [residentially designated] properties.*

(B) Design Standards - Windows

- (1) *Windows and doors must account for at least 15% of the façade area for façades oriented toward a street.*
- (2) *The required windows in (1) above must be:*
 - (a) *Either vertical or square in orientation and shape, the window must be at least as tall as each window is wide.*
 - (b) *If horizontal window openings are proposed:*
 - (i) *They must be filled by either two or more vertically oriented windows that are either all the same size, or with no more than two sizes used; or*
 - (ii) *A horizontal window with a band of lites (separately framed areas of glass) across the top; the lites must be either vertically oriented or be square. The lites in either case must cover at least 20% of the total height of the window.*

(C) Front Porches and Entries

Each unit in a triplex or fourplex must have a covered porch or recessed entryway on the front of the home.

- (1) *When a covered porch is provided, for the unit(s) with the front façade facing the street, the minimum porch depth must be 6.5 ft., and the width of the porch must be at least 60% of the width of the overall length of the front façade.*
 - (2) *For units with the front façade not facing the street, when providing a covered porch, the minimum dimensions of the covered front porch must be 5 ft. by 5 ft.*
 - (3) *When a recessed entry is provided for any unit it must have minimum dimensions of 5ft. by 5ft.*
 - (4) *The front door of the dwelling must open onto the covered porch or recessed entry.*
 - (5) *The entire area of the covered porch or recessed entry must be covered.*
 - (6) *The surface of the covered porch or recessed entry must not exceed 48 inches above grade, as measured from the average ground level at the front of the porch.*
- (D) Landscaping.** *There must be a minimum of 15 percent of the site landscaped in conformance with SDC 4.4-100, Landscaping, Screening and Fence Standards. Existing natural landscaping can count as part of the landscape requirement if protected and preserved during construction.*
- (E) Street Trees.** *Street trees must be planted in conformance with SDC 4.2-140, Street Trees.*
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(F) **Open Space.** *The applicant must provide usable open space; or an exterior patio, balcony, or deck; consistent with the following:*

<i>Dwelling Units</i>	<i>Usable Open Space</i>	<i>Exterior Patio, Balcony or Deck</i>
<i>1 and 2 bedroom units</i>	<i>200 square feet per unit</i>	<i>100 square feet per unit</i>
<i>3 bedroom units or larger</i>	<i>300 square feet per unit</i>	<i>150 square feet per unit</i>

(1) *All usable open space areas that are comprised of lawn must be irrigated with an underground irrigation system.*

Commentary: If open space is developed with lawn, the thought of requiring irrigation is to maintain the appearance of the open space area. This standard could be removed.

(2) *An exterior patio, balcony, or deck to meet the requirements of this subsection will not be counted as part of the landscape requirement.*

(G) **Storage.** *Each unit must provide a minimum of 60 square feet of enclosed storage area for outdoor equipment, lawn chairs, barbecues, bicycles, etc. The storage area must be accessible from the exterior of the dwelling unit, have a minimum interior height of seven feet, and be no less than two feet in length in any direction. The storage area may be split into two areas as long as no area is less than 20 square feet and no dimension is less than two feet, except the height which is a minimum of seven feet. The storage area may be located in a garage; provided, that it does not interfere with required vehicle parking (nine feet by 18 feet). The storage must not be located within the setbacks.*

Commentary: The required storage area is intended to provide for an orderly development site without excessive items being stored outdoors. Additionally the storage requirement is intended to help avoid prohibited nuisances as specified in the Springfield Municipal Code.

(H) **Trash and Recycling.** *Each unit must provide an enclosure area for trash and recycling. This area is in addition to the enclosed storage requirement specified above in subsection (G) of this section. The enclosure area must be a minimum of 20 square feet per unit and no less than three feet in length in any direction. A common enclosure area or areas may be provided for trash and recycling storage areas for multiple units. The enclosure area must be screened from view with a minimum four foot tall site obscuring fence.*

(I) **Separation.** *Detached dwelling units must be a minimum of six feet apart as measured between their building footprints.*

(J) **Floor Area Ratio (FAR).** *In the LDR District, the FAR as defined in SDC Chapter 6.1.100, Definitions, must not exceed 0.60 for all buildings on site, cumulatively.*

(1) *Exemptions to FAR.*

(a) *Accessory structures less than 10 feet in height and 200 square feet in area.*

(b) *Duplexes, triplexes, or fourplexes created by remodeling an existing single-family*

dwelling without expanding the existing floor area.

- (c) *Lots created after [date of adoption], that are not adjacent to existing LDR designated properties.*

(K) *Driveway Approach.* *Duplexes may have a maximum of two driveway approaches, a triplex may have a maximum of three driveway approaches, and a fourplex may have a maximum of four driveway approaches in compliance with the following:*

(1) *The total width of all driveway approaches must not exceed 32 feet per frontage. For lots or parcels with more than one frontage, see subsection (H)(3) of this section.*

(2) *Driveway approaches may be separated when located on a local street. If approaches are separated, they must be separated by a minimum of seven feet.*

(3) *In addition, lots or parcels with more than one frontage must comply with the following:*

(a) *Lots or parcels must access the street with the lowest classification.*

(b) *Lots or parcels with frontages only on collectors and/or arterial streets may have one driveway approach. The City Engineer will determine which frontage may have one driveway approach when lots or parcels only have frontages on collector streets or only on arterial streets.*

(c) *Lots or parcels with frontages only on local streets must comply with the following:*

(i) *Duplexes may have two driveway approaches not exceeding 32 feet in total width on one frontage or one maximum 16-foot-wide driveway approach per frontage.*

(ii) *Triplexes may have three driveway approaches not exceeding 32 feet in total width on one frontage; or two driveway approaches not exceeding a total of 32 feet in total width on one frontage and one maximum 16-foot-wide driveway approach on one other frontage.*

(iii) *Fourplexes may have four driveway approaches not exceeding 32 feet in total width on one frontage; or two or three driveway approaches not exceeding 32 feet in total width on one frontage and one maximum 16-foot-wide driveway approach on one other frontage; or two driveway approaches not exceeding a total of 32 feet on one frontage and one maximum 16 foot wide approach on the other frontage.*

(d) *Clear vision standards do not apply between driveway approaches for duplexes and triplexes on local streets. All other standards in SDC 4.2.130, Vision Clearance, apply.*

(e) *For lots or parcels abutting an alley, access must be taken from the alley.*

Commentary/Question: Should alley access be required where existing alleys exist? Whether developed or not?

(L) *Garage Door Standards.*

(1) *The maximum combined garage door width facing the street is 50 percent of the total building width.*

(2) *In addition to complying with the front setbacks for the respective zoning districts, the front of the garage or carport can be no closer to the front lot line than the longest street-facing wall*

of the dwelling unit that encloses livable space, except that:

- (a) *If there is a covered front porch, the garage or carport can extend up to five feet in front of the enclosed livable space, but no further than the front of the porch.*
 - (b) *A garage or carport may extend up to 10 feet in front of the enclosed livable space [on the first floor] if there is enclosed livable space or a covered balcony above at least a portion of the garage or carport.*
- (3) *Exemptions to Garage Door Standards.*
- (a) *Existing garages legally constructed prior to [date of adoption].*
 - (b) *When the side or rear wall of the garage faces the street, provided the standards of SDC 3.2.215(F)(6)(a)(ii) are met.*
 - (c) *Lots created after [date of adoption], that are not adjacent to existing residentially designated properties.*

Commentary/Question: Should all of the above standards be applicable to multiplex development?

Separation of Uses – Transitions, Setbacks, and Buffers

Currently, the Springfield Development Code (SDC), 3.2-240.D.3.b. requires multi-unit buildings to have a minimum 25 foot buffer area between multi-unit buildings and property lines abutting an LDR property line, excluding property lines of abutting right-of-ways.

The new provisions for middle housing will allow up to a fourplex and cottage housing in areas of LDR zoned neighborhoods. The existing buffer area has been identified by both the Housing Code Audit Report and the Technical Advisory Committee as excessive, creating a barrier to development, and may not meet the “reasonable” test under state law. It is proposed that this buffer requirement be removed and instead replaced by other transition standards to address compatibility between existing single family residences and new middle housing.

Examples of other possible transition standards could include:

1. *Interior setback of ten feet plus three feet for each story over one -- an interior setback meaning not adjacent to a street. For example, a three story multi-family building would require a 16-foot interior setback (10'+3'+3') regardless of the use next door. Parking and travel aisles are not permitted within the setback.*

To avoid having unnecessarily large setbacks (especially between two multi-family developments), the City may wish to consider limiting the total size of the setback that can be required. This cap could vary based on the type of zoning and/or use that is abutting the development.

2. *In addition to or in lieu of the setback requirement, the code could require a landscaped buffer (10-foot) that includes trees, shrubs, etc., for multi-unit buildings next to dwellings in a residential zone, or next to commercial or mixed uses or zones. The buffer could be allowed to be located in the setback.*
 3. *Exterior doorways and outdoor living spaces (e.g., balconies or decks) on the second story and exterior staircases must not be located in a side or rear yard abutting a LDR zoned property with a residential development unless they are set back a minimum of 10 feet from the side or rear property line.*
-

Commentary/Question: Should the existing 25 foot buffer apply to middle housing developments in LDR zones?

Should there be any buffering or transition requirements for middle housing in LDR zones? If so, what should they look like? Are the examples above a good start?

Cottage Cluster Housing

The Cottage Cluster Housing type is one that is currently allowed in the existing code. However the existing code makes it very difficult to develop. The intent is to make it easier to provide.

Purpose and Title

Springfield's existing Cottage Cluster requirements only allow the use in a certain set of zones, not including the High Density Residential (HDR) zone, and requires a Type III discretionary use permit hearings process in addition to discretionary Site Plan Review in the LDR zone. The SLR and MDR zones require Site Plan Review. The proposed new code standards would rename the use as "Cottage Housing Development" or "Cottage Cluster Housing" and would allow the use as an outright permitted use in all of the residential zones as long as the development meets a clear and object standards through a Type I ministerial process.

Commentary/Question: What is a better title, "Cottage Housing Development" or "Cottage Cluster Housing"?

Applicability

The new Cottage Housing development standards are proposed to apply to all residential zoning districts. Additionally, provisions allowing increased development in the LDR zone in transit connected locations are proposed to be allowed as specified in the Cottage Housing Development Standard Table below.

A property is considered to be in a "transit connected location" if the applicant can show that it is (or will be by the time construction is complete) connected by a complete [improved] sidewalk network to an active transit service stop within a 1/4 mile walk.

The primary differences in standards for cottage housing that is in a transit connected location and one that is not is in parking requirements, building size and height.

Density, Land Division, and Frontage

The proposed revised code allows a cluster housing development on any size site with no maximum density limitations and may include a land division resulting in new lots with no minimum lot size. If a land division is proposed, access to each lot is allowed to be provided flexibly, including using pedestrian paths through private common areas controlled by a Home Owners Association (HOA) or otherwise dedicated for common, rather than private or limited use.

Commentary/Question: Should there be no maximum density for this housing type or should we limit the density to the maximum allowed in the zone?

Site Design

A cluster housing development must include a minimum of 5 primary homes. It must include an adequately sized and centrally located common open space, as a key component of cluster housing developments. A common open space needs to meet the following standards: the common open space must have at least 100 sq. ft. of common open space area for each home in the housing cluster development, excluding ADUs; the minimum dimensions for the common open space must be at least 20 ft. by 12 ft.; the entrance to at least one common open space area in a cluster housing development must be visible and accessible from an

adjacent public street; and homes must enclose at least 60% of three sides of common open space areas to which at least half of the homes in a cluster housing development are oriented.

Orientation

The front of a home is defined as the façade with the main entry door and front porch. This façade will need to be oriented toward either a common open space or public street. If a home is not contiguous to either of these, then it must orient toward an internal pedestrian circulation path. At least half of all the homes in a housing cluster must be oriented toward common open space.

Design Standards

The intent of the housing cluster design standards is to create homes that engage with the street and each other in a manner that builds community and contributes positively to the neighborhood public realm. The standards require that windows and doors account for at least 15% of the façade area for façades oriented toward a street, common open space, or interior walkway, and that these windows be either vertical or square in orientation – at least as tall as each window is wide. Horizontal window openings are allowed to be filled by either two or more vertically oriented windows that are either all the same size, or with no more than two sizes used, or a horizontal window with a band of individual lites across the top; the lites must be either vertical or square and must cover at least 20% of the total height of the window.

Front Porches and Entries

Each primary home in a cluster must have a porch or recessed entryway on the front of the home. This area is intended to function as an outdoor room that extends the living space of the home into the semipublic area between the home and the open space.

When a porch is provided, the minimum porch depth must be 6.5 ft., and the width of the porch must be at least 60% of the width of the overall length of the front façade.

Homes in a cluster fronting a street must include a front porch facing the street that covers at least 60% of the width of the home and is at least 8 ft. deep.

When a recessed entry is provided, it must have minimum dimensions of 5ft by 5ft.

The front door of the dwelling must open onto the porch or recessed entry. The entire area of the front porch or recessed entry must be covered, and the surface of the front porch or recessed entry must not exceed 48 in above grade, as measured from the average ground level at the front of the porch.

Development Standards

The proposed cluster housing code would supersede the base zone development standards for height, density, minimum lot size, setbacks, yards, lot coverage, and minimum vegetation, as well as other design standards and parking standards except as otherwise noted. These proposed standards are shown in Table 4. These proposed cluster housing standards are intended to:

- 1. Promote market-rate provision of homes affordable to households of a variety of incomes and sizes;*
- 2. Encourage a design that balances a reduction in private outdoor space with shared outdoor common area; and*
- 3. Promote community-building, both within a housing cluster, and between the cluster and its surrounding neighborhood.*

Home Types

The proposed code allows detached houses containing one to four homes on properties that are in the LDR zone and not in a transit connected location; it allows for attached home types in transit-connected

locations and in the SLR, MDR, and HDR zones.

Accessory dwelling units (ADUs)(either within, attached, or detached), are allowed for any detached or attached single family home in a cluster housing development.

Home Size

The restriction on the maximum average floor area is intended to ensure that increased production of workforce housing is an outcome of the cluster housing code.

The total footprint of a home in a housing cluster is limited to 1,200 sq. ft. on properties that are in a transit-connected location and properties that are zoned SLR, MDR, and HDR. For properties that are zoned LDR and not located in a transit-connected location the total footprint of a home in a housing cluster is limited to 1,000 sq. ft.

The total building footprint of a structure containing two to four homes is limited to 1,650 sq. ft. in LDR zones. The total floor area of each home is proposed to be limited to 1,600 sq. ft., and the maximum average floor area of all homes in a housing cluster must not exceed 1,000 sq. ft.

Height

The height for all structures in a housing cluster is proposed to be restricted to: two stories in the LDR zone, except for lots in transit-connected locations within this base zones, where the height shall not exceed 2.5 stories; and 3 stories in all other base zones and locations.

To ensure that the heights of buildings around a common area do not overwhelm the scale of that area, the height to the highest eaves on any building facing a common open is restricted to exceed 1.5 times the width of that common area between the two closest buildings across its narrowest average width. Daylight basements are proposed to be exempted from counting towards the number of floors of height allowed for structures in a housing cluster development.

TABLE 4. CLUSTER HOUSING DEVELOPMENT STANDARDS

Standards	LDR zones	LDR Transit-connected locations	SLR, MDR, and HDR zones
HOME TYPES			
Building types allowed	Detached houses containing 1-4 homes	Detached and Attached	Detached and Attached
HOME SIZE			
Max building footprint per home	1,000 sf.	1,200 sf.	1,200 sf.
Max total footprint per building	1,650 sf.	no requirement	no requirement
Max floor area per home	1,600 sf.		
Max average floor area per home	1,000 sf.		
HEIGHT*			
Max # of stories	2	2.5	3
Max structure height between 5 & 10 ft. of rear lot line	15 ft.		

Max height to eaves facing common area	1.618 times the narrowest average width between two closest buildings		
SETBACKS, SEPARATIONS, AND ENCROACHMENTS*			
Separation between eaves of structures (minimum)	6 ft.	6 ft.	6 ft.
Side and rear site setbacks	5 ft.		
Front site setback (minimum)	15 ft.	10 ft.	0-10 ft.
Front site setback (maximum)	20 ft.		
LOT COVERAGE, IMPERVIOUS AREA, VEGETATED AREA*			
Lot coverage (maximum)	50%	55%	60%
Impervious area (maximum)	60%	65%	70%
Vegetated site area (minimum)	35%	30%	25%
COMMUNITY AND COMMON SPACE			
Community building footprint (maximum)	1,500 sf.	2,000 sf.	3,000 sf.
PARKING			
Automobile parking spaces per primary home (minimum)	1	0.5	.25
Dry, secure bicycle parking spaces per home (minimum)	1.5		
Guest bicycle parking spaces per home (minimum)	0.5		

Setbacks, Separations, and Encroachments

The proposal allows for the front stairs of a home to encroach into a common area by no more than 20% of the width of the area; and for eaves to overhang into the common area by up to 24 in.

The minimum space between the eaves of structures is proposed to be 6 ft., unless the structures are directly attached (e.g., townhomes), in which case no separation is required.

The proposal requires structures above 15 feet in height within a cluster development to be located at least 10 ft. from the rear lot line(s) in the LDR zone, and it requires all structures within a cluster development to be located no closer than 5 ft. from the rear lot line, and at least 5 ft. from the side lot line(s), of the site on which the housing cluster is developed. It allows parking, steps, ramps, drive aisles, and retaining walls to encroach into the side and rear setback areas, within the overall lot coverage and lot vegetation requirements.

The proposed minimum setback between the nearest home and the site's front street lot line is 15 ft. in the LDR zone; 10 ft. in transit-connected locations; and 10 ft. in all other locations, unless the base zone allows for a smaller setback, in which case it allows for the smaller setback. The maximum front setback is 20 ft., unless a greater setback is required because of steep slopes. Porches are allowed to intrude into the front setback to within 5 ft. of the front lot line. Walkways, sidewalks, steps, ramps, drive aisles, and

retaining walls are allowed to encroach into the front setback, within the limitations of the required amount of vegetation within the front setback.

Lot Coverage, Impervious Area, Vegetated Area

The total footprint of all structures within a housing cluster must not exceed: 50% of the site area in the LDR zone; 55% of the site in transit-connected locations; or 60% in all other locations. Impervious surfaces, including all structures, must not exceed: 60% of the site area in the LDR zone; 65% of the site in transit-connected locations; or 70% in all other locations.

Vegetation or landscape areas must cover at least: 35% of the site area in the LDR zone; 30% of the site in transit-connected locations; or 25% in all other locations. The area of the site's front yard, between the front homes and the adjacent street, must be at least 50% covered by vegetation and landscaped, pervious areas.

Indoor Community Space

Each cluster housing development may feature a community building or other common indoor space for the shared use of its residents and guests; such a building or space may have a footprint not to exceed: 1,500 sq. ft. in the LDR zone; 2,000 sq. ft. in transit-connected locations; or 3,000 sq. ft. in all other locations.

Townhomes

The last type of middle housing that is required to be allowed in areas zoned for residential use that allows for the development of detached single-family dwellings are townhomes. Townhomes (or townhouses) are defined as: *A dwelling unit constructed in a row of two or more attached units, where each dwelling unit is located on an individual lot or parcel and shares at least one common wall with an adjacent unit.*

The following draft provisions are proposed to regulate townhome development.

- (A) *Townhome units must comply with the standards in subsections (A)(1) through (4) of this section. The standards are intended to control development scale; avoid or minimize impacts associated with traffic, parking, and design compatibility; and ensure management and maintenance of common areas.*

For purpose of this section, a "Townhome" means a dwelling unit, located on its own lot, sharing one or more common walls with one or more dwelling units. As shown in Figure A.1 below, the common wall must be fully enclosed and shared for at least 25 percent of the length of each dwelling unit's enclosed elevation, not including uncovered or open, covered porches, patios, decks or stoops. The common wall may be any wall of the dwelling unit, including the wall of an attached garage. Single-family attached homes may have detached garages or ADUs that share a common wall between the two lots or parcels.

- (1) ***Building Mass Supplemental Standard.*** *Within the LDR and SLR Districts the number and width of consecutively attached units (i.e., with attached walls at property line) must not exceed four units. Within the MDR and HDR Districts the number and width of consecutively attached units is not restricted.*
- (2) ***Alley Access.*** *Townhome developments and subdivisions (four or more lots) must receive vehicle access only from a rear alley when an existing alley is platted along the rear of the property. An alley(s) must be created at the time of subdivision approval for single family attached housing subdivisions, in accordance with SDC Chapters 4.2-100, Infrastructure Standards - Transportation; and 5.12-100 Land Divisions – Partitions and Subdivisions. As necessary, dedication of right-of-way or easements and construction of pathways between*
-

townhome lots (e.g., between building breaks) is required to implement the standards in SDC X.X.XXX, Multi-Modal Access and Circulation.

- (3) **Street Access.** *Townhomes receiving access directly from a public or private street must comply with the following standards, in order to minimize interruption of adjacent sidewalks by driveway entrances, slow traffic, improve appearance of the streets, and minimize paved surfaces for better stormwater management:*

Commentary: This would be in cases of infill where alleys did not exist.

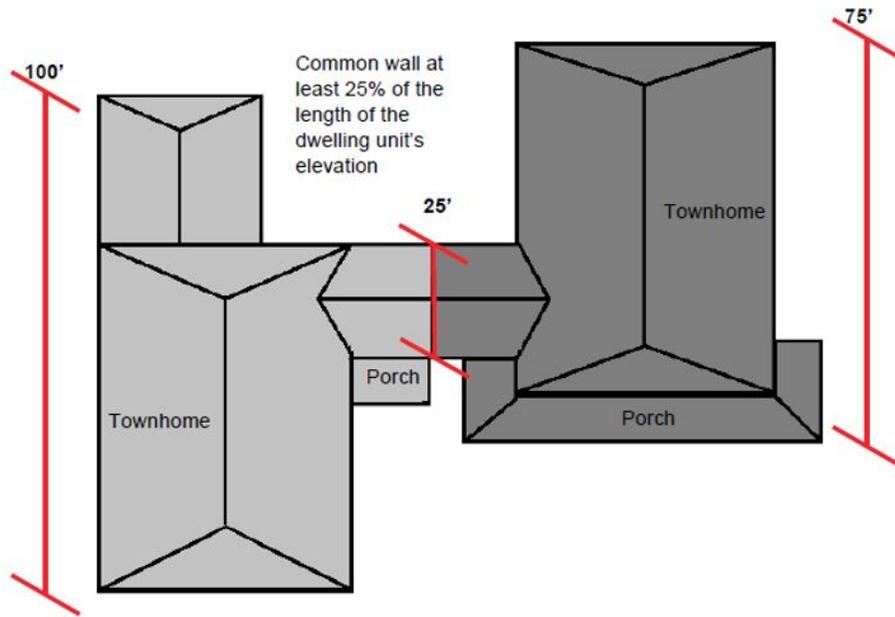
- (a) **Garage Door.** *The maximum combined garage door width facing the street is 50 percent of the total building width.*
- (b) **Driveway Approaches.** *Townhomes can have a maximum of one driveway approach and must comply with the following:*
- (i) *Townhomes with frontages on streets of different classifications must access the street with the lowest classification.*
 - (ii) *The total width of shared driveway approaches must not exceed 32 feet. When a driveway serves more than one lot, the developer must record an access and maintenance easement/agreement to benefit each lot, prior to building permit issuance.*
 - (iii) *Driveway approaches on local streets may be separated in compliance with the following:*
 - (aa) *Approaches must be separated by a minimum of seven feet; and*
 - (ba) *Approaches must not exceed 16 feet in width.*
 - (iv) *Clear vision standards do not apply between driveway approaches for townhomes on local streets. All other standards in SDC 4.2-130, Vision Clearance, apply.*
 - (v) *For lots or parcels abutting an alley, access must be taken from the alley.*

Commentary/Question: *Should alley access be required where existing alleys exist? Whether developed or not?*

- (4) **Areas Owned in Common.** *Common areas must be maintained by a homeowners association or other legal entity. A homeowners association may also be responsible for exterior building maintenance. A copy of any applicable covenants, restrictions and conditions must be recorded and provided to the City prior to issuance of a building permit.*

Commentary/Question: *Do the above townhome standards look appropriate?*

Figure A.1



NEXT STEPS

Staff will continue to meet with the Residential Technical Advisory Committee. Staff is proceeding with drafting code language considering the needs for clear and objective standards for housing. Staff will check back in with the Planning Commission after the first of the year.

RECOMMENDED ACTION

Provide input and feedback on the Development Code Update Project specifically the middle housing code concepts presented before finalizing the detailed code language.

AGENDA ITEM SUMMARY

Meeting Date: 12/3/2019
Meeting Type: Regular Meeting
Staff Contact/Dept.: Melissa Cariño, DPW
Staff Phone No: 541.744.4068
Estimated Time: 20 minutes
Council Goals: Promote and Enhance our Hometown Feel while Focusing on Livability and Environmental Quality

**SPRINGFIELD
PLANNING COMMISSION**

ITEM TITLE: TEXT AMENDMENT OF THE EAST MAIN REFINEMENT PLAN TO HELP FACILITATE MIXED-USE DEVELOPMENT ON AN 8.53-ACRE VACANT PARCEL LOCATED NORTHEAST OF THE 48TH STREET AND MAIN STREET INTERSECTION IN SPRINGFIELD (MAP 17-02-32-41, TAX LOT 400).

ACTION REQUESTED: Conduct a public hearing, deliberations, and provide a recommendation to the City Council to approve, approve with amendments, or deny a request to amend the East Main Refinement Plan text so that the property designated Mixed-Use 2A can remain zoned High Density Residential (HDR) or be rezoned to Mixed-Use Residential (MUR), a zoning district which permits high density residential, medium density residential, and some commercial development.

ISSUE STATEMENT: The applicant aims to develop a mix of uses on the subject property (Assessor's Map 17-02-32-41, Tax Lot 400) that requires rezoning the subject property to Mixed-Use Residential (MUR). The request proposes changing the text of the East Main Refinement Plan so that the property designated Mixed-Use 2A could be rezoned to MUR.

According to SDC Section 5.6-115, a decision on this Refinement Plan text amendment shall be based on findings that demonstrate conformance to the following: (1) Metro Plan; (2) Applicable State statutes; and (3) Applicable State-wide Planning Goals and Administrative Rules. If the amendment is adopted, the applicant plans to submit a Zoning Map Amendment at a later date.

The change will not have an impact on the City's adopted buildable residential lands inventory because the subject property was not counted as part of the residential land supply since it was designated Mixed-Use rather than Residential.

ATTACHMENTS: Attachment 1: Draft Planning Commission Recommendation
Exhibit A: Draft Text Amendments for East Main Refinement Plan
Exhibit B: Draft Staff Report and Findings
Attachment 2: Application With Exhibit
Exhibit A: Transportation Analysis

**DISCUSSION/
FINANCIAL
IMPACT:** This Refinement Plan text amendment request allows a more diverse mix of development on the subject property, which can help facilitate the creation of housing and commercial development on a vacant lot within City limits. Both development types foster a positive economic impact for the City.

If approved, a Recommendation will be forwarded to the City Council for a public hearing and consideration at the next available Regular Session. Subsequent rezoning and site plan review procedures will facilitate the land use, building permit and construction processes.

**BEFORE THE PLANNING COMMISSION OF SPRINGFIELD, OREGON
ORDER AND RECOMMENDATION FOR:**

REFINEMENT PLAN TEXT AMENDMENT TO THE EAST MAIN REFINEMENT PLAN] **811-19-000243-TYP4**
TO HELP FACILITATE MIXED-USE DEVELOPMENT ON AN 8.53-ACRE VACANT PARCEL LOCATED]
NORTHEAST OF THE 48TH STREET AND MAIN STREET INTERSECTION IN SPRINGFIELD]
(ASSESSOR’S MAP 17-02-32-41, TAX LOT 400).]

NATURE OF THE PROPOSAL

Staff is requesting that the Springfield Planning Commission forward a recommendation of approval to the Springfield City Council regarding the following proposed text amendment to the East Main Refinement Plan:

- Amend East Main Refinement Plan’s Mixed-Use Element Policy #3 text, providing Mixed Use Residential zoning as an alternative to High Density Residential within subarea 2A, as provided in **Exhibit A**.

This Recommendation is supported by the specific findings of fact and conclusion in the Staff Report and Findings attached as **Exhibit B**.

Timely and sufficient notice of the public hearing has been provided, pursuant to SDC 5.2-115.

On December 3, 2019, the Springfield Planning Commission opened a public hearing on the proposed Refinement Plan text amendment. The staff report, supplementary information, and any testimony of those who spoke at the public hearing were entered into the record.

CONCLUSION

On the basis of this record, the Commission finds that the proposed Refinement Plan text amendment is consistent with the criteria of SDC 5.6-115.

ORDER/RECOMMENDATION

A RECOMMENDATION for approval will be forwarded to the Springfield City Council for consideration at an upcoming public hearing on January 6, 2020.

Planning Commission Chairperson

Date

ATTEST
AYES:
NOES:
ABSENT:
ABSTAIN:

Exhibit A
EAST MAIN REFINEMENT PLAN TEXT AMENDMENT

** New text shown in **bold***

Under Mixed-Use Element Policies:

3) AREA #2A

- A) All properties shall be legislatively rezoned to High Density Residential **subject to the following:**
 - A) All uses permitted in the High Density Residential Zoning District, Article 15 of the Springfield Development Code, shall be permitted.
 - B) Community Commercial or Light Medium Industrial uses shall be permitted on a maximum of 40% (3.4 acres) of the property as follows: a Development Area Plan for the entire site shall be prepared in accordance with Plan Implementation Policy #3 prior to rezoning the 3.4 acres to either Community Commercial or Light Medium Industrial. Upon completion of the rezone subsequent uses shall be subject to provisions of that zoning district.
 - C) No partitioning or lot line adjustments shall be allowed prior to the approval of a DAP in conformance with Plan Implementation Policy #3 and these policies.

- B) **As an alternative to Section 3A above, the Mixed-Use Residential (MUR) zoning district is also appropriate and may be applied upon City approval of a zone change request initiated by the property owner.**

Exhibit B

Staff Report and Findings Planning Commission Refinement Plan Text Amendment (Metro Housing)

Hearing Date: December 3, 2019

Case Number: 811-19-000243-TYP4

Applicant: Timberview Construction represented by Metro Housing

Property Owner: Homes For Good

Site: Vacant property located northeast of the 48th and Main Street intersection. (Assessor's Map 17-03-32-41, Tax Lot 400).

Request

Conduct a public hearing, deliberations, and provide a recommendation to the City Council to approve, approve with amendments, or deny a request to amend the East Main Refinement Plan to allow Mixed-Use Residential (MUR) on a parcel currently designated Mixed-Use 2A and zoned High Density Residential (HDR).

The applicant specifically requests a revision of the East Main Refinement Plan's text under the Mixed-Use Element's Policies as follows, with proposed additions ***bolded and italicized***:

3) AREA #2A

A) All properties shall be legislatively rezoned to High Density Residential ***subject to the following***:

A) All uses permitted in the High Density Residential Zoning District, Article 16, of the Springfield Development Code, shall be permitted.

B) Community Commercial or Light Medium Industrial uses shall be permitted on a maximum of 40% (3.4 acres) of the property as follows: a Development Area Plan for the entire site shall be prepared in accordance with Plan Implementation Policy #3 prior to rezoning the 3.4 acres to either Community Commercial or Light Medium Industrial. Upon completion of the rezone subsequent uses shall be subject to the provisions of that zoning district.

C) No partitioning or lot line adjustments shall be allowed prior to the approval of a DAP in conformance with Plan Implementation Policy #3 and these policies.

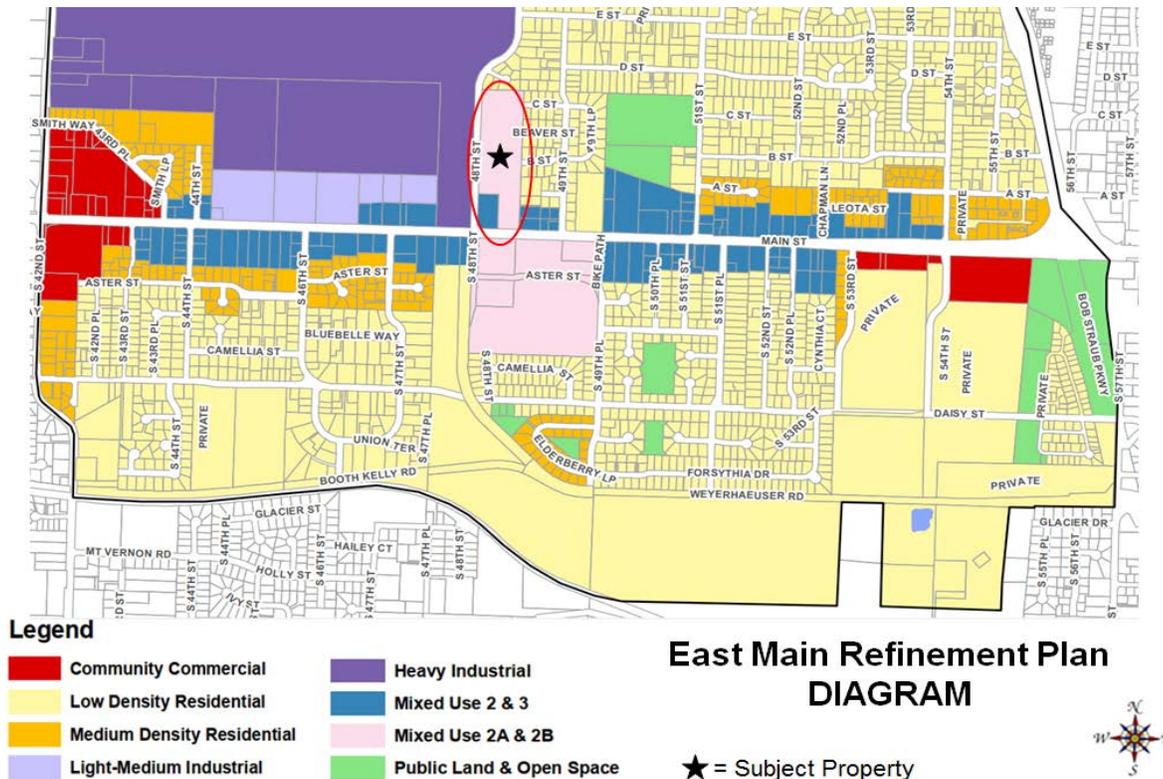
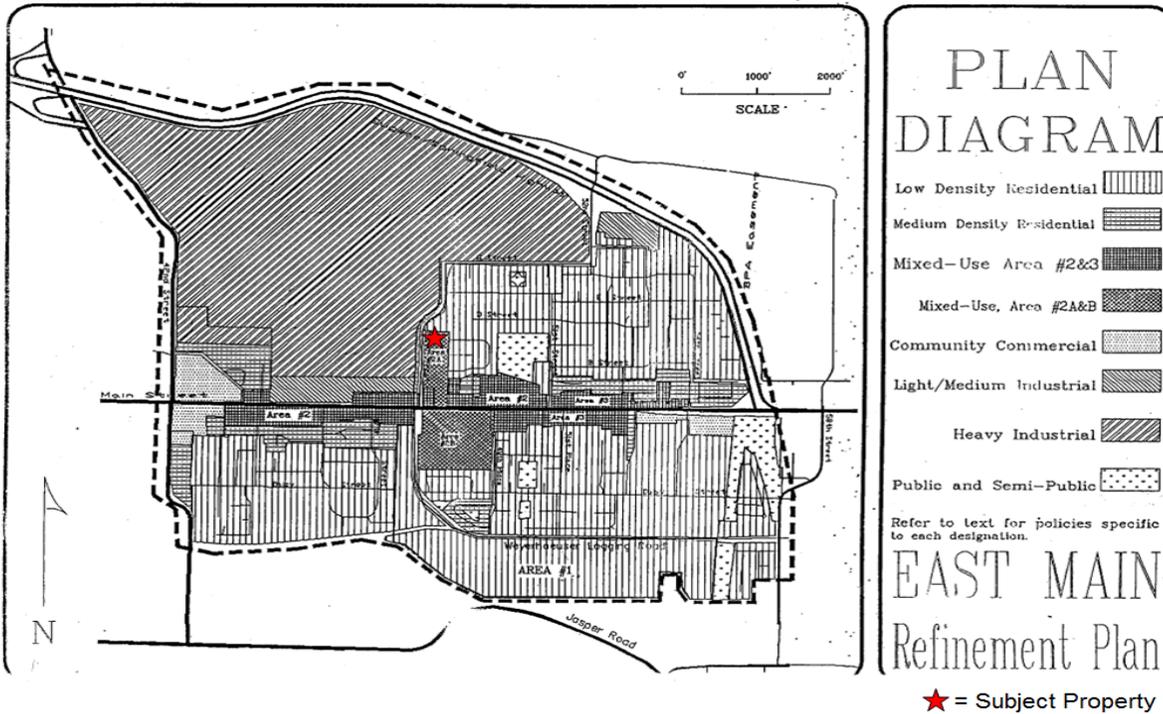
B) As an alternative subsection 3A above, the Mixed-Use Residential (MUR) zoning district is also appropriate and may be applied upon City approval of a zone change request initiated by the property owner.

Site Information/Background

The application was submitted on October 15, 2019, and the Planning Commission public hearing is scheduled for December 3, 2019 and the City Council public hearing is scheduled for January 6, 2020 on the matter of this Refinement Plan Text Amendment request. The City conducted a Development Review Committee meeting on the Refinement Plan Text Amendment request on November 5, 2019.

There is only a single property affected by the Refinement Plan Text Amendment request. The vacant lot is not yet municipally addressed, but it is located just northeast of the 48th Street and Main Street intersection. (*Assessor's*

Map 17-02-32-41, Tax Lot 400). The subject property is an 8.53-acre parcel shown on the original East Main Refinement Plan and depicted on the updated color copy below:



If approved the requested text amendment will provide a pathway for future rezoning to Mixed-Use Residential (MUR). In accordance with Section 3.2-605.C of the Springfield Development Code (SDC), the Mixed-Use Residential District establishes sites where a mix of medium and high density residential with commercial uses is

intended. According to SDC 5.14-100 and 5.14-120, the subject Text Amendment request is being processed as a Type IV Refinement Plan Text Amendment. This is the first citizen-initiated amendment in this calendar year, meeting the requirement of SDC 5.6-105.C.

Notification and Written Comments

Notification of the November 19, 2019 Planning Commission public hearing was sent to all property owners and residents within 300 feet of the site on November 4, 2019. However, the City was required to move the public hearing to December 3, 2019, so a cancellation notice was sent on November 13, 2019, and a re-notice was sent on November 15, 2019.

Notification was also published in the September 7th, 2019 edition of *The Register Guard* for the November 19, 2019 public hearing. Because the agenda item was moved to the December 3rd Planning Commission meeting, notification was also published on November 20, 2019. Notices were also posted publicly in City Hall and at the subject property.

On November 12, 2019, City staff received one phone call from an adjacent property owner who resides on A Street. Staff encouraged the property owner to attend the public hearing and/or provide written comment about his and his neighbors’ concerns, especially during the site plan review process. No other public comments were received.

Criteria of Approval

Section 5.6-100 of the SDC covers Refinement Plans, Plan Districts and the Development Code – Adoption or Amendment. It also contains the criteria of approval for the decision makers to utilize during review of Refinement Plan Text Amendment requests. The Criteria of East Main Refinement Plan Text amendment approval criteria are:

SDC 5.6-115 APPLICABLE CRITERIA

In reaching a decision on the adoption or amendment of refinement plans and this Code’s text, the City Council shall adopt findings that demonstrate conformance to the following:

1. *The Metro Plan;*
2. *Applicable State statutes; and*
3. *Applicable Statewide Planning Goals and Administrative Rules.*

Findings In Support of Refinement Plan Text Amendment Approval

Criterion: Refinement Plan Text amendment criteria of approval:

1. The amendment shall demonstrate conformance to the *Metro Plan*;

Finding 1: The *Metro Plan*, adopted in 1982, originally designated the subject property as Mixed-Use Commercial (MUC). The East Main Refinement Plan, a refinement of the adopted *Metro Plan*, redesignated that parcel as Mixed-Use 2A when it was adopted in April 1988.

Finding 2: The text of the East Main Refinement Plan’s *Mixed-Use Element* states that all properties designated Mixed-Use 2A “*shall be legislatively rezoned to High Density Residential (HDR).*” The City’s current Zoning Map is consistent with the refinement plan because the affected parcel is zoned HDR.

Finding 3: The applicant requests a revision of the East Main Refinement Plan’s text under the Mixed-Use Element’s Policies as follows, with proposed additions ***bolded and italicized***:

3) AREA #2A

- A) All properties shall be legislatively rezoned to High Density Residential ***subject to the following***:

- A) All uses permitted in the High Density Residential Zoning District, Article 16, of the Springfield Development Code, shall be permitted.
- B) Community Commercial or Light Medium Industrial uses shall be permitted on a maximum of 40% (3.4 acres) of the property as follows: a Development Area Plan for the entire site shall be prepared in accordance with Plan Implementation Policy #3 prior to rezoning the 3.4 acres to either Community Commercial or Light Medium Industrial. Upon completion of the rezone subsequent uses shall be subject to the provisions of that zoning district.
- C) No partitioning or lot line adjustments shall be allowed prior to the approval of a DAP in conformance with Plan Implementation Policy #3 and these policies.

B) As an alternative subsection 3A above, the Mixed-Use Residential (MUR) zoning district is also appropriate and may be applied upon City approval of a zone change request initiated by the property owner.

Finding 4: The adopted *Metro Plan* is the principal policy document that creates the broad framework for land use planning within the City of Springfield. The adoption of Springfield Ordinances #6268 and #6400 included the new *Springfield 2030 Refinement Plan Residential Land Use and Housing Element and Economic Element* respectively. The policies and implementation actions of the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* are intended to refine and update the goals, objectives and policies of the *Metro Plan's* Residential Land Use and Housing Element. The policies and implementation actions of the *Springfield 2030 Comprehensive Plan Economic Element* replace the economic development and employment growth provisions of the *Metro Plan*. Therefore, both plans are applicable to this request and the proposed text amendment must be consistent with both the *Metro Plan* and the *Springfield 2030 Comprehensive Plan*. The following findings in this section identify and show compliance with the applicable *Metro Plan* policies.

Finding 5: The goal of the *Metro Plan – Residential Land Use and Housing Element* is to “[p]rovide viable residential communities so all residents can choose sound, affordable housing that meets individual needs.”

Finding 6: The proposal is to amend the East Main Refinement Plan Mixed Use Element policies to allow Mixed Use Residential zoning as an alternative to High Density Residential zoning. The MUR zoning also allows for a mix of retail, office and personal services to support residential development.

Finding 7: Springfield Development Code Section 3.2-605 C. describes the mix of uses allowed in the Mixed-Use Residential District (MUR), in part, as:

“The MUR District is established where a mix of medium and high density residential with commercial uses is intended. The MUR District shall only be applied to properties that are contiguous with property designated Community Commercial, Mixed-Use Employment or Mixed-Use Commercial on the Springfield Zoning Map. Development within the MUR District shall have a multifamily residential emphasis, but may include small-scale retail, office and service uses when they are developed as part of a mixed-use development in order to increase housing opportunities in close proximity to designated commercial zones; support the retail, office and service uses of the adjacent commercial zone; and to provide options for pedestrian-oriented lifestyles.

Finding 8: Policy A.11 of the *Metro Plan – Residential Land Use and Housing Element* states that the City will “Generally locate higher density residential development near employment or commercial services, in proximity to major transportation systems or within transportation-efficient nodes.” The proposed MUR zoning is located on Main Street, a major transportation facility, and allows a mix of commercial support

services. Additionally, the subject site is bracketed by other mixed use designated areas that allow a mix of commercial and industrial development. For these reasons, the proposal is consistent with Metro Plan Policy A.11.

Finding 9: Policy A.13 of the *Metro Plan – Residential Land Use and Housing Element* states that the City will “Increase overall residential density in the metropolitan area by creating more opportunities for effectively designed in-fill, redevelopment and mixed use while considering impacts of increased residential density on historic; existing and future neighborhoods.” The East Main Refinement Plan intentionally allows high density residential development in proximity to commercial and industrial uses. The proposal to allow MUR zoning in Area 2A is consistent with the plans intent and provides the flexibility to build housing products in demand in the current market. Responsiveness to the multi-family housing market increases overall density in the Plan area. For these reasons, the proposal is consistent with Metro Plan Policy A.13.

Finding 10: Policy A.17 of the *Metro Plan – Residential Land Use and Housing Element* states that the City will “provide opportunities for a full range of choice in housing type, density, size, cost and location.” As noted at Policy A.13 above, the proposed MUR zoning provides flexibility in the mixed use and multi-family housing market for development interests and residents of the community. The medium and high density residential development allowed under the proposal contributes to the full range of choices noted in the policy. For these reasons the proposal is consistent with Metro Plan Policy A.17.

Finding 11: The applicant’s proposal also meets the following policies of Springfield 2030 Refinement Plan Residential Land Use and Housing Element, and Springfield’s Comprehensive Plan’s Economic Element. The applicant’s narrative refers to the following Housing and Economic Policies from the *Springfield 2030 Refinement Plan’s* Residential Land Use and Housing Element as well as its Economic Element:

- Housing Policies:
 - **#1** – Based on the findings in the Residential Lands and Housing Needs Analysis (RLHNA) and to accommodate projected growth between 2010 and 2030, Springfield has designated sufficient buildable residential land (a) for at least 5,920 new dwelling units at an estimated density of at least 7.9 units per net buildable acre; and (b) to accommodate a new dwelling mix of approximately 52 percent detached single family dwellings (including manufactured dwellings on individual lots), seven percent attached single-family dwellings, one percent manufactured dwellings in parks, and 40 percent multifamily dwellings.
 - **#3** – Support community-wide, district-wide and neighborhood-specific livability and redevelopment objectives and regional land use planning and transportation planning policies by locating higher density residential development and increasing the density of development near employment or commercial services, within transportation-efficient Mixed-Use Nodal Development centers and along corridors served by frequent transit service.
 - **#10** – Through the updating and development of each neighborhood refinement plan, district plan or specific area plan, amend land use plans to increase development opportunities for quality affordable housing in locations served by existing and planned frequent transit service that provides access to employment centers, shopping, health care, civic, recreational and cultural services.
 - **#11** – Continue to seek ways to update development standards to introduce a variety of housing options for all income levels in both existing neighborhoods and new

residential areas that match the changing demographics and lifestyles of Springfield residents.

- **#12** – Continue to designate land to provide a mix of choices (i.e., location, accessibility, housing types, and urban and suburban neighborhood character) through the refinement plan update process and through review of developer-initiated master plans.
- **#13** – Promote housing development and affordability in coordination with transit plans and in proximity to transit stations.
- **#14** – Continue to update existing neighborhood refinement plan policies and to prepare new plans that emphasize the enhancement of residential neighborhood identity, improved walkability and safety, and improved convenient access to neighborhood services, parks, schools and employment opportunities.
- Economic Policies #1, 6, 7, 19, 47
 - **#1** – Designate an adequate supply of land that is planned and zoned to provide sites of varying locations, configurations, size and characteristics as identified and described in the Economic Opportunity Analysis⁶ to accommodate industrial and other employment over the planning period. These sites may include vacant undeveloped land; partially developed sites with potential for additional development through infill development; and sites with redevelopment potential.
 - **#6** – Facilitate short term and long term redevelopment activity and increased efficiency of land use through the urban renewal program, updates to refinement plans and the development review process.
 - **#7** - Where possible, concentrate development on sites with existing infrastructure or on sites where infrastructure can be provided relatively easily and at a comparatively low cost.
 - **#19** – In the 2030 Plan diagram and Land Use Element, and future refinement planning, locate regional, community and neighborhood-serving commercial uses to support economically viable centers, enhanced commercial corridors, and walkable neighborhood scale mixed-use centers.
 - **#47** – Enhance, maintain and market Springfield’s reputation for: rapid processing of permits and applications, maintaining City agreements and commitments, and providing developers with certainty and flexibility in the development process.

Finding 12: Housing Policy #1 (H.1) addresses the City’s *Residential Land and Housing Needs Analysis* (RLHNA) that was conducted by the City between 2007-2010 based on parcels designated Residential. The RLHNA converts density ranges in the Development Code from gross to net densities. To accommodate the City’s projected growth from 2010-2030, the City designated sufficient buildable residential land within City limits and within the Urban Growth Boundary (UGB). The City did not include the subject property in the buildable residential lands inventory because it was designated Mixed-Use instead of Residential. Therefore, this application is in alignment with Policy H.1 by increasing the City’s inventory for multi-family dwellings.

Finding 13: Policy H.3 addresses livability, redevelopment objectives, regional land use planning, and transportation planning guidelines. The applicant’s proposal will support neighborhood livability by facilitating multi-family housing on the subject property, which is adjacent to a major transit corridor along Main Street and served by Lane Transit District’s #11 bus route. The proposal meets Policy H.3.

Finding 14: Policy H.10 deals with increasing development opportunities for quality accessible and affordable housing when updating or developing specific refinement (neighborhood) plans. The proposed East Main Refinement Plan Text amendment meets this policy by increasing the opportunity for affordable housing accessible to transit corridors and businesses.

Finding 15: Policy H.11 promotes introducing a variety of housing options for all income levels in both existing neighborhoods and new residential areas within the City. This proposal meets this policy by providing a pathway to provide an option for either high density residential and medium density residential development.

Finding 16: Policy H.12 encourages designating land to provide a mix of choices (i.e. location, accessibility, housing types, neighborhood character) through the Refinement Plan update process. This proposal satisfies this policy by providing an option that may meet more readily meet market demand as evidenced by the developer initiated request and a more mixed-use development rather than solely high density residential development.

Finding 17: Policy H.13 promotes housing development and affordability in coordination with transit plans and in proximity to transit stations. The applicant aims to promote housing development on the subject property, which is adjacent to an existing transit corridor along Main Street. Moreover, a traffic study was conducted by Sandow Engineering on behalf of the applicant where a trip cap is set at 19 trips per acre or 162 trips. With the trip cap, the proposed changes will not generate levels of traffic over the existing zoning of HDR. Therefore, the proposal meets this policy.

Finding 18: Policy H.14 calls for the City to update existing neighborhood Refinement Plan policies and to prepare new plans that emphasize the enhancement of neighborhood identity, improved walkability and safety, and improved convenient access to neighborhood services, parks, schools and employment opportunities. The proposed Refinement Plan text amendment includes the MUR zoning district, which promotes multi-family residential development but may also include small-scale retail, office, and service uses, which will enhance the neighborhood where there currently is a vacant undeveloped 8+ acres.

Finding 19: While the City's *Springfield 2030 Refinement Plan's* Residential Land Use and Housing Element serves as a supplement to the *Metro Plan*, the City's *Springfield 2030 Refinement Plan's* Economic Element replaces the policies in the *Metro Plan*.

Finding 20: Economic Policy #1 (E.1) addresses the need for a diverse buildable lands inventory based on commercial, industrial, and other employment designations. The applicant's proposal satisfies this policy because it still maintains some potential for commercial development with the option to rezone to Mixed-Use Residential (MUR). If rezoned to MUR, there would no longer be an option to allow for industrial development through a rezoning based on a Development Area Plan, but with the current shortage in housing and need for additional multi-family development as identified in the City's Housing Strategy, it is found that maintaining the option for residential and small-scale commercial development is important. Furthermore, by maintaining the option of retaining the HDR zoning and allowing for submission of a Development Area Plan, the City is maintaining flexibility in meeting the need for various employment types through the option to rezone a portion of the property to Light-Medium Industrial or Community Commercial.

Finding 21: Policy E.6 facilitates short-term and long-term redevelopment and increased efficiency of land use through the urban renewal program, update to Refinement Plans, and the Development Review process. The applicants state that their request to update the East Main Refinement Plan meets this policy by facilitating multi-family residential development in the short-term, thus increasing the efficiency and land use on the vacant lot.

Finding 22: Policy E.7 focuses on concentrating development on sites with existing infrastructure or on sites where infrastructure can be provided relatively easy and at low cost. Because the subject site is designated for mixed use and located within City limits in an already developed area, utility connections are easily accessible to the site from street frontages along 48th Street and Main Street or from the existing residential development to the east of the site. For these reasons the proposal continues to meet this policy.

Finding 23: Policy E.19 refers to the 2030 Plan Diagram and Land Use Element, and future refinement planning and locating commercial uses that support economically viable centers, enhanced commercial corridors, and walkable neighborhood scale mixed use centers. Because the proposed Refinement Plan text amendment, if adopted, will provide an opportunity for a mix of commercial use serving the multi-family residential uses and the Main Street commercial corridor, as proposed the application is consistent with this policy.

Finding 24: Policy E.47 encourages the City to build a reputation of rapidly processing permits and applications while still maintaining city agreements and commitments. Moreover, the City provides developers with certainty and flexibility in the development process. The proposed text amendment meets this policy by providing more flexibility for developers to meet market demand in the area and a Development Code to regulate development standards.

Finding 19: In conclusion, the applicant's request for an East Main Refinement Plan text amendment has successfully demonstrated conformance with the City's *Metro Plan* as well as the *Springfield 2030 Refinement Plan's* Residential Land Use & Housing and the Economic Elements, and, therefore, satisfying this criteria.

2. The amendment shall demonstrate conformance to applicable State statutes;

Finding 25: ORS 197.610 - Submission of proposed comprehensive plan or land use regulation changes to Department of Land Conservation and Development (DLCD) – is applicable to this application.

Finding 26: According to ORS 197.610, the DLCD has specified that the City shall submit the proposed changes to an acknowledged comprehensive plan or land use regulation at least 35 days before the first evidentiary (public) hearing. The City received the application on October 15, 2019, and notice was provided to DLCD on October 16, 2019, which provides more than 35-days advance notice.

Finding 27: In accordance with ORS 197.610(3), the applicant submitted the following applicable materials necessary for considering a Refinement Plan text amendment: (a) the text of the proposed changes; and (b) a brief narrative summarizing the proposed change and any supplemental information that the City believes may be useful in the decision-making process.

Finding 28: Additionally, in accordance with ORS 197.610(3), City staff prepared the following, all of which are also necessary for considering a Refinement Plan text amendment:

- a) First evidentiary (public) hearing was scheduled for the December 3, 2019 Planning Commission meeting;
- b) Public notices, both via electronically and hard copies, were provided in accordance with ORS 197.610 and ORS 197.763, which covers the conduct of local quasi-judicial land use hearings; and
- c) A staff report with a recommendation that is available to the public.

3. The amendment shall demonstrate conformance to applicable Statewide Planning Goals and Administrative Rules.

Finding 29: The applicant's submittal is included herein by reference and addresses each Statewide Planning Goal, providing findings of compliance for each goal, as applicable. In addition to the applicant submittals, City staff provide the following supplemental findings.

Finding 30: According to Statewide Planning Goal #1: *Citizen Involvement*, the state calls for "the opportunity for citizens to be involved in all phases of the planning process." It requires each city and county to have a citizen involvement program and requires local governments to have a committee for citizen involvement (CCI) to monitor and encourage public participation in planning.

Finding 31: Based on ORS 197.200(3), the East Main Refinement Plan was required to hold public hearings before it was adopted. Moreover, the City encourages public participation in the process of considering the applicant's request through public notice, public hearings, and through its Planning Commission, who also serves as the City's CCI. There are two duly noticed hearings for the public to engage on this application prior to the City Council making a decision. This proposal meets Statewide Planning Goal #1.

Finding 32: According to Statewide Planning Goal #2: *Land Use Planning*, the state outlines the basic procedures of Oregon's statewide planning program. It covers land use decision procedures, periodic review of plans, and standards for taking exceptions to statewide goals. It helps establish a land use process and policy framework as a basis for all decisions/actions related to the use of land and assure an adequate factual base for such decisions/actions.

Finding 33: The *Metro Plan*, 2030 Springfield Comprehensive Plan, East Main Refinement Plan, and the Springfield Development Code (SDC) are all policy tools that lay out the decision-making process in compliance with Oregon's statewide planning program. This proposal meets Statewide Planning Goal #2 because it is consistent with policies found in the policy tools, which are all based on factual information. The applicant states that their request will increase development flexibility and will result in multi-family housing consistent with the community needs.

Finding 34: Statewide Planning Goal #5: *Open Spaces, Scenic and Historic Areas and Natural Resources* covers natural and cultural resources such as wildlife habitats, wetlands, and historic sites. The state establishes a process for each resource to be inventoried and evaluated. The subject property does not include any Goal 5 resource sites and the proposed amendment does not create or amend any list of acknowledge Goal 5 resources. The proposal does not amend a plan or code provision adopted to protect a Goal 5 resource and does not allow new uses conflicting with Goal 5. The proposal does not amend any UGB. For these reasons Statewide Planning Goal 5 does not apply to this proposal.

Finding 35: Statewide Planning Goal #6: *Air, Water, and Land Resources Quality* requires local comprehensive plans and implementing measures to be consistent with state and federal regulations on matters such as groundwater pollution. There is nothing in this proposal that compromises land, air or water resources. The subject parcel is entirely within an acknowledged UGB and the applicant is requesting mixed-use residential zoning designation. The property is fully served with urban infrastructure including roads, electrical service, waste water, and stormwater infrastructure. The full range of required utilities is available. To the extent that it is relevant, the proposal complies with Statewide Planning Goal 6."

Finding 36: Statewide Planning Goal #7: *Areas Subject to Natural Disasters and Hazards* deals with development in places subject to natural hazards such as floods and landslides. It requires jurisdictions apply "appropriate safeguards" (i.e. floodplain zoning) when planning for development. The subject property is not located in any known area of natural disasters or hazards. The subject property [is] not within any flood zone and is not subject to any hazards associated with steep slopes or wildfires. Other

hazards are mitigated through the application of building codes. The amendment is consistent with Statewide Planning Goal 7.

Finding 37: Statewide Planning Goal #8: *Recreation Needs* calls for each community to evaluate its areas and facilities for recreation and develop plans to deal with the projected demand for them. There are no public or private recreational facilities on or adjacent to the subject property. No recreational facilities are impacted by the proposed amendment. Therefore, the proposed amendment does not affect access to existing or planned public recreational facilities. The amendment is consistent with Statewide Planning Goal 8.

Finding 38: According to Statewide Planning Goal #9: *Economy of the State*, the state calls for diversification and improvement of the economy. It asks communities to inventory commercial and industrial lands, project future needs for such lands, and plan/zone enough land to meet those needs. The City previously completed an analysis of its employment land base and determined that a deficit existed. To address the projected deficit of commercial and industrial lands, the City completed a multi-year process to expand the UGB in the North Gateway and South 28th Street areas. Expansion of the UGB is intended to provide sufficient employment-generating land area for the mandated 20-year planning horizon. The subject site was included in the supporting analysis and the UGB expansion has been acknowledged by the state's Land Conservation and Development Commission (LCDC) effective March 5, 2019.

Finding 39: Both the current East Main Refinement Plan text as well as the proposed text amendment provide a pathway for some commercial development on the subject property, which encourages diversity and improvement of the local economy. Because the Refinement Plan designated this parcel as Mixed Use 2A, it is counted in the City's acknowledged commercial and industrial buildable land inventory.

Finding 40: According to Statewide Planning Goal #10: *Housing*, the state specifies that each city must plan for and accommodate needed housing types, such as multifamily and manufactured housing. It also requires each city to inventory its buildable residential lands, project future needs for such lands, and plan and zone enough buildable land to meet those needs. This goal also prohibits local plans from discriminating against needed housing types.

Finding 41: The proposed East Main Refinement Plan text amendment would permit the applicant to apply to change the zoning of the property from HDR to MUR, which would permit a mix of medium density residential, high density residential, and commercial uses. The East Main Refinement Plan currently provides a pathway for subarea 2A to be developed with a mix of high density residential and employment uses; up to 40% of the subject property in subarea 2A may be rezoned to Community Commercial (CC) or Light Medium Industrial (LMI). The proposed refinement plan text amendment provides an alternative pathway to achieve mixed use development in subarea 2A. Rather than rezone a portion of the property to CC or LMI, rezoning to MUR would permit up to 20% of the gross floor area of the development area to be developed for nonresidential uses. MUR has a minimum residential density of 12 units per acre when developed to include nonresidential uses and 20 units per acre when solely residential uses are developed. There is no maximum residential density in MUR. The site is adjacent to a pedestrian and transit-oriented Nodal Development area, and is close to major employers, health care facilities, multi-use pathway connections, and the regional transportation network. For these reasons, the site is appropriate for development under higher residential densities and some commercial development.

Finding 42: Similar to the aforementioned Housing Policy #1 (H.1), which addresses the City's *Residential Land and Housing Needs Analysis* (RLHNA), the City designated sufficient buildable residential land within City limits and within the Urban Growth Boundary (UGB). The City did not include the subject property in the buildable residential lands inventory because it was designated Mixed-Use instead of Residential.

Finding 43: The proposed Refinement Plan text amendment would not affect other City ordinances, policies, plans, and studies adopted to comply with Goal 10 requirements. Therefore, this action has no adverse effect on the City's acknowledged compliance with Goal 10.

Finding 44: Statewide Planning Goal #11 *Public Facilities and Services* calls for "efficient planning of public services such as sewers, water, law enforcement, and fire protection." This goal focuses on planning public services based on community's needs and capacities rather than in reaction to development as it occurs. In accordance with OAR 660-011-0005(5), public facilities include water, sewer and transportation facilities, but do not include buildings, structures or equipment incidental to the operation of those facilities.

Finding 45: Because the subject property is already in City limits and is surrounded by existing residential, commercial, and industrial development, a full range of public urban services are available to the site for future development.

Finding 46: According to Statewide Planning Goal #12: *Transportation*, the aim is to provide "a safe, convenient and economic transportation system and to address the "transportation disadvantaged." Oregon Administrative Rule (OAR) 660-012-0060 requires that, "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" to mitigate the impact, as defined in OAR 660-012-0060(2). The applicant's Goal 12 Transportation findings and supplementary Transportation Analysis, including the applicant's supplementary trip generation report prepared by Sandow Engineering, conclude that the vehicle trip generation for the proposed Refinement Plan text amendment and the potential rezoning to MUR is below the City's threshold for requiring a Traffic Impact Assessment (TIA) and therefore would not create a significant affect.

Finding 47: As part of the application proposal, a traffic study was conducted for the site and the nearby vicinity. It was determined by Sandow Engineering that the proposal will not cause traffic levels or patterns that would change the standards implementing a functional classification system if trips caps are utilized. The highest number of trips that could be generated in the reasonable worst-case scenario for the existing HDR zoning is 42 Peak Hour trips. A future zone change from HDR to Residential Mixed Use would need to be conditioned on the property owner implementing said trip cap of 42 Peak Hour trips (19 per acre), or another mechanism adopted to show compliance with the TPR. As conditioned, rezoning the subject property from HDR to MUR, as described herein, will not significantly affect any transportation facility.

Finding 48: Statewide Planning Goal #13: *Energy* provides that development shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles. The proposed amendment will facilitate development consistent with the adopted Mixed Use designation and will be implemented upon re-zoning and development in accordance with the Springfield Development Code and building permit procedures. For these reasons the proposal is consistent with Goal 13.

Finding 49: According to Statewide Planning Goal #14 *Urbanization*, the City is required to "estimate future growth and needs for land and then plan and zone enough land to meet those needs." It also calls for the City to establish an urban growth boundary (UGB) to separate urbanizable lands from rural lands. The subject property has already been annexed into City limits and is entirely within the UGB.

Finding 50: Statewide Land Use Goals 15-19 do not apply to this request because they are geographically oriented to other locations or conditions within Oregon.

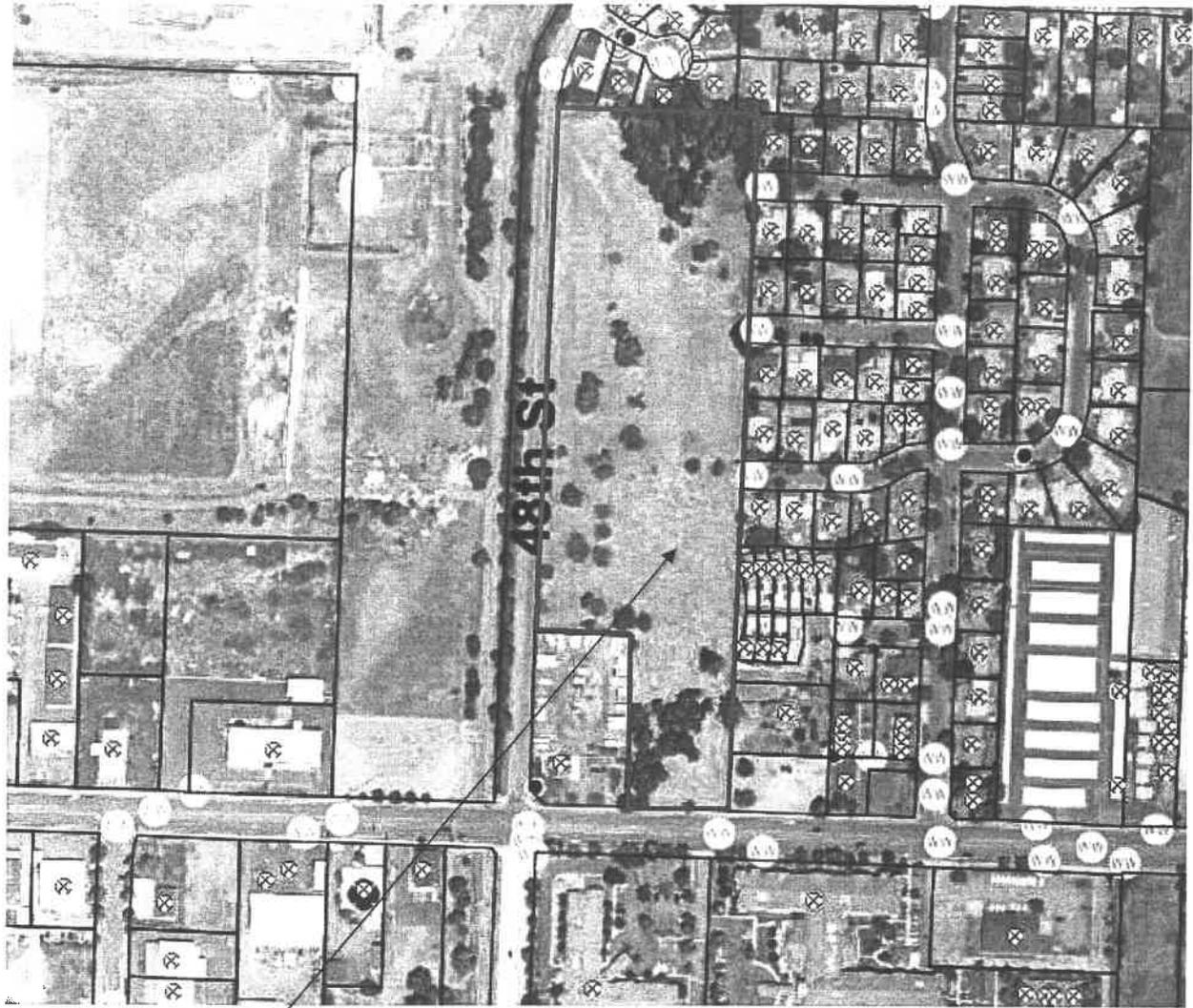
Conclusion & Staff Recommendation: Based on the above-listed criteria, staff recommends support for the request as the proposal meets the stated criteria for Refinement Plan amendments.

City of Springfield
 Development & Public Works
 225 Fifth Street
 Springfield, OR 97477



Amendment of Refinement Plan Text and/or Diagram

Required Project Information		<i>(Applicant: complete this section)</i>	
Applicant Name: Colin Kelley		Phone: (541) 929-3331	
Company: Timberview Construction		Fax:	
Address: 3025 W. 7th Place, Eugene OR 97402			
Applicant's Rep.: Karl Mueller/Jed Truett		Phone: 541-302-9830	
Company: Metro Planning, Inc.		Fax:	
Address: 846 A Street, Springfield, OR 97477			
Property Owner: Housing Auth. and Community Services		Phone: (541) 682-2530	
Company: dba Homes for Good Housing Agency		Fax:	
Address: 177 Day Island Rd, Eugene OR 97401			
ASSESSOR'S MAP NO: 17023241		TAX LOT NO(S): 400	
Property Address: 48th and Main St			
Metro Plan Designation: MUC		Refinement Plan Designation: Mixed Use 2A	
Size of Property: 8.54 acres		Acres <input type="checkbox"/> Square Feet <input type="checkbox"/>	
Description of Proposed Amendment: If you are filling in this form by hand, please attach your proposal description to this application. Attach additional sheets if needed. allow for lower density housing/ limited commercial development			
Refinement Plan to be Amended: East Main Refinement Plan			
Signatures: Please sign and print your name and date in the appropriate box on the next page.			
Required Project Information		<i>(City Intake Staff: complete this section)</i>	
Associated Applications:		Signs:	
Case No.:		Date:	Reviewed by:
Application Fee: \$		Technical Fee: \$	Postage Fee: \$
TOTAL FEES: \$		PROJECT NUMBER:	



SITE



VICINITY MAP
811-19-000243-TYP3 Metro Plan Text Amendment
17-02-~~23~~-41 TL 400
Main & 48th Streets
Homes for Good Housing Agency



An Application to Amend the Text of the East Main Refinement Plan

I. PROPOSAL DESCRIPTION

- A. **Owner** Housing Authority and Community Services Agency
177 Day Island Rd
Eugene, OR 97401
- B. **Applicant:** Colin Kelley, ,
Timberview Construction
3205 W. 7th Ave
Eugene, OR 97402
- C. **Agent(s):** Karl Müller; Land Use Consultant
Mueller Planning
846 A St. Springfield, OR 97477

Jed Truett,
Principal
Metro Planning
846 A St. Springfield, OR 97477
- D. **Map/
Taxlot(s):** 17-02-32-41-00400
- E. **Site
Address:** N/A

II. EXECUTIVE SUMMARY

This application is for an amendment to the East Main refinement plan text for an approximately 8.5 acre site located in Springfield, Oregon. The applicant also submitting concurrent a zone change application pursuant to the Springfield Development Code requesting application of the Mixed Use residential zone to the subject property.

The subject property is located in an area where the policies set out in the East Main Refinement Plan policies 2A page 10 of that plan apply. The applicant would amend the plan by adding the following text to the Policy (a) specific to area 2A so it reads as follows:

*The applicant requesting the following text changes for the AREA #2A section, with specific changes in **bold**:*

A) All properties shall be legislatively rezoned to High Density Residential subject to the following:

A) All uses permitted in the High Density Residential Zoning District, Article 16, of the Springfield Development Code, shall be permitted.

B) Community Commercial or Light Medium Industrial uses shall be permitted on a maximum of 40% (3.4 acres) of the property as follows: a Development Area Plan for the entire site shall be prepared in accordance with Plan Implementation Policy #3 prior to rezoning the 3.4 acres to either Community Commercial or Light Medium Industrial. Upon completion of the rezone subsequent uses shall be subject to the provisions of that zoning district.

C) No partitioning or lot line adjustments shall be allowed prior to the approval of a DAP in conformance with Plan Implementation Policy #3 and these policies.

B) As an alternative subsection 3A above, the Mixed-Use Residential (MUR) zoning district is also appropriate and may be applied upon City approval of a zone change request initiated by the property owner.

The proposed Refinement Plan text amendment is consistent with all applicable Springfield Comprehensive Plan policies (replacing housing portions of the Metro Plan) and applicable Springfield Comprehensive Plan Economic policies and all other elements of state law and administrative rule. The requested zoning designation consistent with both the Springfield Comprehensive Plan designation (Metro Plan) and following approval of the refinement plan amendment, the applicable refinement plan policies. Consistency with those planning documents is a mandatory approval criterion for a zone change in the City of Springfield.

The applicant requests that the City of Springfield review this refinement plan amendment and zone change concurrently, adopting findings that the proposed amendment and zone change satisfy the requirements of the Springfield Development Code, approving the applicant's amendment requests.

Planning Background

The subject property is zoned High Density Residential on the Springfield Zoning map. (Please see attached Exhibit, Existing Zoning. The comprehensive planning documents show the subject property and the areas covered by the East Main Refinement Plan Areas 2A designated Mixed Use Commercial. See attached Comprehensive Plan diagram. The policies applicable area 2A of the East Main refinement plan apply to the subject property.

Adoption of Springfield Ordinance #6268 included the new Springfield 2030 Refinement Plan Residential Land Use and Housing Element. Policies and implementation actions within that refinement plan replaced the goals, objectives and policies of the Metro Plan's Residential Land Use and Housing Element. This relationship therefore requires the proposed amendment to be consistent with the Springfield Comprehensive Plan, the prevailing Comprehensive Plan for residential policies for and inventory analysis specific to this site.

In addition to the Springfield 2030 Plan, the *Metro Plan* is/was also supplemented by more area specific neighborhood area plans known refinement plans. Refinement plans "refine" the Metro Plan by setting neighborhood specific growth management principles, polices and diagrams for the relevant neighborhoods. All refinement plan policies and policies and diagram designations MUST be consistent with the Springfield Comprehensive Plan (Metro Plan) and Metro Plan diagram.

The subject property is within the boundaries of the East Main Refinement Plan area. The parcel is within the area designated as 2A and shown as planned MUC on the Metro Plan diagram. The property is zoned high density residential.

Location of Subject Property

The subject property is off Main Street in east Springfield. (Please see the attached Zoning Diagrams, Plan and Vicinity Maps) The site is adjacent to 48th street. The map and tax lot number is 17-02-32-41-00400.

The subject property is located conveniently close to shopping, services and the regional transportation network and public transit.

Development Objective

The development objective is to amend the refinement plan text in order allow the Mixed Use zoning in the area of the subject property and then apply that zoning district to the subject property. The applicant ultimately intends to develop the property with multi-family housing at an approximate density of 17-18 units per net acre.

The proposed text will also allow greater flexibility in the area, creating opportunity for additional development in the area and benefitting landowners and the community.

III. THE PROPOSED COMPREHENSIVE PLAN TEXT AMENDMENT COMPLIES WITH THE SPRINGFIELD DEVELOPMENT CODE

The Springfield development Code provides procedures for amending refinement plans the applicable procedures are set out at SDC 5.6 100-115. The application is consistent with those

procedures, the application is made by citizen-initiated amendment and reviewed under Type IV procedures.

The substantive criteria for a refinement plan amendment are found in the Springfield Development Code 5.6-115(A) 1-3.

A. In reaching a decision on the adoption or amendment of refinement plans and this Code's text, the City Council shall adopt findings that demonstrate conformance to the following:

1. The Metro Plan;
2. Applicable State statutes; and
3. Applicable State-wide Planning Goals and Administrative Rules.

B. Applications specified in Section 5.6-105 may require co-adoption by the Lane County Board of Commissioners. (6279)

1. The application is consistent with the Springfield Comprehensive Plan /Metro Plan , (SDC 5.6-115(A) 1.)

Adoption of Springfield Ordinance #6268 included the new Springfield 2030 Refinement Plan Residential Land Use and Housing Element. Policies and implementation actions within that refinement plan replaced the goals, objectives and policies of the Metro Plan's Residential Land Use and Housing Element. This relationship therefore requires the proposed amendment to be consistent with the Springfield Comprehensive Plan, the prevailing Comprehensive Plan for residential policies for and inventory analysis specific to this site.

The Metro Plan diagram shows the subject property as Mixed Use. That designation is implemented by the existing zoning designation, HDR. The zoning designation is site specific, implemented by the applicable refinement plan, the East Main Refinement Plan.

The subject property is located in the area identified as area 2A. The applicable policies are:

(3) Area #2A

- A) All properties shall be legislatively rezoned to High Density residential.*
- B) All uses permitted in the high density residential district, Article 16 of the Springfield Development Code, shall be permitted.*
- C) Community Commercial or Light Medium Industrial uses shall be permitted on a maximum of 40% (3.4 acres) of the property as follows: a Development Area Plan for the entire site shall be prepared in accordance with the plan implementation policy #3 prior*

to rezoning the 3.4 acres to either community commercial or light medium industrial. Upon completion of the rezone the subsequent uses shall be subject to the provisions of that zoning district.

D) No partitioning or lot line adjustments shall be allowed prior to the approval of a DAP in conformance with plan implementation Policy #3 and these polices.

The applicant requesting the following text changes for the AREA #2A section, with specific changes in **bold**:

A) All properties shall be legislatively rezoned to High Density Residential subject to the following:

A) All uses permitted in the High Density Residential Zoning District, Article 16, of the Springfield Development Code, shall be permitted.

B) Community Commercial or Light Medium Industrial uses shall be permitted on a maximum of 40% (3.4 acres) of the property as follows: a Development Area Plan for the entire site shall be prepared in accordance with Plan Implementation Policy #3 prior to rezoning the 3.4 acres to either Community Commercial or Light Medium Industrial. Upon completion of the rezone subsequent uses shall be subject to the provisions of that zoning district.

C) No partitioning or lot line adjustments shall be allowed prior to the approval of a DAP in conformance with Plan Implementation Policy #3 and these policies.

B) As an alternative subsection 3A above, the Mixed-Use Residential (MUR) zoning district is also appropriate and may be applied upon City approval of a zone change request initiated by the property owner.

Inasmuch as Ordinance #6268 identified the results of that adoption as replacing the corresponding elements of the Metro Plan, the amendment process for amending adopted plans and implementation ordinances has not changed.

In Ordinance 6682, Springfield adopted the Springfield 2030 Plan which contains a Residential Lands and Housing Element setting forth policies related to housing specifically within Springfield's UGB. The new housing policies are unique to the Springfield Comprehensive Plan.

Several of the new policies articulated in the housing element of the Springfield Comprehensive Plan are indicative of Springfield's desire to go beyond the bare minimum statutory requirements to provide sufficient buildable residential land in all density and income ranges,

including affordable housing. Rather the city actively seeks to provide a full range of housing choice, options, types costs and locations to meet the needs of the community.

This application furthers those goals.

This application consistent with the Housing policies set out in the Springfield 2030 plan. Specifically, the amendment is consistent with the following policies:

Policy H.1.

Based on the findings in the RLHNA and to accommodate projected growth between 2010 and 2030, Springfield has designated sufficient buildable residential land

(a) for at least 5,920 new dwelling units at an estimated density of at least 7.9 units per net buildable acre; and,

(b) to accommodate a new dwelling mix of 52 percent detached single family dwellings (including manufactured dwellings on individual lots), seven percent attached single family dwellings, one percent manufactured dwellings in parks, and 40% multi-family dwellings.

Based on the RLHA Springfield has sufficient buildable land across all housing inventory types. The areas included within Areas 2A of the East Main Refinement plan were not included in the supply side or the demand side analysis of that document. (Please see maps). Therefore, the inventory of high-density residential housing is legally sufficient and this application shall not have any detrimental effect on the inventory. The proposed application will serve the interests of the residents of Springfield by increasing the supply of multi-family housing through on-site development and by increasing development flexibility in the identified areas encouraging further multi-family development of the area. The practical effect of this application will be to increase the actual percentage of multi-family dwellings by facilitating the applicant's development plans. Inventory issues related to employment lands are addressed in the section specific to Statewide Planning Goal 9.

There is nothing in state law or administrative rule that prevents the amendment and zone change. The practical result of application is to further city planning goals and meet the needs of area residents as discussed further below.

The action is also consistent with Policy H.3:

H.3 Support community wide, district wide and neighborhood specific livability and redevelopment objectives and regional land use planning and transportation planning policies by locating higher residential development and increasing the density of development near employment or commercial services, within transportation efficient Mixed-Use nodal development centers and along corridors served by frequent transit service.

The proposed amendment will support neighborhood specific livability, facilitate new quality multi-family housing on the subject property adjacent to a major transit corridor consistent with this policy. The subject property is adjacent to Main Street. LTD's #11 route serves the Main Street corridor at frequent intervals.

The action is consistent with Policy H.9:

H.9 Provide a broad range of quality accessible and affordable housing for very low, low and moderate income residents. Affordable housing is defined as housing for which persons or families pay 30 percent or less of their gross income for housing, including necessary and essential utilities [Oregon Revised Statute 456.055].

Population growth has resulted in ongoing demographic shifts. Between 2010 and 2030, Springfield expects 27% population growth within city limits (RLS, EcoNorthwest, pg. ii) The population of Springfield is also growing younger and the percentage of households that are housing cost burdened has increased substantially. These changing circumstances mean that providing sound and affordable housing is an ongoing challenge; however, as indicated in the Springfield Comprehensive Plan, the jurisdiction is committed to meeting this challenge.

One way to address this issue is through planning actions such as this proposal; increasing the existing amount of housing and number dwelling units within the existing UGB while maintaining sufficient inventories in all respects. Approval of this amendment will allow the applicant to develop higher density residential housing in the very near term providing affordable housing to area residents in convenient proximity to services.

The statutory obligation to provide an adequate supply of buildable land in the applicable district has been met. Given this surplus and the known challenge in providing affordable housing in Springfield because housing costs have risen more quickly than income, it is responsible, reasonable and appropriate to consider and approve planning measures such as this application. The application will result in the construction of additional dwelling units within the existing UGB, increasing the overall supply.

The proposal is consistent with policy H.10 which provides:

H.10 Through the updating and development of each neighborhood plan, district plan or specific area plan, amend land use plans to increase development opportunities for quality affordable housing in locations served by existing and planned frequent transit service that provides access to employment centers, shopping, health care, civic, recreational and cultural services.

The applicant proposes to update the East Main refinement plan allowing application of the MUR zone in subareas 2A. This action shall increase the opportunities for quality affordable housing in an area served by existing frequent transit service that provides access to all of the above listed amenities. The proposal is also consistent with Policy 11:

H.11 Continue to seek ways to update development standards to introduce a variety of housing options for all income levels in both existing neighborhoods and new residential areas that match the changing demographics and lifestyles of Springfield residents.

This application shall create the opportunity for a variety of housing options in this area, 2A and whereas the present plan allows only for high density residential use in this area. The applicant's proposed language would allow more types of housing development including those characterized by having a mix of commercial uses as well, improving neighborhood character and allowing development responsive to community needs.

H.12 Continue to designate land to provide a mix of choices (ie location, accessibility, housing types, and urban and suburban neighborhood character) through the refinement plan update process and through review of developer initiated master plans.

The applicant is requesting this text amendment to facilitate housing in the areas identified as 2A of the East Main Refinement Plan. The application is consistent with Policy H.13:

H.13 Promote housing development and affordability in coordination with transit plans and in proximity to transit stations.

This application will promote housing development in convenient proximity to transit services and stations. Finally, the application is consistent with policy H.14:

H.14 Continue to update existing neighborhood refinement plan policies and to prepare new plans that emphasize the enhancement of neighborhood identity, improved walkability and safety, and improved convenient access to neighborhood services, parks, schools and employment opportunities.

The applicant is proposing to amend the existing refinement plan in a manner that improves neighborhood identity, walkability and character. The requested amendment will allow application of a distinctly mixed use zoning district in a mixed use zone. Development within the MUR District shall have a multifamily residential emphasis, but may include small-scale retail, office and service uses when they are developed as part of a mixed-use development in order to increase housing opportunities in close proximity to designated commercial zones; support the retail, office and service uses of the adjacent commercial zone; and to provide options for pedestrian-oriented lifestyles consistent with Policy H.14.

Similar to the manner in which the Metro plan was amended to create a Springfield specific housing policies, the Springfield Comprehensive Plan contains its own economic element which supplants the Metro Plan policies. The Economic policies and inventory analysis are also relevant to this request because the subject property is planned for Mixed use which is an employment lands district. Oregon state law requires the City of Springfield to maintain an adequate supply of employment lands through the planning horizon period. The results of the City of Springfield: Commercial and Industrial Buildable Lands Inventory and Economic Opportunity Analysis (September 2009) demonstrate the UGB will have to be accommodated to meet additional employment lands needs.

This application itself shall have no impact on Employment land inventories. The proposed text amendments themselves only make an additional employment land zoning designation available to properties categorized as 2A by the applicable refinement plan, encouraging development of these employment lands. The application retains the Commercial Mixed Use comprehensive planning designation of the subject property. The methodology outlined in the City of Springfield: Commercial and Industrial Buildable Lands Inventory and Economic Opportunity Analysis (September 2009) provides that the Mixed use district was included in the analysis at page 6. By retaining the existing comprehensive planning designation the supply of employment land is not impacted by this application; however, Employment land policies of the Springfield Comprehensive Plan are relevant.

The application is consistent with the following Springfield Economic Development Policies:

E.1 Designate an adequate supply of land that is planned and zoned to provide sites of varying locations, configurations, size and characteristics as identified and described in the Economic Opportunity Analysis to accommodate industrial and other employment over the planning period

The proposed amendment retains the employment land designation of the subject property and all properties within areas 2A consistent with this policy.

E.6 Facilitate short term and long-term redevelopment and increased efficiency of land use through the urban renewal program, update to refinement plans and the development review process.

The proposal is consistent with this policy. The proposed refinement amendment will facilitate short term development and increase efficiency of land use. The proposed amendment will allow an additional zoning district that allows for an increased mix of uses on properties in Areas 2A of the East Main Refinement Plan. The flexibility the proposed text allows, retaining existing HDR zoning or obtaining a mixed-use residential designation will allow property owners to be more responsive to market demands or development opportunities resulting in more efficient land use. The zone itself allows for commercial uses within the residential developments which could result in a more pedestrian and bicycle friendly and efficient land use pattern.

The amendment is consistent with Economic Policy E.7:

E.7 Where possible concentrate development on sites with existing infrastructure or on sites where infrastructure can be provided relatively easily and at low cost.

The proposed amendment will facilitate development in area 2A of the East Main Refinement plan where infrastructure can be provided relatively easily and at low cost consistent with this policy.

The amendment is consistent with Economic Policy E.19:

E.19 In the 2030 plan diagram and Land Use Element, and future refinement planning, locate regional, community and neighborhood-serving commercial uses to support economically viable centers, enhanced commercial corridors, and walkable neighborhood scale mixed use centers.

The proposed refinement plan amendment is consistent with this policy. It allows more commercial uses in the identified areas than are allowable under the present district but requires residential development to accompany the commercial development. Landowners are not compelled to take any action by this amendment and can retain their existing zoning of HDR resulting in a greater mix of uses in the area and/or higher support populations for nearby commercial development. This amendment will facilitate and promote walkable neighborhood scale mixed use development in area 2A consistent with this policy.

Finally, the proposed amendment will create greater flexibility for developers to meet market demand in the area and in the development process consistent with policy E.47 which provides:

E.47 Enhance, maintain and market Springfield's reputation for: rapid processing of permits and application, maintain city agreements and commitments and providing developers with certainty and flexibility in the development process.

The proposed text amendment is consistent with all applicable Springfield Comprehensive Plan policies. No policies are identified that conflict with the application. This criterion is met.

2. The application complies with applicable state statutes. (SDC 5.6-115(A) 2.)

The refinement plan amendment request and the procedures applicable to this request comply with applicable state statutes including but not limited to ORS 197.173, ORS 197.175, ORS 197.178, ORS 197.180, ORS 197.250, ORS 197.296, ORS 197.304.s

This criterion is met.

3. The Application is Consistent with Applicable Statewide Planning Goals and Administrative Rules. (SDC 5.6-115(A)3.)

The proposed text amendment is amendment is consistent with the applicable Statewide Planning Goals and the implementing administrative rules as set out below:

Goal 1 Citizen Involvement: Develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The application is consistent with Goal 1. Goal one requires that citizens and affected public agencies be provided opportunity to comment on the proposed plan amendments, zone change and other land use decision. The purpose of Goal one is allow public participation, input and

transparency in the land use land use decision process.

The City of Springfield has a citizen involvement program ensuring the citizens are involved in the planning process. The Springfield Development Code includes a requirement that notice of the proposed amendment is posted in a paper of general circulation. Public Hearings are held by both the Planning Commission and City Council prior to a land use decision being made.

The process for adopting amendments is in accordance with Statewide Planning Goal 1.

Goal 2—Land Use Planning: *To establish a land use process and policy framework as a basis for all decisions and actions related to the use of land and assure an adequate factual base for such decisions and actions.*

The Springfield 2030 Plan and Metro Plan are the policy tools that providing a basis for decision-making in the Eugene Springfield area. The Metro Plan was acknowledged in 1982 as in compliance with the statewide planning goals. The Springfield Plan replaces parts of the Metro Plan. The approval criteria for a refinement plan amendment include the requirement that an applicant demonstrate that the application is consistent with Metro plan, in this instance Springfield Comprehensive Plan policies which are themselves have been acknowledged as consistent with the statewide planning goals. As noted, the Metro Plan housing plan policies have been replaced through the adoption of the Springfield Comprehensive Plan.

The findings in the record show that there is an adequate factual base for this decision. The application is consistent with policies found in the Springfield 2030 Comprehensive Plan. The policies in that plan are based on factual information. The application will increase development flexibility and will result in increased levels of multi-family housing consistent with community needs. The application is subject to public hearing procedures and there are facts in the record supporting the decision.

The applicant's statements regarding inventory sufficiency and the application of the RLHA to the subject property and within the UGB is factually accurate, based on the Springfield Residential Lands survey and supported by evidence in the record.

Goal 2 also requires coordination with affected governmental units; those units have been provided the opportunity for review and comment. The City of Springfield coordinates the review of the amendment with affected governmental units.

The amendment is consistent with Statewide Planning Goal 2.

Goal 3—Agricultural Land: *To preserve and maintain agricultural lands.*

Goal 3 is not applicable to this amendment as the subject property and proposed action is located entirely within an urban growth boundary. Goal 3 excludes lands inside an acknowledged urban growth boundary, Goal 3 is not relevant to the amendment.

Goal 4—Forest Land: To conserve forest lands.

Goal 4 is inapplicable to this application because the subject property entirely within an acknowledged urban growth boundary.

Goal 5-Open Spaces, Scenic and Historic Areas, and Natural Resources

The subject property does not include any Goal 5 resource sites and the proposed amendment does not create or amend any list of acknowledge Goal 5 resources. The proposal does not amend a plan or code provision adopted to protect a Goal 5 resource and does not allow new uses conflicting with Goal 5. The proposal does not amend any UGB.

The proposal complies with statewide planning goal 5.

Goal 6-Air, Water and Land Resource Quality: To maintain and improve the quality of the air, water and land resources of the state.

Goal 6 protects air, water and land resource quality from development impacts. There is nothing this proposal that compromises land, air or water resources. The subject parcel is entirely within an acknowledged UGB and the applicant is requesting a medium density residential zoning designation. The property is fully served with urban infrastructure including roads, electrical service, waste water and stormwater infrastructure. The full range of required utilities is available.

To the extent that it is relevant, the proposal complies with Statewide Planning Goal 6.

Goal 7-Areas Subject to Natural Disasters and Hazards: To protect life and property from natural disasters and hazards.

Statewide Planning Goal 7 requires planning programs to protect people and property from natural hazards such as floods, tsunamis, earthquakes and related hazards.

The subject property is not located in any known area of natural disasters or hazards. The subject property not within any flood zone and is not subject to any hazards associated with steep slopes or wildfires. Other hazards are mitigated through the application of building codes.

The amendment is consistent with Statewide Planning Goal 7.

Goal 8—Recreational Needs: To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Statewide planning Goal 8 ensures the provision of recreational facilities to Oregon's citizens and is primarily concerned with providing recreational facilities in non-urban areas of the state. There are no public or private recreational facilities on or adjacent to the subject property. No recreational facilities are impacted by the proposed amendment. Therefore, the proposed amendment does not affect access to existing or planned public recreational facilities.

The proposal is consistent with statewide planning goal 8.

Goal 9 --Economic Development: *To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare and prosperity for Oregon's citizens.*

The purpose of Statewide Planning Goal 9 is to provide adequate economic opportunities throughout the state.

This goal is primarily applicable to commercial and industrial development. It requires jurisdictions maintain an adequate supply of industrial and commercial sites that are suitable in terms of size, type, and location for all types of industrial and commercial development through the twenty year planning horizon period.

The proposal does not directly implicate any employment lands nor directly affect economic development because the proposal does not attempt to change the planning designations of the site from a commercial or industrial designation to a non-employment designation. The proposed amendment allows changes to the zoning and planning/development flexibility in area 2A of the East Main refinement plan but retains the existing mixed use commercial comprehensive planning designation. The amendment does not impact employment land supply.

The application does increase employment potential in the areas identified for amendment because additional commercial uses are allowed pursuant to the proposed language than are presently available under the existing refinement plan language limiting the zoning in the area to High Density Residential uses.

The applicant's proposal is consistent with Statewide Planning Goal 9.

Goal 10-Housing: *To provide for the housing needs of the citizens of the state.*

Goal 10 requires that communities plan for growth and maintain an inventory of buildable residential land for needed housing units. The Administrative Rule for Statewide Planning Goal 10 states:

"the mix and density of needed housing is determined in the housing needs projection. Sufficient buildable land shall be designated on the comprehensive plan map to satisfy housing needs by type and density range as determined in the housing needs projection. The local buildable lands inventory must document the amount of buildable land in each residential plan

designation.”

In 2010 EcoNorthwest completed the Springfield Residential Lands Inventory. The Springfield Residential Lands Inventory evaluates historic residential development patterns and based on these patterns makes assumptions about future growth. The SRLS also documents the amount of residential land in each category. The study projects the amount of land required to satisfy needs based on type and density range. Based in a comparison of the existing inventory with projected demand, the study determined that there is a surplus of residential land in Springfield and that the existing supply is adequate for the planning horizon period.

Based on the findings in the Springfield Residential Lands Study, the application complies with Statewide Planning Goal 10.

The Springfield Residential Land survey determined that there is an adequate supply high density residential land through the planning horizon period with the addition of the areas identified in the Glenwood refinement plan.

Existing supply is adequate, and this area was not even included in the residential supply analysis, it is perfectly responsible, reasonable and appropriate to consider and approve planning measures such as this application. The practical result of this refinement plan amendment is that the subject property will develop with multi-family housing units. The application will result in the construction of additional dwelling units within the existing UGB, addressing community needs for additional dwelling units within the UGB. The development will serve the needs of the community it does nothing to reduce the supply of high density housing as this area was not included in the RLHS housing inventory or needs analysis.

Several of the new policies articulated in the housing element of the Springfield Comprehensive Plan are indicative of Springfield’s desire not only to meet statutory requirements to provide sufficient buildable residential land in all density and income ranges, including affordable housing, but rather indicate a deeper commitment to the community. As noted by the City of Springfield, this commitment goes far beyond meeting the statutory requirement of simply providing an adequate supply of buildable lands. Rather the city actively seeks to provide a full range of housing choice, options, types costs and locations to meet the needs of the community. This application furthers those goals

The amendment is technically consistent with statewide planning goal 10 because the end result is that the existing inventory still satisfies local land use needs based on projections.

The proposed refinement plan amendment is consistent with statewide planning goal 10.

Goal 11--Public Facilities and Services: To plan and develop a timely, orderly and efficient arrangement of public facilities and services to deserve as a framework for rural and urban development.

The purpose of Goal 11 is to provide for the planning, development and provision of public facilities and services in a timely, orderly and efficient manner.

The subject property is located entirely within the City of Springfield. There is a full range of urban services available to the subject property.

Goal 12--Transportation: To provide and encourage a safe, convenient and economic transportation system.

The purpose Goal 12 is to provide and encourage a safe, convenient and efficient transportation network.

The subject property is adjacent to existing and adequate transportation facilities for the proposed planning and zoning designation. However, Goal 12 is implemented through the Transportation Planning Rule (TPR) as defined in Oregon Administrative Rule OAR 660-012-000- et seq.

When land use changes occur, including plan amendment and zone changes that would significantly affect an existing or planned transportation facility, the local government shall put in place measures assuring that the allowed land uses are consistent with the identified function, capacity and performance standards of the facility.

The Transportation Planning rule requires performance and capacity to be consistent with established level of service standards for the type of Transportation Facility in the adopted transportation plan. Where analysis indicates the proposal will not cause the facility to fall below the performance standards for that facility, the application does not have a significant effect on a transportation facility.

The traffic analysis which concludes that the proposed refinement plan text amendment shall not have a significant impact on any traffic facility was prepared by Kelly Sandow, an Oregon licensed traffic engineer. This analysis establishes compliance with statewide planning goal 12.

Goal 13 Energy Conservation

This goal is not applicable to this plan amendment request.

Goal 14 Urbanization

This request is entirely urban in nature as the subject property is annexed to the City of Springfield and is entirely within the urban growth boundary.

Goals 15-19

These goals are not applicable to the request. They are geographically oriented to specific areas.

The applicant's proposal is consistent with the statewide planning goals and as such meets this criterion for a refinement plan amendment.

5. The application does not require co-adoption by the Lane County Board of Commissioners. (SDC 5.6-5.6-115(B), SDC 5.6-105)

The approval criteria for a refinement plan include the requirement that certain application types specified in SDC 5.6 105 may require co-adoption by the Lane County Board of Commissioners. The section does not state when co-adoption is required; however, guidance is found in the sections of the code applicable to Metro plan amendments and co-adoption, these are found at SDC 5.4-115 which provides:

- A.** A Type I amendment requires approval by Springfield only:
 - 1.** Type I Diagram amendments include amendments to the Metro Plan Diagram for land inside Springfield's city limits.
 - 2.** Type I text amendments include:
 - a.** Amendments that are non-site specific and apply only to land inside Springfield's city limits;

The area of the proposed non-site specific refinement plan amendment is entirely within Springfield city limits and requires approval by Springfield only.

IV. Conclusion

For the reasons set forth in this narrative statement, the applicant respectfully requests that city planning staff recommend approval of this application and that ultimately this application be approved by the Springfield City Council.

November 7, 2019

Melissa Carino
City of Springfield

RE: Tax lot 400 Zone Change and Refinement Plan Amendment



RENEWAL 06/30/20

Dear Melissa Carino,

Sandow Engineering has prepared a trip generation estimate for the proposed zone change of a parcel located on 48th Street just north of Main Street in Springfield, Oregon. Specifically, the property is located on Assessors Map 17-03-15-40, Tax Lot 400, is 8.53 acres in size, and is currently vacant. The site is currently zoned HDR with a Mixed Use 2A Refinement Plan designation. The proposal is to provide a Refinement Plan text amendment and Zone Change to allow Mixed Use Residential (MUR).

To be consistent with TPR findings, the traffic generated by the proposed zoning and text amendment needs to be found to not have a significant effect on the adjacent transportation system. This is achieved by determining if the proposed zoning will generate more trips or have a higher impact on the surrounding transportation system than the existing zoning. This is done by evaluating a reasonable “worst-case” development scenario for each land use.

TRIP GENERATION ANALYSIS

The following compares the vehicle trip generation of the proposed and existing zoning. The development potential for the existing and proposed zoning is estimated based on the following:

Existing Zoning:

- Max development is 42 units/acre
- 1 acre = 42 units
- Max building height is 35 feet= 3 stories
- Trip generation based on ITE midrise apartment Land Use at 0.44 trips/unit
- 42 units at 0.44 trips/unit =19 trips
- Trip Generation=19 trips/acre

Proposed Zoning:

- Max development area is 45% of lot=19,602 sf ground floor for each acre
- Assume underground parking
- Max 5 floors-1st floor retail/office and 4 floors apartments
- Apartments 15% floor area for hallways=16,660 sf of apartment space per floor
- 850 sf per apartment=20 units per floor
- 20 units/floor and 4 floors=80 apartments per acre
- One acre=19,602 sf retail/office and 80 apartments
- Trip Generation= 48 retail/office and 35/apartments=83 trips/acres

The trip generation analysis was estimated using data contained within the ITE Trip Generation Manual (10th edition). Specific development informant is based on information found within the development code.

As demonstrated, the proposed zoning will generate 83 trips per acre and the existing zoning generates 19 trips per acre.

TRIP CAP

The applicant is proposing a trip cap to the subject property equivalent to the existing zoning development potential at 19 trips/acre or 162 trips.

TPR FINDINGS

Consistent with the Transportation Planning Rule, the following elaborates on how this development meets the TPR requirements.

Goal 12, (OAR) 660-12-0060 (1) requires that a local government ensures that an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) does not significantly affect 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);

With the trip cap, the site will not generate levels of traffic over the existing zoning. Therefore, there is no change in the functional classification of an existing or planned transportation facility.

(b) Change standards implementing a functional classification system; or

With the trip cap, the proposed zone change will not cause traffic levels or patterns that would change the standards implementing a functional classification system.

(c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This education may diminish or completely eliminate the significant effect of the amendment.

(A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility.

With the trip cap, the proposed zone change will not generate levels of traffic that are inconsistent with the functional classification of the adjacent roadway system.

(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)

With the trip cap, the proposed zone change will not cause traffic levels or patterns that would degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards.

FINDINGS

The applicant is proposing a trip cap that is consistent with the levels of traffic that are generated under the existing zoning at 19 trips per acre; at 8.53 acres the site could generate 162 trips. With the trip cap, the zone change will not have a significant impact on the adjacent transportation system. Therefore, TPR findings as per OAR 660-12-0060, can be demonstrated to be met.

Please contact me with questions or additional information needed.

Sincerely,



Kelly Sandow, PE