
AGENDA ITEM SUMMARY

Meeting Date: 4/7/2020
Meeting Type: Regular Meeting
Staff Contact/Dept.: Andy Limbird, DPW
Staff Phone No: 541-726-3784
Estimated Time: 20 Minutes
Council Goals: Encourage Economic Development and Revitalization through Community Partnerships

**SPRINGFIELD
PLANNING COMMISSION**

ITEM TITLE: REQUEST FOR METRO PLAN DIAGRAM AMENDMENT AND ZONE CHANGE FOR 0.85 ACRES OF PROPERTY AT 287 DEADMOND FERRY ROAD, CASES 811-20-000031-TYP4 AND 811-20-000032-TYP3

ACTION REQUESTED: Conduct a public hearing, and forward a recommendation to the City Council regarding a proposal to amend the adopted *Metro Plan* diagram and Springfield Zoning Map.

ISSUE STATEMENT: The applicant has submitted concurrent *Metro Plan* diagram and Zoning Map amendment applications for a parcel on the south side of Deadmond Ferry Road and bordering the newly opened Heartfelt Guest House at Riverbend. The proposed amendments would change the comprehensive plan designation and zoning for the parcel from Low Density Residential (LDR) to Medium Density Residential (MDR). The requested amendment to the *Metro Plan* diagram would concurrently amend the *Gateway Refinement Plan* diagram (a refinement plan to the *Metro Plan*) applicable to the site.

ATTACHMENTS:

1. Staff Report for Metro Plan Amendment
2. Staff Report for Zoning Map Amendment
3. Application and Exhibits – Metro Plan Amendment
4. Application and Exhibits – Zone Change
5. PC Order & Recommendation – Metro Plan Amendment Application 811-20-000031-TYP4
6. PC Order & Recommendation – Zoning Map Amendment Application 811-20-000032-TYP3

DISCUSSION: The subject site is addressed as 287 Deadmond Ferry Road (Assessor’s Map 17-03-15-40, Tax Lot 1800) and it adjoins an existing panhandle extension of the PeaceHealth property (Map 17-03-22-00, Tax Lot 100) that is used as a public walkway between St Joseph Place and Deadmond Ferry Road. Currently, the subject property contains a residential driveway and single detached dwelling. The site is approximately 0.85-acres in size and it is currently zoned and designated for low density residential development in accordance with the adopted *Metro Plan* and *Gateway Refinement Plan* diagrams and the Springfield Zoning Map. The subject site is bordered by Medium Density Residential zoning to the south and east, Low Density Residential zoning to the west, and Campus Industrial zoning to the north across Deadmond Ferry Road. (Attachment 4 provides zoning and aerial maps depicting the context).

The applicant is requesting the amendments to the comprehensive plan designation and zoning for the property to facilitate future redevelopment of the property with multi-unit residential dwellings.

Concurrently with rezoning of the subject property to MDR, staff is recommending the panhandle extension of the adjacent property (Tax Lot 100) is rezoned from LDR to MDR to remove an intervening sliver of LDR zoning. PeaceHealth, the affected property owner, has granted a concurrence for rezoning of the approximately 17-foot wide by 310-foot long panhandle extension from LDR to MDR.

The Planning Commission is requested to conduct a public hearing on the proposal to amend the *Metro Plan* diagram and Zoning Map. The Planning Commission is requested to use this opportunity to review all materials submitted into the record and to accept testimony from the applicant and public in written, oral and electronic forms. Public meetings will conform to State of Oregon COVID19 health directives. After accepting all testimony, staff recommends that the Planning Commission reviews, deliberates, and issues a recommendation based on the totality of the information.

**Staff Report and Findings
Springfield Planning Commission
Type I Amendment to the Metro Plan Diagram**

Meeting Date: April 7, 2020

Case Number: 811-20-000031-TYP4

Applicant: Rick Satre, Schirmer Satre Group on behalf of Moving Forward LLC

Project Location: 287 Deadmond Ferry Road (Assessor's Map 17-03-15-40, Tax Lot 1800).

Request

The City has received applications for a Type I *Metro Plan* diagram amendment and a concurrent Zoning Map amendment from a property owner. In accordance with Springfield Development Code (SDC) 5.14-115.A.1, proposals for redesignating land inside the City limits are classified as a Type I *Metro Plan* diagram amendment requiring approval by Springfield only. In accordance with SDC Section 5.14-125.A, an amendment to the *Metro Plan* diagram can be initiated by a property owner at any time. In accordance with SDC 5.14-130, the property-owner initiated amendment to the *Metro Plan* diagram is processed as a Type IV land use action that requires public hearings before the Springfield Planning Commission and City Council.

The proposed *Metro Plan* diagram amendment would change the plan designation for the subject parcel from Low Density Residential (LDR) to Medium Density Residential (MDR). The proposed amendment to the *Metro Plan* diagram would also amend the adopted *Gateway Refinement Plan* diagram, which is a refinement plan to the *Metro Plan*. Concurrent with the comprehensive plan amendment, an amendment to the Springfield Zoning Map would change the zoning of the site from LDR to MDR.

The proposed plan designation and zoning would allow for uses listed at SDC 3.2-210 Schedule of Uses, including the applicant's plan for construction of multi-unit residential dwellings on the site.

The application was submitted on February 3, 2020 and scheduled for an initial hearing of the Springfield Planning Commission on the proposed *Metro Plan* diagram, *Gateway Refinement Plan* diagram, and Zoning Map amendments on April 7, 2020. At this time, public meetings are conducted in accordance with State and local COVID19 safety orders and recommendations to protect the public, staff and the Planning Commission. Staff recommends that the Planning Commission adopt a recommendation of support for the proposals.

Notification and Written Comments

In accordance with the Oregon Administrative Rules (OARs) 660-018-0020, prior to adopting a change to an acknowledged comprehensive plan or land use regulation, local governments are required to notify the state Department of Land Conservation and Development (DLCD) at least 35 days prior to the first evidentiary hearing. A Notice of Proposed Amendment was transmitted to the DLCD on February 24, 2020, which is 43 days prior to the initial Planning Commission public hearing on the matter.

In accordance with SDC 5.2-110.B, Type IV land use decisions require mailed notification as well as notice in a newspaper of general circulation. Notification of the April 7, 2020 Planning Commission public hearing was mailed to adjacent property owners and residents on March 16, 2020 and published in the legal notices section of *The Register Guard* on March 24 and 31, 2020. Staff also posted notices of the April 7,

2020 Planning Commission and May 4, 2020 City Council public hearings along the Deadmond Ferry Road frontage of the subject property, in the lobby of City Hall, on the Development & Public Works office digital display, and on the City’s webpage.

To comply with the Governor’s strong recommendation in Executive Order 20-12 that local governments implement social distancing and conduct work remotely as much as possible, the April 7, 2020 Planning Commission meeting is being conducted via an online meeting platform that also allows members of the public to call in via a toll free number. Details regarding how to join the online meeting were provided in the Planning Commission meeting agenda, and posted on the City’s website. To comply with the Oregon Public Meetings Law and ORS 197.763, members of the public may also attend the meeting at City Hall and offer comment to the Planning Commission in real time, observing the requirement to maintain at least 6 feet of space between individuals at all times.

Criteria of Approval

Section 5.14-135 of the SDC contains the criteria of approval for the decision maker to utilize during review of *Metro Plan* diagram amendments. The Criteria of approval are:

SDC 5.14-135 CRITERIA

A Metro Plan amendment may be approved only if the Springfield City Council and other applicable governing body or bodies find that the proposal conforms to the following criteria:

- A. The amendment shall be consistent with applicable Statewide Planning Goals; and*
- B. Plan inconsistency:*
 - 1. In those cases where the Metro Plan applies, adoption of the amendment shall not make the Metro Plan internally inconsistent.*
 - 2. In cases where Springfield Comprehensive Plan applies, the amendment shall be consistent with the Springfield Comprehensive Plan.*

A. Consistency with Applicable State-Wide Planning Goals

Finding 1: Of the 19 statewide goals, 13 should be considered in general terms as “urban” goals, that is, these goals will be applicable for purposes of review to any plan map amendments in the city; however, it is the proposal and its effect on the purpose of these goals that will determine whether or not the proposed amendment is “consistent with” the applicable goals. The goals that are to be evaluated are: Goal 1 – Citizen Involvement; Goal 2 – Land Use Planning; Goal 5 - Natural Resources, Scenic and Historic Areas, and Open Spaces; Goal 6 - Air, Water and Land Resources Quality; Goal 7 – Areas Subject to Natural Hazards; Goal 8 - Recreational Needs; Goal 9 – Economic Development; Goal 10 – Housing; Goal 11 - Public Facilities and Services; Goal 12 - Transportation; Goal 13 - Energy Conservation; Goal 14 – Urbanization; and Goal 15 - Willamette River Greenway. All of the statewide goals are listed below; the narrative that accompanies each is more expositive when the discussion applies to the 13 goals identified above.

Goal 1 – Citizen Involvement

Applicant’s Narrative: “The City of Springfield has an acknowledged citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process. The Springfield Code (SDC Section 5.14-100 Metro Plan Amendments and the City’s public notice standards – SDC Section 5.2-115) requires public hearings before the Springfield Planning Commission and the Springfield City Council, and includes specifications for the content, timing and dispersal of mailed notice. This proposed Metro Plan amendment does not amend the citizen involvement program. The process for adopting amendments is in accordance with Statewide Planning Goal 1, as it complies with the requirements of the State’s citizen involvement provisions. Therefore, the amendment is consistent with Statewide Planning Goal 1.”

Finding 2: Goal 1 – Citizen Involvement calls for “the opportunity for citizens to be involved in all phases of the planning process.” As the applicant notes in their narrative, the proposed citizen-initiated amendment to the adopted *Metro Plan* diagram is subject to the City’s acknowledged plan amendment process – SDC Section 5.14-100 Metro Plan Amendments and the City’s public notice standards – SDC Section 5.2-115 which requires a public hearing before the Springfield Planning Commission and a public hearing before the Springfield City Council, and includes specifications for the content, timing and dispersal of mailed notice (see description following). The Planning Commission public hearing to consider the proposed amendments was April 7, 2020. Mailed notification of the Planning Commission and City Council public hearings was provided to all property owners and residents within 300 feet of the subject property on March 16, 2020. The Planning Commission public hearing was advertised in the legal notices section of the *Register-Guard* on March 24 & 31, 2020. The recommendations of the Planning Commission to the Springfield City Council will be included for consideration at the public hearing meeting currently scheduled for May 4, 2020. The notice for this proposed *Metro Plan* diagram amendment complies with SDC 5.2-115 and is consistent with Goal 1 requirements. Additional information was provided to the public for how to attend the meeting via online meeting platform or by phone, as described above.

Goal 2 – Land Use Planning

Applicant’s Narrative: “The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the acknowledged comprehensive plan for guiding land use planning in Springfield. The subject property is also within the adopted Gateway Refinement Plan area and the proposed amendment to the Metro Plan diagram would concurrently amend the adopted Refinement Plan diagram. The City has also adopted the Springfield Comprehensive Plan. 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. Therefore, both plans are applicable to this request and the proposed Metro Plan amendment and Zone Change will be consistent with both the Metro Plan and the Springfield Comprehensive Plan. These findings and records show that there is an adequate factual base for decisions to be made concerning the proposed amendment. Goal 2 further requires that the City coordinate the review of the amendment with affected governmental units. Therefore, the amendment is consistent with Statewide Planning Goal 2.”

Finding 3: Goal 2 – Land Use Planning outlines the basic procedures for Oregon’s statewide planning program. In accordance with Goal 2, land use decisions are to be made in accordance with a comprehensive plan, and jurisdictions are to adopt suitable implementation ordinances that put the

plan's policies into force and effect. Consistent with the City's coordination responsibilities and obligations to provide affected local agencies with an opportunity to comment, the City sent a copy of the application submittals to the following agencies: Willamalane Park & Recreation District; Springfield Utility Board (water, ground water protection, electricity and energy conservation); Lane 911; United States Postal Service; Northwest Natural Gas; Emerald People's Utility District; Rainbow Water District; Eugene Water and Electric Board – Water and Electric Departments; Springfield School District #19 Maintenance, Safe Routes to School and Financial Services; Lane County Transportation, County Sanitarian; Lane Regional Air Pollution Authority; Comcast Cable; CenturyLink; Lane Transit District; and ODOT Planning and Development, State Highway Division. Additionally, notice was provided electronically to DLCDD on February 24, 2020.

Finding 4: The *Metro Plan* is the acknowledged comprehensive plan for guiding land use planning in Springfield. The City has adopted other neighborhood- or area-specific plans (such as Refinement Plans) that provide more detailed direction for land use planning under the umbrella of the *Metro Plan*. The subject property is within the adopted *Gateway Refinement Plan* area and the proposed amendment to the *Metro Plan* diagram would concurrently amend the adopted Refinement Plan diagram. Additionally, the City has developed and adopted key elements of the Springfield Comprehensive Plan. The *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* provides supplemental policy and expands upon – but does not replace – the applicable residential *Metro Plan* policies. The City's initial action to this end was the adoption of Ordinance #6268 on June 20, 2011, which

“[E]stablishes a separate Urban Growth Boundary for the City of Springfield as required by ORS 197.304 and a tax lot specific map of the UGB in accordance with OAR 660-024-0020(2); and the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* and Springfield Residential Land and Housing Needs Analysis February 2011 attached as Exhibit A and B and incorporated here by this reference are adopted pursuant to ORS 197.304 as refinements to the *Metro Plan*.”

This action refined and updated the *Metro Plan*'s Residential Element, including findings, objectives and policies.

Finding 5: The public hearing process used for amendment of the *Metro Plan* and adopted Refinement Plans is specified in Chapter IV *Metro Plan* Review, Amendments, and Refinements. The findings under Criteria B (below) demonstrate that the proposed amendment will not make the adopted *Metro Plan* internally inconsistent.

Finding 6: The *Springfield Development Code* is a key mechanism used to implement the goals and policies of the City's adopted comprehensive plans, particularly the *Metro Plan*. The proposal is classified as a Type I amendment to the adopted *Metro Plan* diagram that is approved by Springfield only in accordance with SDC 5.14-115.A. The proposed *Metro Plan* diagram amendment is processed as a Type IV land use action as described in SDC 5.1-140 and 5.14-130. The process observed for the proposed *Metro Plan* diagram amendment is consistent with the policies pertaining to Review, Amendments and Refinements. Additionally, the proposed *Metro Plan* diagram amendment has been initiated in accordance with the provisions of the City's acknowledged Comprehensive Plan and Development Code. Staff finds the proposed *Metro Plan* diagram amendment does not affect City ordinances, policies, plans, and studies adopted to comply with Goal 2 requirements, and that notice and coordination requirements “with those local governments, state and federal agencies and special districts which have programs, land ownerships, or

responsibilities within the area” that includes this proposal have been provided consistent with Goal 2.

Goal 3 – Agricultural Land

Applicant’s Narrative: “Goal 3 is not applicable to this amendment, as the subject property and proposed actions are located within an acknowledged urban growth boundary and do not affect any agricultural plan designation or use. Therefore, Goal 3 is not applicable or relevant to the amendment.”

Finding 7: Goal 3 – As noted by the applicant in their narrative, Agricultural Land applies to areas subject to farm zoning that are outside acknowledged urban growth boundaries (UGBs): “Agricultural land does not include land within acknowledged urban growth boundaries or land within acknowledged exceptions to Goals 3 or 4.” (Text of Goal 3). The City has an acknowledged UGB and therefore consistent with the express language of the Goal, does not have farm land zoning within its jurisdictional boundary. Furthermore, the site of the proposed *Metro Plan* diagram amendment is inside the City’s acknowledged UGB and within a developed neighborhood. Consequently, and as expressed in the text of the Goal, Goal 3 is not applicable.

Goal 4 – Forest Land

Applicant’s Narrative: “Goal 4 is not applicable as the subject property and proposed actions do not affect any forest plan designation or use. Goal 4 does not apply within urban growth boundaries and, therefore, does not apply to the subject property nor affect the area’s compliance with Statewide Planning Goal 4. Consequently, Goal 4 is not applicable.”

Finding 8: Goal 4 – Forest Land applies to timber lands zoned for that use that are outside acknowledged UGBs with the intent to conserve forest lands for forest uses: “Oregon Administrative Rule 660-006-0020: Plan Designation Within an Urban Growth Boundary. Goal 4 does not apply within urban growth boundaries and therefore, the designation of forest lands is not required.” The City has an acknowledged UGB and does not have forest zoning within its incorporated area. Furthermore, the site of the proposed *Metro Plan* diagram amendment is inside the City’s UGB. Consequently, and as expressed in the text of the Goal, Goal 4 is not applicable.

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

Applicant’s Narrative: “Open Spaces, Scenic and Historic Areas, and Natural Resources applies to more than a dozen natural and cultural resources such as wildlife habitats and wetlands and establishes a process for each resource to be inventoried and evaluated. The Springfield Natural Resources Inventory does not list a Goal 5 natural resource on or near the site. The proposed amendment does not amend a plan or code provision adopted to protect a Goal 5 resource, does not allow new uses that could conflict with a Goal 5 resource site, and does not amend the acknowledged Urban Growth Boundary. Therefore, Goal 5 does not apply to this amendment.”

Finding 9: Goal 5 – Open Spaces, Scenic and Historic Areas, and Natural Resources applies to more than a dozen natural and cultural resources such as wildlife habitats and wetlands, and establishes a process for each resource to be inventoried and evaluated. As stated in the applicant’s narrative, the site that is subject of the proposed *Metro Plan* diagram amendment has not been identified in the City’s Natural Resources Inventory, Register of Historic Sites, or the Willamalane

Park & Recreation District Comprehensive Plan. Additionally, the City does not have a specific zoning district which it applies to inventoried Goal 5 natural resources, where they exist. Therefore, this action does not alter the City's acknowledged compliance with Goal 5.

Goal 6 – Air, Water and Land Resources Quality

Applicant's Narrative: "Goal 6 addresses waste and discharges from development and is aimed at protecting air, water, and land from impacts from those discharges. Nothing in the proposal, character of the site, or potential uses indicates a future development that would compromise air, water, and land resources. The proposal does not amend the metropolitan area's air, water quality, or land resource policies. The City can reasonably expect that future development of the site complies with applicable environmental laws. Therefore, the amendment is consistent with Statewide Planning Goal 6."

Finding 10: Goal 6 – Air, Water and Land Resources Quality applies to local comprehensive plans and the implementation of measures consistent with state and Federal regulations on matters such as clean air, clean water, and preventing groundwater pollution. The proposed *Metro Plan* diagram amendment and concurrent *Gateway Refinement Plan* amendment does not affect City ordinances, policies, plans, and studies adopted to comply with Goal 6 requirements. Therefore, this action does not alter the City's acknowledged compliance with Goal 6.

Goal 7 – Areas Subject to Natural Hazards

Applicant's Narrative: "Goal 7 requires that local government planning programs include provisions to protect people and property from natural hazards such as floods, landslides, earthquakes and related hazards, tsunamis and wildfires. The subject property is within a mature, developed residential neighborhood and is not subject to hazards normally associated with steep slopes, wildfires, or tsunamis. The northern portion of the subject property is located in Flood Zone A, so a Floodplain Development Permit will be acquired. Other hazards, such as earthquakes and severe winter storms can be mitigated at the time of development based on accepted building codes and building techniques. Therefore, this amendment is consistent with Statewide Planning Goal 7."

Finding 11: Goal 7 – Areas Subject to Natural Hazards applies to development in areas such as floodplains and potential landslide areas. Local jurisdictions are required to apply "appropriate safeguards" when planning for development in hazard areas. The City has inventoried areas subject to natural hazards such as the McKenzie and Willamette River floodplains and potential landslide areas on steeply sloping hillsides. The subject site is within a developed residential neighborhood and a portion of the property is within the mapped 100-year flood hazard area of the McKenzie River. Future site development will be subject to the provisions of the City's Site Plan Review and Floodplain Overlay District permitting process as described in SDC 5.17-100.

Finding 12: The proposed *Metro Plan* diagram amendment has no effect on City ordinances, policies, plans, and studies adopted to comply with Goal 7 requirements and siting standards for development within hillside areas or the mapped flood hazard area of the McKenzie and Willamette Rivers. Therefore, this action has no effect on the City's acknowledged compliance with Goal 7.

Goal 8 – Recreational Needs

Applicant’s Narrative: “Goal 8 requires communities to evaluate their recreation areas and facilities and to develop plans to address current and projected demand. The Lyle Hatfield Linear Path, abuts the eastern boundary line of the subject property and is listed on the Willamalane Park & Recreation District’s 20-Year Comprehensive Plan. The path has been extended to Deadmond Ferry Road and on-street bike paths have been added. The proposed amendment will not impact the provision of public recreational facilities nor will it affect access to existing or future public recreational facilities. The proposed Metro Plan diagram amendment would also not affect Willamalane’s adopted Comprehensive Plan or other ordinances, policies, plans, and studies adopted to comply with Goal 8 requirements. As such, the amendment is consistent with Statewide Planning Goal 8.”

Finding 13: As stated in the applicant’s narrative, Goal 8 – Recreational Needs requires communities to evaluate their recreation areas and facilities and to develop plans to address current and projected demand. The provision of recreation services within Springfield is the responsibility of Willamalane Park & Recreation District. Willamalane has an adopted 20-Year Comprehensive Plan for the provision of park, open space and recreation services for Springfield. The proposed *Metro Plan* diagram amendment would not affect Willamalane’s adopted Comprehensive Plan or other ordinances, policies, plans, and studies adopted to comply with Goal 8 requirements. Therefore, this action has no effect on the City’s acknowledged compliance with Goal 8.

Goal 9 – Economic Development

Applicant’s Narrative: “The proposed Metro Plan diagram amendment does not affect economic development, as it is not requesting to change the designation of the subject site to or from commercial. The amendment seeks to designate land currently identified as Low Density Residential to Medium Density Residential. Therefore, the proposed amendment will not impact economic development or commercial land supply in any way. The amendment is consistent with Statewide Planning Goal 9.”

Finding 14: Goal 9 – Economic Development addresses diversification and improvement of the economy. It requires local jurisdictions to conduct an inventory of commercial and industrial lands, anticipate future needs for such lands, and provide enough appropriately-zoned land to meet the projected demand over a 20-year planning horizon. 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 land, 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 proposed redesignation and rezoning of the subject property from Low Density Residential to Medium Density Residential will not affect the amount of employment land within the City’s inventory.

Goal 10 - Housing

Applicant’s Narrative: “Goal 10 requires that communities plan for and maintain an inventory of buildable residential land for needed housing units. The Administrative Rule for Statewide Planning Goal 10 (OAR 660 Division 8) 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 subject property is currently designated for Low Density Residential and the applicant wishes to redesignate the property as Medium Density Residential. The Springfield 2030 Residential Land and Housing Element designates 'the areas of the city best suited to high density residential uses are Downtown, Glenwood Riverfront/Franklin Corridor, and Gateway. Plans for these areas shall be updated to support development of additional high density residential uses adjacent to commercial and employment areas (pg. 5).' The proposed redesignation would change the anticipated type of housing form on the property from single-family residential to multi-family, attached homes, or townhouses, or a combination of these types. Third-party analysis has determined that a surplus of LDR designated land exists within the City's land inventory. Redesignation of the subject property would have an incremental impact to the City's residential land base; arguably, the impact would be limited to a recalculation of surplus versus deficit levels for each of the Low and Medium Density Residential categories. A series of Metro Plan amendments and Zone Changes have reduced the surplus of LDR designated land cited in the Residential Land Use and Housing Element by more than half. As of April 2019, the amount of surplus LDR-designated land in the City's inventory was 168 acres and the amount of surplus MDR designated land was 78 acres. As such, 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 allowed in the MDR plan designation and zoning. Given this, the proposed Metro Plan amendment will have no adverse effect on the city's acknowledged compliance with Goal 10."

Finding 15: Goal 10 – Housing applies to the planning for – and provision of – needed housing types, including multi-family and manufactured housing. As noted by the applicant's narrative, staff and third-party analysis has determined that a surplus of LDR designated land exists within the City's land inventory. Based on the applicant's submittal (and staff recommendations found later in this report and the accompanying Zoning Map Amendment staff report), the amount of surplus Low Density Residential land would be reduced by about 0.85 acres and the amount of surplus Medium Density Residential (MDR) land would increase by about 0.85 acres. Findings 10 and 11 of the *Residential Land Use and Housing Element* identify a surplus of approximately 378 gross acres of LDR designation, a surplus of approximately 76 gross acres of MDR designation, and a deficit of approximately 28 gross acres of HDR designation. The *Residential Land Use and Housing Element* (Residential Finding 11, Page 11) goes on to state that the 28-acre deficit of HDR designation will be met through redevelopment in Glenwood.

Finding 16: A series of Metro Plan amendments and Zone Changes have reduced the surplus of LDR designated land by more than half. Adopted Ordinances 6364, 6373, 6374, 6375, 6378, 6395, 6400 and 6407 redesignated and rezoned more than 226.9 net acres of LDR-designated land to non-residential or higher density residential uses. Therefore, the amount of surplus LDR-designated land in the City's inventory is now approximately 151 acres. With adoption of Ordinances 6378, 6395 and 6400, the amount of surplus MDR designation has increased by 3.58 acres to approximately 79.6 acres. The proposed *Metro Plan* amendment and Zone Change would further adjust these calculated surpluses.

Finding 17: The *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* classifies the subject site as partially developed residential land. Therefore, part of the subject site is already contemplated for further residential development or redevelopment. Upon redesignation and rezoning of the site, the City will maintain an overall surplus of both LDR and MDR-designated land, although the quantities will change slightly. These zoning districts allow for a variety of housing forms, including single-detached, duplex, attached, four-plex, row house, and low-rise apartment units. Maintaining an adequate inventory of land for all forms of housing is consistent with Goal 10 requirements.

Finding 18: Currently, the property has a single-unit dwelling and the LDR zoning would allow for up to 12 dwelling units on the site. Upon redesignation and rezoning of the property to MDR, a minimum of 12 dwelling units would be required to meet the density requirements of the district with a maximum of 24 units. Trends in the Gateway area, including redesignation and rezoning of nearby properties to higher density residential, support redevelopment of the subject site with higher density residential uses. Overall, the requested Metro Plan Amendment would result in a net increase in dwelling units on the site. The provision of needed housing in a variety of forms, including multi-unit dwellings, is consistent with meeting Goal 10 requirements.

Finding 19: The proposed comprehensive plan amendment and zone change would not adversely 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.

Goal 11 – Public Facilities and Services

Applicant's Narrative: "The subject site is located inside the City limits; thus, the existing level of public facilities and services is adequate to serve the needs of existing and future development. This area is already developed for a combination of industrial (north of the site), office, health care and internet services, and the public facilities serving this area have been designed accordingly. The amendment to the Metro Plan diagram [does] not significantly affect the planning or development of future public facilities or services. Therefore, the amendment is consistent with Statewide Planning Goal 11."

Finding 20: Goal 11 – Public Facilities and Services addresses the efficient planning and provision of public services such as sewer, water, law enforcement, and fire protection. 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. The proposed redesignation and rezoning should not result in permitted uses that will have an adverse effect on the demand for public facilities and services provided to the subject property and adjacent properties. This area of Springfield is already planned for a variety of residential, campus industrial, and institutional development and the public facilities serving this area have been designed accordingly. Staff recently evaluated the sewer capacity for this area of Gateway at the time of proposed redesignation and rezoning of the Patrician Mobile Home Park site to ensure there would be no adverse impact to the sanitary sewer system. The findings for this area of the Gateway neighborhood indicate that the incrementally higher dwelling unit density resulting from the proposed *Metro Plan* amendment and Zone Change should not have an adverse impact to the City's sanitary sewer system.

Goal 12 – Transportation

Applicant’s Narrative: “Goal 12 is implemented through the Transportation Planning Rule (TPR), as defined in Oregon Administrative Rule OAR 660-012-0000 et. seq. The Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan) provides the regional policy framework through which the TPR is implemented at the local level. The TPR (OAR 660-012-0060) states that when land use changes, including amendments to acknowledged comprehensive plans, significantly affecting an existing or planned transportation facility, the local government shall put in place measures to assure that the allowed land uses are consistent with the identified function, capacity, and performance standards of the facility. This plan amendment will increase the trip generation potential of the subject property since the subject property will be redesignated to allow higher density residential housing. Due to potential traffic impact, the applicant has commissioned Kelly Sandow, a Licensed Traffic Engineer, to evaluate whether the plan amendment and zone change will have a significant impact on Deadmond Ferry Road. The traffic scoping letter created by Kelly Sandow is provided in Attachment 3.”

Finding 21: The applicant’s Goal 12 Transportation findings conclude that the trip generation for a proposed multi-unit development is below the City’s threshold for requiring a Traffic Impact Assessment (TIA) and therefore would not create a significant effect. The applicant’s Traffic Engineer assumed development of 12 single family dwelling units under the existing plan designation and zoning and 24 low-rise multi-unit dwellings under the proposed plan designation and zoning. Each scenario represents the reasonable worst-case scenario for traffic generation under the relevant plan designation and zoning. The proposed redesignation and rezoning results in 4 new peak hour trips and 7 fewer daily trips overall, which is not a significant increase over the peak hour or daily trips beyond what could be generated under the current LDR zoning and plan designation. The trip generation calculations prepared by Sandow Engineering and cited in the applicant’s narrative above are found in Attachment 7 of the *Metro Plan* Amendment application package (Attachment 3 to the AIS). Therefore, the proposed redesignation and rezoning is consistent with Goal 12 as implemented by the Transportation Planning Rule.

Goal 13 – Energy Conservation

Applicant’s Narrative: “Statewide Planning Goal 13 calls for land uses to be managed and controlled ‘so as to maximize the conservation of all forms of energy, based upon sound economic principles.’ Converting the 0.85 acre property from LDR to MDR should not have an appreciable impact to energy consumption, and in fact may offer opportunities for increased energy efficiency through contemporary multi-family housing design. The developer will have an opportunity to incorporate suitable energy conservation measures into the future site development upon redesignation and rezoning of the subject property. The City’s conservation measures applicable to storm water management, temporary storage, filtration and discharge would apply to multi-family residential uses developed on this site; therefore, this proposal is consistent with Statewide Planning Goal 13.”

Finding 22: The proposed comprehensive plan amendment and rezoning does not affect the City’s ordinances, policies, plans, or studies adopted to comply with Goal 13 requirements. As stated in the applicant’s narrative, converting the property from LDR to MDR should not have an appreciable impact to energy consumption and could offer opportunities for increased energy efficiency by implementing green building concepts. The developer will have an opportunity to incorporate suitable energy conservation measures into the future site development when detailed construction

plans are prepared for the site. The City's building codes comply with all Oregon State Building Codes Agency standards for energy efficiency in residential building design. The site's solar access is not compromised by surrounding development. The City's conservation measures applicable to storm water management, temporary storage, filtration and discharge would apply to multi-unit residential uses developed on this site; therefore, this action has no effect on the city's acknowledged compliance with Goal 13.

Goal 14 - Urbanization

Applicant's Narrative: "The amendment does not affect the transition from rural to urban land use, as the subject property is within the City limits. The City already planned for residential land use on the subject property when completing its residential buildable land inventory. Nevertheless, the proposed redesignation and zone change will not affect compliance with Statewide Planning Goal 14."

Finding 23: Goal 14 – Urbanization requires cities to estimate future growth rates and patterns, and to incorporate, plan, and zone enough land to meet the projected demands. The City already planned for residential land use on the subject property when completing its residential buildable land inventory. Consistent with provisions of Goal 14, the City is responding to a request from a property owner to redesignate and rezone the subject property from low density residential to a higher density residential use. However, the proposed redesignation and zone change does not affect the City's adopted ordinances, policies, plans, or studies adopted to satisfy the compliance requirements of Goal 14.

Goal 15 – Willamette River Greenway

Applicant's Narrative: "The subject property is not within the boundaries of the Willamette River Greenway. Therefore, Statewide Planning Goal 15 does not apply."

Finding 24: Goal 15 – Willamette River Greenway establishes procedures for administering the 300 miles of greenway that borders the Willamette River, including portions that are inside the City limits and UGB of Springfield. The subject site is not within the adopted Willamette River Greenway Boundary area so this goal is not applicable; therefore, this action has no effect on the city's acknowledged compliance with Goal 15.

Goals 16-19 Estuarine Resources, Coastal Shorelands, Beaches and Dunes, and Ocean Resources

Applicant's Narrative: "There are no coastal, ocean, estuarine, or beach and dune resources on or adjacent to the subject property. Therefore, these goals are not relevant, and the proposed amendment will not affect compliance with statewide planning Goals 16 through 19."

This proposed Metro Plan Amendment meets the applicable Statewide Planning Goals."

Finding 25: Goals 16-19 – Estuarine Resources; Coastal Shorelands; Beaches and Dunes; and Ocean Resources; these goals do not apply to land within the Willamette Valley, including Springfield. Therefore, in the same way that Goals 3 and 4 do not apply in Springfield, Goals 16-19 do not apply in Springfield or to land use regulations adopted in Springfield.

Conclusion: Staff has concluded that the proposed *Metro Plan* diagram land use designation amendment from Low Density Residential to Medium Density Residential is consistent with all applicable statewide land use planning goals in accordance with SDC 5.14-135.A.

B. Plan Inconsistency

1. In those cases where the *Metro Plan* applies, adoption of the amendment shall not make the *Metro Plan* internally inconsistent.

Applicant's Narrative: "The adopted *Metro Plan* is the principal document that creates a framework for land use policy within the City of Springfield. The subject property is within the adopted Gateway Refinement Plan area. 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. This relationship therefore requires the proposed amendment be consistent with the Springfield Comprehensive Plan and the Gateway Refinement Plan. The proposed *Metro Plan* amendment does not make the *Metro Plan* internally inconsistent. It does not affect any *Metro Plan* policies or text. Moreover, the Gateway Refinement Plan will not be made inconsistent through this amendment. The Gateway Refinement plan will be amended automatically in conjunction with the *Metro Plan* amendment. There is no conflict created by the proposed amendment to the residential land inventory, needed employment land inventory, nor any other land use elements of the *Metro Plan* or Gateway Refinement Plan."

Finding 26: The adopted *Metro Plan* and *Springfield 2030 Comprehensive Plan* are the principal policy documents that create the broad framework for land use planning within the City of Springfield. The City's adopted Zoning Map implements the zoning designations of the *Metro Plan* diagram and localized Refinement Plans, which are adopted amendments to the *Metro Plan*. The subject property is within the adopted *Gateway Refinement Plan* area, and adoption of Springfield Ordinance #6268 included the new *Springfield 2030 Refinement Plan Residential Land Use and Housing Element*. As noted in the applicant's narrative statement above, the policies and implementation actions of the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* are intended to refine and update (as opposed to replace) the goals, objectives and policies of the *Metro Plan's* Residential Land Use and Housing Element. Therefore, both plans are applicable to this request and the proposed *Metro Plan* amendment and Zone Change needs to be consistent with both the *Metro Plan* and the *Springfield Comprehensive Plan*. The process and criteria for amending refinement plans is found in SDC 5.6-115 and as preempted in SDC 5.14-120 and 5.14-135.

Finding 27: The proposal is consistent with the *Residential Land Use and Housing Element* of the adopted *Metro Plan* including policies pertaining to residential land supply and demand. In accordance with Policy A.4, the City is to use annexation, provision of adequate public facilities, rezoning, redevelopment, and infill to meet the 20-year projected housing demand. The proposed redesignation and rezoning of this property would create an opportunity for redevelopment of the site with multi-unit housing to meet market demand and a specific housing demographic.

Finding 28: The proposal is consistent with the residential density policies of the *Metro Plan* Residential Land Use and Housing Element, including Policies A.10, A.11 and A.12 which encourage higher density residential development in areas with existing infrastructure and facilities, close to existing employment and commercial services, proximate to transportation systems and public transit, and in conjunction with services and amenities. The subject site has frontage on a

collector street and it is on the northern boundary of the PeaceHealth Riverbend campus, which is a major regional employment and health services center. The site is also within walking distance of other employers, major transportation corridors, bus rapid transit, shopping, services, and a variety of urban amenities.

Finding 29: The proposal is consistent with Policy A.13 which looks to increase overall residential density in the metropolitan area by creating opportunities for infill, redevelopment and mixed-use while considering impacts on existing neighborhoods. The subject property represents a potential infill / redevelopment opportunity within an existing neighborhood.

Finding 30: The proposal is consistent with the residential housing type and tenure policies of the *Metro Plan* Residential Land Use and Housing Element, including Policies A.17 and A.18 which provide for a full range of housing types, densities, sizes and locations and encourage a mix of structure types and densities within residential designations. Currently, there is a single detached dwelling on the parcel proposed for development. The proposed redesignation would allow for up to 24 units to be developed on the property.

Finding 31: In accordance with Chapter IV – *Metro Plan* Review, Amendments, and Refinements, the City’s Comprehensive Plan is not designed or intended to remain static and unyielding in its assignment of land use designations. To that end, provisions of Chapter IV, Policy 7.a, allow for property owners to initiate an amendment to the *Metro Plan* diagram to reflect a change in circumstances or need. The applicant is proposing to amend the *Metro Plan* designation for the subject property from LDR to MDR and to concurrently rezone the property to MDR. There are no conflicts created by this proposed diagram amendment based on needed residential land inventories or needed employment land inventories. The development of this land with residential uses does not conflict with other land use elements in the *Metro Plan* including commercial, industrial, park and open space, or government and education. Adoption of the amendment to the Plan diagram will not result in an internal inconsistency. Therefore, Criteria B.1 is met.

2. In cases where Springfield Comprehensive Plan applies, the amendment shall be consistent with the Springfield Comprehensive Plan.

Applicant’s Narrative: “The Residential Land and Housing Policies and Implementation Actions of the Springfield 2030 Refinement Plan Residential Land Use and Housing Element apply to the subject site. There are a number of policies in that document which apply to this proposed Metro Plan amendment. These include:

Policy H.3, the City shall ‘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.’

Policy H.6, the City shall ‘continue to seek ways to reduce development impediments to more efficient utilization of the residential land supply inside the UGB...’

Policy H.11, the City shall ‘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.’

Policy H.12, the City shall ‘continue to designate land to provide a mix of choices (e.g. Location, accessibility, housing types, and urban and suburban neighborhood character) through the refinement plan update process and through review of developer-initiated master plans.’

Policy H.13, the City shall ‘promote housing development and affordability in coordination with transit plans and in proximity to transit stations.’

[Policy] H.14, the City shall ‘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.’

[Policy] H.15, the City shall ‘update residential development standards to enhance the quality and affordability of neighborhood infill development (e.g. Partitions, duplex developments, transitional neighborhoods, rehab housing, accessory dwelling units) and multi-family development.’

The proposed amendment addresses the changing demographics of the neighborhood and will provide additional housing options. By rezoning the proposed subject property to medium density residential, it would provide a better buffer from the Campus Industrial zoning north of Deadmond Ferry Road and low density residential west of the property. The development will also provide a multi-family housing in close proximity to the public transit system. The City of Springfield also previously adopted the Residential Land Use and Housing Element of the Springfield 2030 Refinement Plan. As specified in this written statement, the Springfield 2030 Residential Land [Use] and Housing Element designates ‘the areas of the city best suited to high density residential uses are Downtown, Glenwood Riverfront / Franklin Corridor, and Gateway. Plans for these areas shall be updated to support development of additional high density residential uses adjacent to commercial and employment areas (pg.5).’ The subject site is adjacent to and within 2 miles of significant employment and commercial providers including PeaceHealth Sacred Heart Medical Center at Riverbend, PeaceHealth Labs, Pacific Source, Symantec, the Gateway Mall and numerous other commercial and office uses. While the Metro Plan and the Springfield 2030 Refinement Plan Residential Land Use and Housing Element are the prevailing Comprehensive Plans for the site, the residential land use policies of the Gateway Refinement Plan also pertain to the proposed development. The Gateway Refinement Plan Residential Element Policy and Implementation Action 1.0 states, ‘The City shall...actively participate in efforts to maintain and enhance residential neighborhoods and attract compatible multi-family developments that would enhance the Gateway Refinement Plan area.’ The proposed Metro Plan [amendment] enables multi-family development on the subject property that is compatible with the surrounding neighborhood. The subject property is appropriate for MDR designation and zoning given its proximity to other higher-density residential properties, to the Frequent Transit Network, and to large employment centers. The subject property’s orientation to Deadmond Ferry Road is also more compatible with multi-family development than a single-family neighborhood. Therefore, the proposal to redesignate and rezone the subject property from LDR to MDR is consistent and compatible with the adopted policies of the Metro Plan, the Springfield 2030 Refinement Plan Residential Land and Housing Element and the Gateway Refinement Plan.”

Finding 32: As stated in the applicant’s project narrative above, the Residential Land and Housing Policies and Implementation Actions of the *Springfield 2030 Refinement Plan Residential Land Use*

and Housing Element apply to the subject site. The proposed *Metro Plan* diagram amendment is consistent with Policy H.3 for the following reasons: there is existing, developed Medium Density Residential designated land on the southern boundary of the property; a similar-sized property to the east was also recently redesignated and rezoned to MDR consistent with these adopted policies; the property is proximate to the Lane Transit District EmX Gateway-Riverbend line with transit stations on Riverbend Drive and International Way to the southeast and north; and the site is strategically located within ¼ to ½-mile walking distance of major local employers, shopping, and services.

Finding 33: In accordance with *Springfield 2030 Residential Land Use and Housing Element* Policy H.6, the proposed *Metro Plan* diagram amendment allows for the existing residential parcel with a single-detached dwelling to be planned and developed much more intensively as a higher density multi-unit site. Redesignation and rezoning of the property to a higher residential density is a necessary step to allow for multi-unit residential dwellings to be approved and constructed on the site.

Finding 34: In accordance with *Springfield 2030 Residential Land Use and Housing Element* Policy H.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 center, shopping, health care, civic, recreational and cultural services.” The subject site is served by existing bus rapid transit, and is in close proximity to employment centers, shopping, and a wide variety of services.

Finding 35: In accordance with *Springfield 2030 Residential Land Use and Housing Element* Policy H.11, the proposed *Metro Plan* amendment and Zone Change would allow for multi-unit residential dwellings to be constructed on the site – a form of needed housing in the community.

Finding 36: In accordance with *Springfield 2030 Residential Land Use and Housing Element* Policy H.12, the proposed *Metro Plan* amendment and Zone Change would allow for a different type of housing form than otherwise would be allowable in the current LDR configuration.

Finding 37: In accordance with *Springfield 2030 Residential Land Use and Housing Element* Policy H.13, the proposed *Metro Plan* diagram amendment is consistent with these policies because the property is within one-half mile of the Lane Transit District EmX Gateway-Riverbend line, which is identified in the *Springfield 2035 Transportation System Plan* as an existing/planned Frequent Transit Network (see Figure 9 of the *Springfield TSP*). The property is proximate to transit stations on Riverbend Drive to the southeast and International Way to the north.

Finding 38: In accordance with *Springfield 2030 Residential Land Use and Housing Element* Policy H.14, the proposed *Metro Plan* diagram amendment updates the *Gateway Refinement Plan* map consistently with these policies. As described above, the subject property is proximate to a Frequent Transit Network and to large employment centers. The property is sufficiently large to meet the solar setback requirements of SDC 3.2-225 for the protection of the LDR property to the west. The existing collector street on the northern boundary of the site will have no appreciable impact from solar shading. Therefore, the subject property is strategically located for a higher density residential development.

Finding 39: While the *Metro Plan* and the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* are the prevailing Comprehensive Plans for the site, the residential land use policies of the *Gateway Refinement Plan* also pertain to the proposed development.

Finding 40: As amended by Ordinance 6109 adopted January 10, 2005, the *Gateway Refinement Plan Residential Element Policy and Implementation Action 2.0* requires the City to, “Ensure availability of adequate supplies of land appropriate for low-, medium-, and high-density residential development, while allowing for an appropriate mix of commercial, employment and residential uses.” The proposed *Metro Plan* diagram amendment complies with this policy because it shifts property from the relatively large surplus of LDR-designated property to MDR, which has a smaller overall surplus. As further explained above and in the applicant’s narrative, the subject property is appropriate for Medium Density Residential designation and zoning given its proximity to other higher-density zoned and designated properties, to the Frequent Transit Network, and to large employment centers.

Finding 41: *Gateway Refinement Plan Residential Element Policy and Implementation Action 1.0* states, “The City shall... actively participate in efforts to maintain and enhance residential neighborhoods and attract compatible multi-family developments that would enhance the Gateway Refinement Plan area.” The proposed *Metro Plan* diagram amendment complies with this policy by enabling multi-unit development on the subject property that is compatible and complementary to the existing memory care facility to the south and, overall, with the surrounding neighborhood. As further explained herein and in the applicant’s narrative, the subject property is appropriate for MDR designation and zoning given its proximity to other higher-density residential designated property, to the Frequent Transit Network, and to large employment centers. The configuration of the subject property and its orientation to Deadmond Ferry Road and Game Farm Road is also more compatible with multi-family development than a single-family neighborhood.

Finding 42: The subject property is identified in the *Gateway Refinement Plan* as part of Residential Subarea 4, the “McKenzie-Gateway MDR Subarea.” Under Ordinance 6109, *Gateway Refinement Plan Policy and Implementation Action 13.3* requires, “All development within the McKenzie-Gateway MDR Site shall be consistent with an approved Master Plan.” Policy and Implementation Action 13.0 determines the scope of the Master Plan requirement for development in the McKenzie-Gateway MDR Site, “A Master Plan shall be approved under a Type IV review process, for areas larger than 5 acres within the city limits at the ‘McKenzie-Gateway MDR Site’ on the Refinement Plan Diagram, subsequent to annexation and prior to urban development of any portion of the Master Plan area.” The Master Plan requirement adopted in Ordinance 6109 was intended to facilitate the development of the PeaceHealth RiverBend Hospital and surrounding medical services and mixed-use development. The subject property is not within the boundaries of the *Riverbend Master Plan* adopted on June 19, 2006. Because the subject property is less than 5 acres in size and not within the area previously subject to the *Riverbend Master Plan*, the Master Plan requirement stated in Policy 13.3 is not applicable to the subject property.

Finding 43: Based on the foregoing, the proposal to redesignate and rezone the subject property from LDR to MDR is consistent and compatible with the adopted policies of the *Metro Plan*, the *Springfield 2030 Refinement Plan Residential Land and Housing Element* and the *Gateway Refinement Plan*.

Conclusion and Recommendation

Based on the applicant's narrative, the findings herein, testimony submitted into the record, the criteria of SDC 5.14-135 for approving amendments to the *Metro Plan*, the proposed *Metro Plan* diagram amendment, concurrent *Gateway Refinement Plan* amendment, and zone change from LDR to MDR are consistent with these criteria.

Staff recommends that the Planning Commission reviews and deliberates on the totality of the submitted information and considers adopting the Final Order and Recommendation attached hereto.

**Staff Report and Findings
Springfield Planning Commission
Zone Change Request**

Hearing Date: April 7, 2020

Case Number: 811-20-000032-TYP3

Applicant: Rick Satre, Schirmer Satre Group on behalf of Moving Forward LLC

Property Owner: Moving Forward LLC

Site: 287 Deadmond Ferry Road (Map 17-03-15-40, Tax Lot 1800) and an adjoining 17-foot wide by 310-foot long panhandle extension of the PeaceHealth Guest House Parcel (Map 17-03-22-00, Tax Lot 100)

Request

Rezone a 0.85-acre residential parcel and a 0.11-acre portion of an adjacent parcel from Low Density Residential (LDR) to Medium Density Residential (MDR).

Site Information/Background

The application was initiated and accepted as complete on February 3, 2020, and the initial Planning Commission public hearing on the matter of the Zone Change request is scheduled for April 7, 2020. The Zone Change request is being processed concurrently with a *Metro Plan* Diagram amendment submitted under separate cover, Case 811-20-000031-TYP4. The City Council will be reviewing both applications and the Planning Commission's recommendations at a public hearing currently scheduled for May 4, 2020.

The property that is subject of the Zone Change request is comprised of a residential parcel containing an existing single-detached dwelling, along with a panhandle extension of an adjoining parcel that runs along the eastern boundary of the subject site. The approximately 17-foot wide by 310-foot long panhandle extension contains the Lyle Hatfield linear pathway and is part of a parcel owned by PeaceHealth. In aggregate, the total site area proposed for rezoning is about 0.96 acres.

The subject site has frontage on Deadmond Ferry Road along the northern boundary. The site abuts the recently constructed Heartfelt Guest House along the southern boundary and an unincorporated LDR parcel along the western boundary. To the east of the panhandle extension containing the walkway, property at 273 Deadmond Ferry Road was recently redesignated and rezoned to MDR in accordance with Planning Actions 811-18-000181-TYP3 & 811-18-000182-TYP4.

The subject property is zoned and designated LDR in accordance with the *Metro Plan* and *Gateway Refinement Plan* diagrams and the Springfield Zoning Map. The applicant is proposing the zone change from LDR to MDR to facilitate future redevelopment of the property with multi-unit residential dwellings. The panhandle extension containing the Lyle Hatfield linear pathway is part of Tax Lot 100, which is designated MDR on the *Gateway Refinement Plan* diagram. The main area of Tax Lot 100 south of the subject property is already zoned MDR so the panhandle extension represents a potential plan/zone conflict. The panhandle extension is recommended for rezoning concurrent with the subject Zoning Map amendment to address the plan/zone conflict and eliminate an intervening sliver of LDR zoning between two MDR parcels (one existing, one proposed). The adjacent and affected property owner, PeaceHealth, has provided concurrence for the proposed rezoning of the panhandle extension. For the aforementioned

reasons, staff is recommending that the panhandle extension of Tax Lot 100 is rezoned from Low Density Residential to Medium Density Residential with this action. Further discussion of this recommended action is found in Criterion 1 below.

Notification and Written Comments

Notification of the April 7, 2020 Planning Commission public hearing and May 4, 2020 City Council public hearing was sent to all property owners and residents within 300 feet of the site on March 16, 2020. Notification of the Planning Commission and City Council public hearings was published in the March 24 and 31, 2020 editions of the *Register-Guard*. Staff responded to one telephone call requesting additional information about the proposal and one email requesting a copy of the staff reports when they are available. No written testimony was submitted to the record at the time of writing.

To comply with the Governor's strong recommendation in Executive Order 20-12 that local governments implement social distancing and conduct work remotely as much as possible, the April 7, 2020 Planning Commission meeting is being conducted via an online meeting platform that also allows members of the public to call in via a toll free number. Details regarding how to join the online meeting were provided in the Planning Commission meeting agenda, and posted on the City's website. To comply with the Oregon Public Meetings Law and ORS 197.763, members of the public may also attend the meeting at City Hall and offer comment to the Planning Commission in real time, observing the requirement to maintain at least 6 feet of space between individuals at all times.

Criteria of Approval

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

SDC 5.22-115 CRITERIA

C. Zoning Map amendment criteria of approval:

- 1. Consistency with applicable Metro Plan policies and the Metro Plan diagram;*
- 2. Consistency with applicable Refinement Plans, Plan District maps, Conceptual Development Plans and functional plans; and*
- 3. The property is presently provided with adequate public facilities, services and transportation networks to support the use, or these facilities, services and transportation networks are planned to be provided concurrently with the development of the property.*
- 4. Legislative Zoning Map amendments that involve a Metro Plan Diagram amendment shall:*
 - a. Meet the approval criteria specified in Section 5.14-100; and*
 - b. Comply with Oregon Administrative Rule (OAR) 660-012-0060, where applicable.*

Proposed Findings In Support of Zone Change Approval

Criterion: Zoning Map amendment criteria of approval:

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

Applicant's Narrative: "The Zoning Map amendment is consistent with the Metro Plan policies and diagram. The Zoning Map amendment does not amend any Metro Plan policies or text and is submitted concurrently with a Metro Plan amendment. The following Metro Plan policies support the proposed zone change:

Metro Plan Policy 1 – The UGB and sequential development shall continue to be implemented as an essential means to achieve compact urban growth. The provision of all urban services shall be concentrated inside the UGB. The Metro Plan policies define compact growth as 'the filling in of vacant and underutilized lands in the UGB.' The proposed rezoning will fill underutilized low-density residential land with more compact medium-density residential land. The parcel is within the Springfield Urban Growth Boundary (UGB) and city limits. The development will follow the acknowledged comprehensive plan ordinances and will have access to urban facilities and services. As such, the subject site provides for compact urban growth and essential services.

Metro Plan Policy A.1 – Encourage the consolidation of residentially zoned parcels to facilitate more options for development and redevelopment of such parcels. The proposed rezoning will permit more options for development. Through rezoning the parcel to medium density residential, the subject site is in keeping with the direction in which the neighborhood is moving.

Metro Plan Policy A.3 – Provide an adequate supply of buildable residential land within the UGB for the 20-year planning period at the time of Periodic Review. As mentioned in the concurrent Metro Plan Amendment application, the Springfield 2030 Residential Land and Housing Element designates 'the areas of the city best suited to high density residential uses are Downtown, Glenwood Riverfront/Franklin Corridor, and Gateway. Plans for these areas shall be updated to support development of additional high density residential uses adjacent to commercial and employment areas (pg.5).' The subject site is nearby and within 2 miles of significant employment and commercial providers including PeaceHealth Sacred Heart Medical Center at Riverbend, PeaceHealth Labs, Pacific Source, Symantec, the Gateway Mall and numerous other commercial and office uses.

Metro Plan Policy A.9 – Establish density ranges in local zoning and development regulations that are consistent with the broad density categories of this plan. The proposed rezoning will result in development that meets the broad density requirements of the Metro Plan. Upon adoption of the amending Ordinance, the Metro Plan diagram would be amended, and the requested zone change from LDR to MDR would be consistent with the provisions of the adopted Comprehensive Plan.

Metro Plan Policy A.10 – Promote higher residential density inside the UGB that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserves rural resource lands outside the UGB. As previously mentioned, the rezoning will result in higher density development than the current low-density residential zoning. In this manner, a higher number of residents will use existing infrastructure. This creates a more efficient use of public services and facilities, as a greater number of people are living in proximity to existing facilities. Moreover, rural resource lands are conserved, as more units are provided within the UGB.

Metro Plan Policy A.11 – Generally locate higher density residential development near employment or commercial services, in proximity to major transportation systems or within transportation-efficient nodes. The proposed rezoning will locate medium density residential development near Game Farm Road, Deadmond Ferry, and Beltline Rd, all of which are key corridors in the City of Springfield. The subject site is also located near parks, schools, and services and amenities as well as the bus rapid transit EmX line (International Way). It is an ideal location to provide access and opportunities to commercial services, employment, and major transportation systems.

Metro Plan Policy A.12 – Coordinate higher density residential development with the provision of adequate infrastructure and services, open space, and other urban amenities. As mentioned in the response to Metro Plan Policy A.10, the proposed rezoning will ensure adequate infrastructure and services are provided to the subject site. Open space will be provided through the requirements found throughout the Springfield Development Code.

Metro Plan Policy A.13 – 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 proposed zoning will provide an effective and compatible transition between densities. The site is proximate to properties that are zoned and designated for medium density residential development to the south; these include the abutting PeaceHealth Heartfelt Construction and multi-family housing. While there are some long-established residential uses on Deadmond [Ferry] Road to the west, the subject properties are in an area which, as it develops/redevelops, is moving away from low density residential uses. As such, the proposed Zone Change is compatible with existing uses in the vicinity and allows for effective infill development that maximizes land utility.

Metro Plan Policy A.23 – Reduce impacts of higher density residential and mixed-use development on surrounding uses by considering site, landscape, and architectural design standards or guidelines in local zoning and development regulations. The proposed rezoning is compatible with surrounding uses and therefore, shall have minimal impact on adjacent commercial and residential uses. As the proposal calls for medium density residential to best transition to and from adjacent uses, the suggested zoning is compatible with this policy.

Therefore, the Metro Plan diagram will not be inconsistent with this zoning map amendment, should both amendments be approved.”

Finding 1: *Metro Plan* Chapter IV, Policy 7.a states: “A property owner may initiate a [Type I *Metro Plan* diagram] amendment for property they own at any time. Owner initiated amendments are subject to the limitations for such amendments set out in the development code of the home city.”

Finding 2: The property owner initiated a concurrent *Metro Plan* Diagram amendment in accordance with provisions of SDC 5.14-100 (Case 811-20-000031-TYP4). Upon adoption of the amending Ordinance, the *Metro Plan* Diagram would be amended and the requested zone change from LDR to MDR would be consistent with the provisions of the adopted Comprehensive Plan. Prior or concurrent amendment of the *Metro Plan* Diagram will be required for the subject zone change request to be approved.

Finding 3: The proposed zone change is consistent with provisions of the *Metro Plan* whereby zoning can be monitored and adjusted as necessary to meet current urban land use demands. The

requested change from LDR to MDR would facilitate the future review and approval of multi-unit residential dwellings on the site.

Finding 4: The subject site is adjacent to property that is zoned and designated MDR to the south and east. There is an intervening, 17-foot wide strip of LDR-zoned property (a panhandle extension of Tax Lot 100) that lies between the eastern boundary of the subject site and the MDR zoned property to the east (273 Deadmond Ferry Road). The approximately 17-foot wide by 310-foot long strip of land is zoned LDR but designated MDR in the adopted *Gateway Refinement Plan*. Staff is recommending that the strip of LDR is rezoned to MDR through this Zoning Map amendment action (Case 811-20-000032-TYP3).

Finding 5: The site is proximate to property that is zoned and designated for Campus Industrial uses across the street on the north side of Deadmond Ferry Road. As such, the proposed Zone Change is consistent with nearby zoning and the zone change is compatible with existing uses in the vicinity. The proposed zoning is consistent with Policy A.11 for the following reasons: there is existing Medium Density Residential designated land to the east and south of the property; the property abuts a newly-constructed lodging facility (Heartfelt Guest House) to the south; the property is proximate to the Lane Transit District EmX Gateway-Riverbend line with transit stations on Riverbend Drive and International Way to the southeast and north; and the site is strategically located within ¼ to ½-mile walking distance of major local employers, shopping, and services.

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

Applicant's Narrative: "The adopted Metro Plan is the principal document that creates a framework for land use policy within the City of Springfield. The subject property is within the adopted Gateway Refinement Plan area. As noted in Goal 2, adoption of the new Springfield 2030 Refinement Plan Residential Land Use and Housing Element, replaced the goals, objectives and policies of the Metro Plan's Residential Land Use and Housing Element. This relationship therefore requires the proposed amendment be consistent with the Springfield Comprehensive Plan and the Gateway Refinement Plan. The proposed Metro Plan amendment does not make the Metro Plan internally inconsistent. It does not affect any Metro Plan policies or text. Moreover, the Gateway Refinement Plan will not be made inconsistent through this amendment. The Gateway Refinement Plan will be amended automatically in conjunction with the Metro Plan amendments. There is no conflict created by the proposed amendment to the residential land inventory, needed employment land inventory, nor any other land use elements of the Metro Plan or Gateway Refinement Plan. The City of Springfield also previously adopted the Residential Land Use and Housing Element of the Springfield 2030 Refinement Plan. As specified in this written statement along with the concurrent Metro Plan Amendment application, the Springfield 2030 Residential Land and Housing Element designates 'the areas of the city best suited to high density residential uses are Downtown, Glenwood Riverfront/Franklin Corridor, and Gateway. Plans for these areas shall be updated to support development of additional high density residential uses adjacent to commercial and employment areas (pg.5).' The subject site is nearby and within 2 miles of significant employment and commercial providers including PeaceHealth Sacred Heart Medical Center at Riverbend, PeaceHealth Labs, Pacific Source, Symantec, the Gateway Mall and numerous other commercial and office uses."

Finding 6: The property lies within the adopted *Gateway Refinement Plan* area of Springfield. Therefore, the Residential land use policies of the *Gateway Refinement Plan* apply to the subject site. In accordance with Residential Policy and Implementation Action 1.0, "the City shall, through

site plan review, home and neighborhood improvement programs, and/or other related programs, actively participate in efforts to maintain and enhance existing residential neighborhoods and attract compatible multi-family developments that would enhance the Gateway Refinement Plan area.”

Finding 7: The applicant’s statement regarding adoption of the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* is not consistent with the applicant’s Goal 2 findings in the accompanying Metro Plan amendment report (Case 811-20-000031-TYP4). It should be clarified that the adopted *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* updates and refines, but does not replace, the *Residential Land Use and Housing Element* of the *Metro Plan*.

Finding 8: The subject property is sufficiently large to represent a viable multi-unit development site. Upon rezoning of the subject property, should this occur, the developer would be required to undertake a Site Plan Review for any type of development on the site. A subdivision of the property would be required in order to achieve the minimum required density of six units per acre under the current LDR zoning. Therefore, developing the property as a single, consolidated site would be more efficient and allow for highest and best use of the land.

Finding 9: Rezoning of the subject property from LDR to MDR is consistent with the requested *Metro Plan* diagram and *Gateway Refinement Plan* diagram amendments initiated by the applicant in accordance with Case 811-20-000031-TYP4. Staff is also recommending that a 17-foot wide by 310-foot long panhandle extension of Tax Lot 100 (owned by PeaceHealth) is rezoned to MDR concurrently with the requested Zoning Map amendment. This rezoning action would address a zoning non-conformity and bring the adjoining panhandle extension into compliance with the current *Gateway Refinement Plan* diagram.

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

Applicant’s Narrative: “Finally, the subject site has adequate public facilities, services, and transportation to support the proposed use. The subject fronts Deadmond Ferry Road which is a fully developed urban arterial street with one vehicle travel lane and bicycle lanes in each direction. The street has lane striping, street lighting, street trees, sidewalks and piped stormwater management facilities. In addition, one of the Lyle Hatfield Linear Paths abuts the eastern boundary line of the subject property and the public transit system provides services near the development via the EMX Springfield route and stations.”

Finding 10: The property requested for Zone Change has frontage on Deadmond Ferry Road, which is classified as a major collector street. Along the northern boundary of the property frontage, Deadmond Ferry Road is a fully developed urban collector street with one vehicle travel lane and bicycle lane in each direction and a bi-directional center turn lane. The paved street has lane striping, street lighting, street trees, sidewalks and piped stormwater management facilities. A full suite of public utilities and services with sufficient capacity to support the requested rezoning from LDR to MDR are available on the perimeter of the subject property including the following:

- Sanitary Sewer: There is an existing sanitary sewer line that runs along the Deadmond Ferry Road frontage of the subject site. Staff has determined that the public sewer line has adequate capacity for future development on the property.

- Storm Sewer: There are public storm sewer lines that run along the Deadmond Ferry Road frontage of the subject site. The existing public stormwater lines have adequate capacity for future development of the property. Upon redevelopment of the subject property, stormwater runoff will need to be managed and treated on site.
- Water: The subject property was recently annexed to the City of Springfield and, as such, the water service provider for the property will be changed from Rainbow Water District to SUB Water on or around July 1, 2020.
- Electricity: SUB Electric has overhead electrical facilities along the Deadmond Ferry Road frontage of the property. The existing facilities are suitable for future redevelopment of the site with additional dwelling units.
- Telecommunications: Comcast and CenturyLink have telecommunication facilities along the Deadmond Ferry Road frontage of the property. The existing facilities are suitable for future redevelopment of the site with additional dwelling units.

Future development of the site with Medium Density Residential uses would be subject to the land use approval process outlined in Section 5.17-100 of the City’s Development Code. Site Plan Review procedures will detail the design of residential construction, the location of utility connections and conformance with the criteria of approval for Site Plan Review.

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

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

Applicant’s Narrative: “Regarding the criteria contained in 5.22-115.C.4.a and SDC 5.22-115.C.4.b, compliance with the approval criteria specified in Section 5.14-100 is established in the concurrent Metro Plan Amendment. Compliance with OAR 660-012-0060 is also established in the written statement for the concurrent Metro Plan amendment. The change from Low Density Residential to Medium Density Residential...would increase the trip generation potential of the subject property, so the applicant will address the Transportation Planning Rule (TPR) to determine if there’s a significant affect. To do this, the applicant has commissioned Kelly Sandow, a Licensed Traffic Engineer, to evaluate whether the plan amendment and zone change will have a significant impact on Deadmond Ferry Road. The traffic scoping letter created by Kelly Sandow is provided [herein].”

Finding 11: The applicant has submitted a concurrent *Metro Plan* Diagram amendment application (Case 811-20-000031-TYP4) under separate cover. The applicant’s submittal materials, narrative, and staff findings and recommendations demonstrate compliance with the *Metro Plan* amendment provisions of Chapter IV of the *Metro Plan* and SDC 5.14-135.

Finding 12: The requested Zone Change is being undertaken as a site-specific change in compliance with provisions of the adopted *Metro Plan* and the City’s Development Code. The applicant has initiated an amendment to the *Metro Plan* Diagram to change the designation from LDR to MDR under separate cover (Case 811-20-000031-TYP4). Oregon Administrative Rules (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). Based on the findings in the traffic scoping letter and the findings under Goal 12 in the concurrent *Metro Plan* Diagram amendment, no significant affect will occur and therefore no mitigation measures are necessary. Therefore, the proposed rezoning complies with Goal 12.

Conclusion: Based on the above-listed criteria, the criteria for rezoning have been met.

Conditions of Approval

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

5.22-120 CONDITIONS

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

Staff advises that the Zone Change request was initiated in accordance with provisions of the City's Development Code. Staff recommends approval based upon the evidence currently in the record. The Planning Commission is requested to review and deliberate on the totality of the submitted information and consider adopting the Final Order and Recommendation attached hereto. Because the applicant has initiated concurrent *Metro Plan* and *Gateway Refinement Plan* diagram amendments (Case 811-20-000031-TYP4), the comprehensive plan amendment will need to be completed prior to or concurrent with approval of the Zone Change. Provisions for concurrent amendment of the *Metro Plan* diagram, *Gateway Refinement Plan* diagram and Zoning Map will be incorporated into the amending Ordinance.

City of Springfield
Development & Public Works
225 Fifth Street
Springfield, OR 97477
Phone: (541) 726-3753
Fax: (541) 726-3689



Metro Plan Amendment Application, Type IV

Type of Plan Amendment (Check One)

- Type I:** is a non-site specific amendment of the Plan.
- Type II:** changes the Plan diagram; or is a site-specific Plan text amendment.

Property Subject to the Amendment (if applicable)

Tax Assessor Map 17-03-15-40 Tax Lot(s) 1800
Street Address 287 Deadmond Ferry Road Acres 0.85
Metro Plan Designation Low Density Residential Refinement Plan Designation Low Density Residential

Description of Proposed Amendment (Attach additional sheets if needed)

The applicant is proposing multi-family housing. This will require a Metro Plan Amendment and zone change from low-density residential to medium-density residential.

Applicant/Owner Information

Printed Name of Applicant Lucas Hardy, Moving Forward, LLC Phone: 541-359-9966

Applicant Signature [Signature] Date 1-20-2020

Mailing Address P.O. Box 516 Pleasant Hill, OR 97455

Property Owner Signature [Signature] Date 1-20-2020

Mailing Address P.O. Box 516 Pleasant Hill, OR 97455

For Office Use Only:

Case No. 20-000031-7484 Received By [Signature] Date Received _____
Date Accepted as Complete _____ FEB 03 2020

THE APPLICATION PACKET

A COMPLETE APPLICATION CONSISTS OF:

1. **A complete application page** (all of the sections on the opposite side of this page must be filled out).

2. **A statement containing Findings of Fact addressing the Criteria of Approval found in Springfield Development Code (SDC) 5.14-135.** In order for the Planning Commission and the City Council to consider an amendment of a plan text and/or diagram, there must be Findings of Fact submitted by the applicant. The Findings of Fact must show reason for the request consistent with the Criteria of Approval (shown below). If insufficient or unclear information is submitted by the applicant, the request may be denied or delayed.

The application must include requirements for addressing specific statewide goals that the Oregon legislature has said must be part of the amendment analysis. In particular, Statewide Planning Goal 9 Economy and Goal 10 Housing must be addressed for impact on buildable lands inventories, and a Goal 12 Transportation analysis must address criteria contained in OAR 660-012-060(1) and (2) of the Transportation Planning Rule (TPR). Goals 9, 10 and 12 are three of several "Applicable State-Wide Planning Goals" that must be specifically addressed in criteria (A) of the Springfield Development Code (SDC) 5.14-135.A. These specific items must be included in the application submittal to be considered a complete application.

In reaching a decision on these actions, the Planning Commission and the City Council shall adopt findings which demonstrate conformance to the following Criteria of Approval (SDC 5.14-135).

A Metro Plan amendment may be approved only if the Springfield City Council And other applicable governing body or bodies find that the proposal conforms to the following criteria.

- A. The amendment shall be consistent with applicable Statewide Planning Goals; and
- B. Plan inconsistency:
 - 1. In those cases where the Metro Plan applies, adoption of the amendment shall not make a Metro Plan internally inconsistent.
 - 2. In cases where Springfield Comprehensive Plan applies, the amendment shall be consistent with the Springfield Comprehensive Plan. (6331)
- 3. **A map to scale depicting the existing and proposed diagram change.** (If applicable)
- 4. **The application fee.** Refer to the *Development Code Fee Schedule* for the **appropriate fee.** A copy of the Fee Schedule is available at the Development & Public Works Department.

Revised 1/2017

Date Received

FEB 03 2020



SCHIRMER SATRE GROUP
Planners, Landscape Architects and Environmental Specialists
 375 West 4th Avenue, Suite 201, Eugene, Oregon 97401
 (541) 686-4540 • Fax (541) 686-4577 • www.schirmersatre.com

TRANSMITTAL

TO:	<u>City of Springfield</u>	DATE:	<u>February 3, 2020</u>
	<u>Development and Public Works</u>	PROJECT:	<u>Moving Forward, LLC</u>
	<u>225 5th Street</u>		<u>287 Deadmond Ferry Road</u>
	<u>Springfield, OR 9477</u>		<u>Metro Plan Amendment</u>
ATTN:	<u></u>	SSG PROJ #:	<u>1926</u>

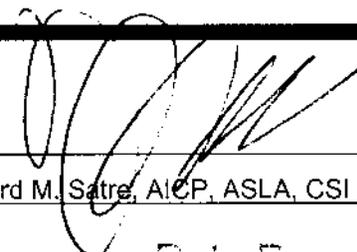
TRANSMITTED:	Herewith	<input checked="" type="checkbox"/>	DISPOSITION:	For Your Approval	<input type="checkbox"/>
	Separate Cover	<input type="checkbox"/>		For Your Information/Use	<input checked="" type="checkbox"/>
	Other	<input type="checkbox"/>		For Reply	<input type="checkbox"/>

TRANSMITTED:				
# Copies	Item	Dated	No. Pages	(In addition to this cover page)
<u>4 paper copies of a:</u>				
<u>Metro Plan Amendment Application Packet</u>		<u>Varies</u>	<u>Several</u>	

REMARKS: This Metro Plan Amendment application packet is hereby submitted for processing. The application package includes:

1. This Transmittal
2. Application Fee
3. Application Form
4. Written Statement
5. Attachment 1 – Map of Existing Metro Plan Land Use Designation
6. Attachment 2 – Map of Proposed Metro Plan Land Use Designation
7. Attachment 3 – TPR Memo – Sandow Engineering

We look forward to your assistance with the project. Don't hesitate to contact us should you have any questions or need any additional information. Thank you.

COPIES TO:			BY:	
File	<input checked="" type="checkbox"/>	Agency	<input type="checkbox"/>	
Owner	<input checked="" type="checkbox"/>	Consultant Team	<input checked="" type="checkbox"/>	
		Other	<input type="checkbox"/>	<u>Richard M. Satre, AICP, ASLA, CSI</u>

Date Received

February 3, 2020

MOVING FORWARD, LLC 287 DEADMOND FERRY ROAD

Metro Plan Amendment

Map 17-03-15-40, Tax Lot 1800

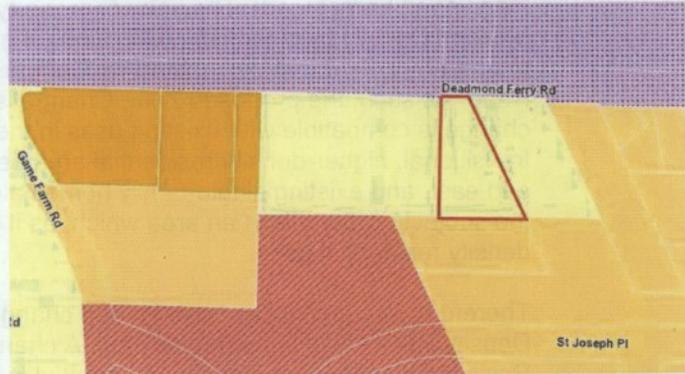
WRITTEN STATEMENT

In accordance with SDC 5.14-100 through SDC 5.14-145, Metro Plan Amendments, the applicant, Moving Forward, LLC, is requesting that the City of Springfield review this Metro Plan Amendment request for Tax Lot 1800 of Assessor's Map 17-03-15-40. The applicant requests the City determine that the proposal complies with the approval criteria and approve this application. To aid Springfield staff in their review, the following information is provided.

I. THE PROPOSAL

Background

Local long-range land use in this area is governed by the Eugene-Springfield Metropolitan Area General Plan (Metro Plan). The Metro Plan is then sometimes supplemented with a more specific refinement plan and/or neighborhood plan. Following that is site-specific zoning. Sometimes, zoning is comprised of base zoning and overlay zones. In this instance, the site has a Metro Plan designation of low density residential. There is an applicable neighborhood Plan (the Gateway Refinement Plan) which also has a plan designation of Low Density Residential for the property. Base Zoning is also Low Density Residential. Overlay zoning includes Drinking Water Protection and Floodplain Development.



Base Zoning
Interactive Map
City of Springfield

Physical Setting

The site is located south of Deadmond Ferry Road in the Gateway area of Springfield. It is comprised of one tax lot (Map 17-03-15-40, Tax Lot 1800) and is approximately 0.85 acres in size. The site abuts Deadmond Ferry Road to the north, with single family homes to the west and office facilities to the north. To the south is property owned by PeaceHealth.

Development Objective

The development objective is to develop multi-family housing. This will require a change in the Metro Plan designation from Low Density Residential (LDR) to Medium Density Residential (MDR).

II. METRO PAN AMENDMENT APPLICATION – COMPLIANCE WITH THE SPRINGFIELD DEVELOPMENT CODE

This section is presented in the same order of applicable requirements found in Section 5.14-105 through 5.14-145, Metro Plan Amendments of the Springfield Development Code. Applicable sections of the Code are in **bold italics**, followed by proposed findings in normal text.



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SDC 5.14-105 Purpose.

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is a long-range public policy document that establishes the broad framework upon which Springfield, Eugene and Lane County make coordinated land use decisions. While the Metro Plan is Springfield's acknowledged land use policy document, it may require update or amendment in response to changes in the law or circumstances of importance to the community. Additionally, the Metro Plan may be augmented and implemented by more detailed plans and regulatory measures.

Response: There is a change in circumstances that makes this requested change to the Metro Plan diagram plausible. Properties along Deadmond Ferry Road and Game Farm Road have been rezoned for higher density housing – some to Medium Density Residential and some to High Density Residential (Properties include 3535 Game Farm Road and 273, 377, and 385 Deadmond Ferry Road). The subject property abuts properties that are zoned and designated Medium Density Residential (MDR) along the eastern and southern boundaries and is proximate to property zoned and designated for Campus Industrial use on the north side of Deadmond Ferry Road. As such, the proposed Zone Change is consistent with nearby zoning and the zone change is compatible with existing uses in the vicinity. The proposed rezoning would create a transitional, higher-density residential area between the developing MDR properties to the south and east, and existing single-family homes along Deadmond Ferry Road to the west. Ultimately, the subject property is in an area which, as it develops/re-develops, is moving away from low density residential uses.

Therefore, circumstances have indeed changed since the subject site was designated Low Density Residential in the Metro Plan. A change in the Metro Plan designation from Low Density Residential to Medium Density Residential is in keeping with the direction in which the neighborhood is moving.

SDC 5.14-110 Review.

- A. A Development Issues Meeting is encouraged for citizen initiated amendment applications.**
- B. Metro Plan amendments are reviewed under Type IV procedures as specified in Section 5.1-140.**
- C. A special review, and if appropriate, Metro Plan amendment, shall be initiated if changes in the Metro Plan basic assumptions occur. An example would be a change in public demand for certain housing types that in turn may affect the overall inventory of residential land.**

Response: A Development Issues Meeting was held on August 29th, 2019 to discuss potential ideas and issues related to the subject site. As referenced in the applicant's response in SDC 5.14-105, the applicant is requesting to amend the Metro Plan based on a change in circumstances related to residential land supply that influences the basic assumptions in the Metro Plan diagram.

SDC 5.14-115 Metro Plan Amendment Classifications.

A proposed amendment to the metro Plan shall be classified as Type I, Type II or Type III depending on the number of governing bodies required to approve the decision.

Date Received

FEB 03 2020

Original Submittal 

- A. A Type I amendment requires approval by Springfield only:**
1. Type 1 Diagram amendments include amendments to the Metro Plan Diagram for land inside Springfield's city limits.

Response: The proposed amendment will be processed as a Type I decision, as it only requests an amendment to the Metro Plan Diagram for land inside Springfield's city limits.

SDC 5.14-120 Relationship to Refinement Plans, Special Area Studies or Functional Plan Amendments.

- A. In addition to a Metro Plan update, refinement studies may be undertaken for individual geographical areas and special purpose or functional elements, as determined appropriate by Springfield, Eugene or Lane County.**
- B. All refinement and functional plans shall be consistent with the Metro Plan. Should inconsistencies occur, the Metro Plan is the prevailing policy document.**
- C. When a Metro Plan amendment also requires an amendment of a refinement plan or functional plan diagram map and/or text for consistency, the Metro Plan, refinement plan and/or functional plan amendments shall be processed concurrently.**
- D. When a Metro Plan amendment is enacted that requires an amendment to a refinement plan or functional plan map or diagram for consistency, the Metro Plan Diagram amendment automatically amends the diagram or map if no amendment to the refinement plan or functional plan text is involved.**
- E. An amendment to the Springfield Comprehensive Plan shall be processed as a Metro Plan amendment and comply with the approval criteria in Section 5.14-135.**

Response: The development site is subject to the Gateway Refinement Plan, which designates the property as Low Density Residential. The proposed amendment will not amend the Gateway Refinement Plan text. Therefore, in accordance with SDC 5.14-120.D, the Gateway Refinement Plan diagram will be automatically amended in conjunction with the Metro Plan diagram.

SDC 5.14-125 Initiation.

Metro Plan amendments shall be initiated as follows:

- A. A Type I amendment may be initiated by Springfield at any time. A property owner may initiate an amendment for property they own at any time. Owner initiated amendments are subject to the limitations for such amendments set out in this Code (also see Subsection E).**
- E. Metro Plan updates shall be initiated no less frequently than during the state required Periodic Review of the Metro Plan, although Springfield, Eugene and Lane County may initiate an update of the Metro Plan at any time.**

Response: In accordance with SDC 5.14-125.A, this Type I Amendment to the Metro Plan diagram is being initiated by a property owner for the property they currently own.

SDC 5.14-130 Approval Process.

Date Received

FEB 03 2020

- A. The initiating government body of any Type I, Type II or Type III amendment shall notify all governing bodies of the intended amendment and the Type of amendment proposed within 20 days. If any governing body disagrees with the Type of proposed amendment, that governing body may refer the matter to the process specified in Subsections E. or F. as appropriate.**
- B. For any Type I, Type II or Type III amendment, a public hearing shall be set for the Springfield Planning Commission, and the Planning Commissions of Eugene and Lane County, as applicable, within 90 days.**
- C. For Type I, Type II and Type III amendments, the Springfield Planning Commission and the Planning Commissions of Eugene and Lane County, shall conduct a single or joint public hearing, as appropriate, and forward that record and their recommendations to the Springfield City Council and to their respective elected officials. The Springfield City Council and the participating elected officials shall also conduct a public hearing, as appropriate, prior to making a final decision...**

Response: The proposed Type I Amendment to the Metro Plan diagram complies with this standard and will be subject to public hearings and subsequent decisions conducted by the Springfield Planning Commission and the Springfield City Council.

SDC 5.14-135 Criteria.

A Metro Plan amendment may be approved only if the Springfield City Council and other applicable governing body or bodies find that the proposal conforms to the following criteria:

- A. The amendment shall be consistent with applicable Statewide Planning Goals;**
- B. Plan inconsistency:**
 - 1. In those cases where the Metro Plan applies, adoption of the amendment shall not make the Metro Plan internally inconsistent.**
 - 2. In cases where Springfield Comprehensive Plan applies, the amendment shall be consistent with the Springfield Comprehensive Plan.**

Response to SDC 5.14-135.A.

The amendment is consistent with the following Statewide Planning Goals:

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

Response:

The City of Springfield has an acknowledged citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process. The Springfield Code (SDC Section 5.14-100 Metro Plan Amendments and the City's public notice standards – SDC Section 5.2-115) requires public hearings before the Springfield Planning Commission and the Springfield City Council, and includes specifications for the content, timing and dispersal of mailed notice. This proposed *Metro Plan* amendment does not amend the citizen involvement program. The process for adopting amendments is in accordance with Statewide Planning Goal 1, as it complies with the requirements of the State's citizen involvement provisions. Therefore, the amendment is consistent with Statewide Planning Goal 1.

Date Received

FEB 03 2020

Original Submittal 

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

Response:

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the acknowledged comprehensive plan for guiding land use planning in Springfield. The subject property is also within the adopted *Gateway Refinement Plan* area and the proposed amendment to the *Metro Plan* Diagram would concurrently amend the adopted Refinement Plan diagram. The City has also adopted the Springfield Comprehensive Plan. 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. Therefore, both plans are applicable to this request and the proposed Metro Plan amendment and Zone Change will be consistent with both the Metro Plan and the Springfield Comprehensive Plan.

These findings and records show that there is an adequate factual base for decisions to be made concerning the proposed amendment. Goal 2 further requires that the City coordinate the review of the amendment with affected governmental units. Therefore, the amendment is consistent with Statewide Planning Goal 2.

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

Response:

Goal 3 is not applicable to this amendment, as the subject property and proposed actions are located within an acknowledged urban growth boundary and do not affect any agricultural plan designation or use. Therefore, Goal 3 is not applicable or relevant to the amendment.

Goal 4 – Forest Land: To conserve forest lands.

Response:

Goal 4 is not applicable as the subject property and proposed actions do not affect any forest plan designation or use. Goal 4 does not apply within urban growth boundaries and, therefore, does not apply to the subject property nor affect the area's compliance with Statewide Planning Goal 4. Consequently, Goal 4 is not applicable.

Goal 5 – Open Spaces, Scenic and Historic Areas, and Natural Resources: To conserve open space and protect natural and scenic resources.

Response:

Open Spaces, Scenic and Historic Areas, and Natural Resources applies to more than a dozen natural and cultural resources such as wildlife habitats and wetlands and establishes a process for each resource to be inventoried and evaluated. The Springfield Natural Resources Inventory does not list a Goal 5 natural resource on or near the site. The proposed amendment does not amend a plan or code provision adopted to protect a Goal 5 resource, does not allow new uses that could conflict with a Goal 5 resource site, and does not amend the acknowledged Urban Growth Boundary. Therefore, Goal 5 does not apply to this amendment.

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

Response:

Date Received

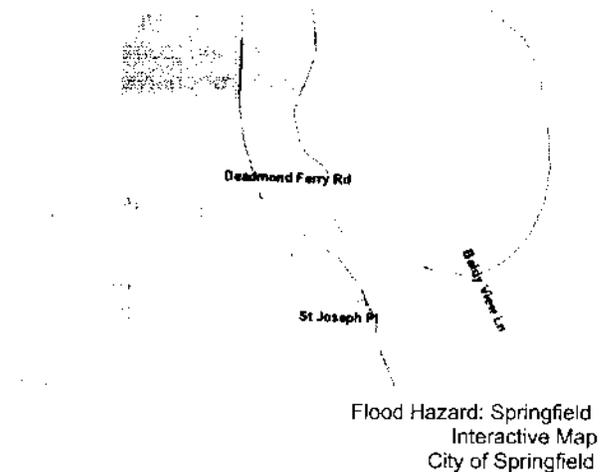
FEB 03 2020

Goal 6 addresses waste and discharges from development and is aimed at protecting air, water, and land from impacts from those discharges. Nothing in the proposal, character of the sites, or potential uses indicates a future development that would compromise air, water, and land resources. The proposal does not amend the metropolitan area's air, water quality, or land resource policies. The City can reasonably expect that future development of the site complies with applicable environmental laws. Therefore, the amendment is consistent with Statewide Planning Goal 6.

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

Response:

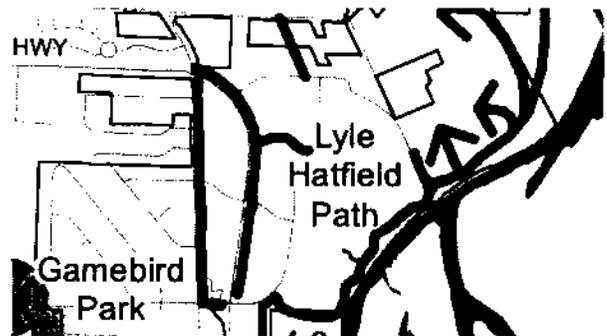
Goal 7 requires that local government planning programs include provisions to protect people and property from natural hazards such as floods, landslides, earthquakes and related hazards, tsunamis, and wildfires. The subject property is located within a mature, developed residential neighborhood and is not subject to hazards normally associated with steep slopes, wildfires, or tsunamis. The northern portion of the subject property is located in Flood Zone A, so a Floodplain Development Permit will be aquired. Other hazards, such as earthquakes and severe winter storms can be mitigated at the time of development based on accepted building codes and building techniques. Therefore, this 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.

Response:

Goal 8 requires communities to evaluate their recreation areas and facilities and to develop plans to address current and projected demand. The Lyle Hatfield Linear Path, abuts the eastern boundary line of the subject property and is listed on the Willamalane Park & Recreation District's 20-Year Comprehensive Plan. The path has been extended to Deadmond Ferry Road and on-street bike paths have been added. The proposed amendment will not impact the provision of public recreational facilities nor will it affect access to existing or future public recreational facilities.



Proposed Park & Recreation Projects
Willamalane
October 2012

Date Received

FEB 03 2020

Original Submittal

The proposed *Metro Plan* diagram amendment would also not affect Willamalane's adopted Comprehensive Plan or other ordinances, policies, plans, and studies adopted to comply with Goal 8 requirements. As such, the amendment 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 of Oregon's citizens.

Response:

The proposed Metro Plan diagram amendment does not affect economic development, as it is not requesting to change the designation of the subject site to or from commercial. The amendment seeks to designate land currently identified as Low Density Residential to Medium Density Residential. Therefore, the proposed amendment will not impact economic development or commercial land supply in any way. The amendment is consistent with Statewide Planning Goal 9.

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

Response:

Goal 10 requires that communities plan for and maintain an inventory of buildable residential land for needed housing units. The Administrative Rule for Statewide Planning Goal 10 (OAR 660 Division 8) 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 subject property is currently designated for Low Density Residential and the applicant wishes to redesignate the property as Medium Density Residential. The *Springfield 2030 Residential Land and Housing Element* designates "the areas of the city best suited to high density residential uses are Downtown, Glenwood Riverfront/Franklin Corridor, and Gateway. Plans for these areas shall be updated to support development of additional high density residential uses adjacent to commercial and employment areas (pg.5)."

The proposed redesignation would change the anticipated type of housing form on the property from single-family residential to multi-family, attached homes, or townhouses, or a combination of these types.

Third-party analysis has determined that a surplus of LDR designated land exists within the City's land inventory. Redesignation of the subject property would have an incremental impact to the City's residential land base; arguably, the impact would be limited to a recalculation of surplus versus deficit levels for each of the Low and Medium Density Residential categories. A series of Metro Plan amendments and Zone Changes have reduced the surplus of LDR designated land cited in the Residential Land Use and Housing Element by more than half. As of April 2019, the amount of surplus LDR-designated land in the City's inventory was 168 acres and the amount of surplus MDR designated land was 78 acres. As such, the site is adjacent to a pedestrian and transit-oriented Nodal Development area, and is close to major employers.

Date Received

FEB 03 2020

multi-use pathway connections, and the regional transportation network. For these reasons, the site is appropriate for development under higher residential densities allowed in the MDR plan designation and zoning. Given this, the proposed Metro Plan amendment will have no adverse effect on the city's acknowledged compliance with Goal 10.

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

Response:

The subject site is located inside the City limits; thus, the existing level of public facilities and services is adequate to serve the needs of existing and future development. This area is already developed for a combination of industrial (north of the site), office, health care and internet services, and the public facilities serving this area have been designed accordingly. The amendment to the Metro Plan diagram do not significantly affect the planning or development of future public facilities or services. Therefore, the amendment is consistent with Statewide Planning Goal 11.

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

Response:

Goal 12 is implemented through the Transportation Planning Rule (TPR), as defined in Oregon Administrative Rule OAR 660-012-0000, et seq. The Eugene – Springfield Metropolitan Area Transportation Plan (TransPlan) provides the regional policy framework through which the TPR is implemented at the local level. The TPR (OAR 660-012-0060) states that when land use changes, including amendments to acknowledged comprehensive plans, significantly affecting an existing or planned transportation facility, the local government shall put in place measures to assure that the allowed land uses are consistent with the identified function, capacity, and performance standards of the facility.

This plan amendment will increase the trip generation potential of the subject property since the subject property will be redesignated to allow higher density residential housing. Due to potential traffic impact, the applicant has commissioned Kelly Sandow, a Licensed Traffic Engineer, to evaluate whether the plan amendment and zone change will have a significant impact on Deadmond Ferry Road. The traffic scoping letter created by Kelly Sandow is provided in Attachment 3.

Goal 13 – Energy Conversation: To conserve energy.

Response:

Statewide Planning Goal 13 calls for land uses to be managed and controlled "so as to maximize the conservation of all forms of energy, based upon sound economic principles." Converting the 0.85 acre property from LDR to MDR should not have an appreciable impact to energy consumption, and in fact may offer opportunities for increased energy efficiency through contemporary multi-family housing design. The City's conservation measures applicable to storm water management, temporary storage, filtration and discharge would apply to multi-family residential uses developed on the site; therefore, this proposal is consistent with Statewide Planning Goal 13.

Goal 14 – Urbanization: To provide for an orderly and efficient transition from rural to urban land use.

Response:

Date Received

FEB 03 2020

Original Submittal *[Signature]*

The amendment does not affect the transition from rural to urban land use, as the subject property is within the City limits. The City already planned for residential land use on the subject property when completing its residential buildable land inventory. Nevertheless, the proposed redesignation and zone change will not affect compliance with Statewide Planning Goal 14.

Goal 15 – Willamette River Greenway: To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

Response:

The subject property is not within the boundaries of the Willamette River Greenway. Therefore, Statewide Planning Goal 15 does not apply.

Goal 16 through 19 – Estuarine Resources, Coastal Shorelands, Beaches and Dunes, and Ocean Resources:

Response:

There are no coastal, ocean, estuarine, or beach and dune resources on or adjacent to the subject property. Therefore, these goals are not relevant, and the proposed amendment will not affect compliance with statewide planning Goals 16 through 19.

The proposed Metro Plan Amendment meets the applicable Statewide Planning Goals.

Response to SDC 5.14-135.B.1.

The adopted Metro Plan is the principal document that creates a framework for land use policy within the City of Springfield. The subject property is within the adopted *Gateway Refinement Plan* area. 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. This relationship therefore requires the proposed amendment be consistent with the *Springfield Comprehensive Plan* and the *Gateway Refinement Plan*.

The proposed Metro Plan amendment does not make the *Metro Plan* internally inconsistent. It does not affect any Metro Plan policies or text. Moreover, the *Gateway Refinement Plan* will not be made inconsistent through this amendment. The *Gateway Refinement Plan* will be amended automatically in conjunction with the Metro Plan amendment. There is no conflict created by the proposed amendment to the residential land inventory, needed employment land inventory, nor any other land use elements of the Metro Plan or Gateway Refinement Plan.

Response to SDC 5.14-135.B.2.

The Residential Land and Housing Policies and Implementation Actions of the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* applies to the subject site. There are a number of policies in that document which apply to this proposed Metro Plan amendment. These include:

Policy H.3, the City shall, "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."

Policy H.6, the City shall "continue to seek ways to reduce development impediments to more efficient utilization of the residential land supply inside the UGB..."

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Policy H.11, the City shall "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."

Policy H.12, the City shall "continue to designate land to provide a mix of choices (e.g. Location, accessibility, housing types, and urban and suburban neighborhood character) through the refinement plan update process and through review of developer-initiated master plans."

Policy H.13, the City shall "promote housing development and affordability in coordination with transit plans and in proximity to transit stations."

H.14, the City shall "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."

H.15, the City shall "update residential development standards to enhance the quality and affordability of neighborhood infill development (e.g. Partitions, duplex developments, transitional neighborhoods, rehab housing, accessory dwelling units) and multi-family development."

The proposed amendment addresses the changing demographics of the neighborhood and will provide additional housing options. By rezoning the proposed subject property to medium density residential, it would provide a better buffer from the Campus Industrial zoning north of Deadmond Ferry Road and low density residential west of the property. The development will also provide a multi-family housing in close proximity to the public transit system.

The City of Springfield also previously adopted the *Residential Land Use and Housing Element of the Springfield 2030 Refinement Plan*. As specified in this written statement, the *Springfield 2030 Residential Land and Housing Element* designates "the areas of the city best suited to high density residential uses are Downtown, Glenwood Riverfront/Franklin Corridor, and Gateway. Plans for these areas shall be updated to support development of additional high density residential uses adjacent to commercial and employment areas (pg.5)." The subject site is adjacent to and within 2 miles of significant employment and commercial providers including PeaceHealth Sacred Heart Medical Center at RiverBend, PeaceHealth Labs, Pacific Source, Symantec, the Gateway Mall and numerous other commercial and office uses.

While the Metro Plan and the Springfield 2030 Refinement Plan Residential Land Use and Housing Element are the prevailing Comprehensive Plans for the site, the residential land use policies of the Gateway Refinement Plan also pertain to the proposed development.

The Gateway Refinement Plan Residential Element Policy and Implementation Action 1.0 states, "The City shall... actively participate in efforts to maintain and enhance residential neighborhoods and attract compatible multi-family developments that would enhance the Gateway Refinement Plan area." The proposed Metro Plan enables multi-family development on the subject property that is compatible with the surrounding neighborhood. The subject property is appropriate for MDR designation and zoning given its proximity to other higher-density residential properties, to the Frequent Transit Network, and to large employment centers. The subject property's orientation to Deadmond Ferry Road is also more compatible with multi-family development than a single-family neighborhood. Therefore, the proposal to redesignate and rezone the subject property from LDR to MDR is consistent and compatible with the adopted policies of the *Metro Plan*, the *Springfield 2030 Refinement Plan Residential Land and Housing Element* and the *Gateway Refinement Plan*.

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Original Submittal *JK*

III. IN CONCLUSION

Based on the information and findings contained in this written statement and associated attachments, the proposed Metro Plan Amendment meets the criteria of approval contained in the Springfield Development Code. Therefore, the applicant requests that the City of Springfield approve the application. Both the applicant and the applicant's representative are available for questions. We look forward to working with staff to ensure this project meets the goals and objectives of the applicant and the city. If you have any questions about the above information, please do not hesitate to contact Rick Satre, at (541) 686-4540 or email rick@schirmersatre.com.

Sincerely,

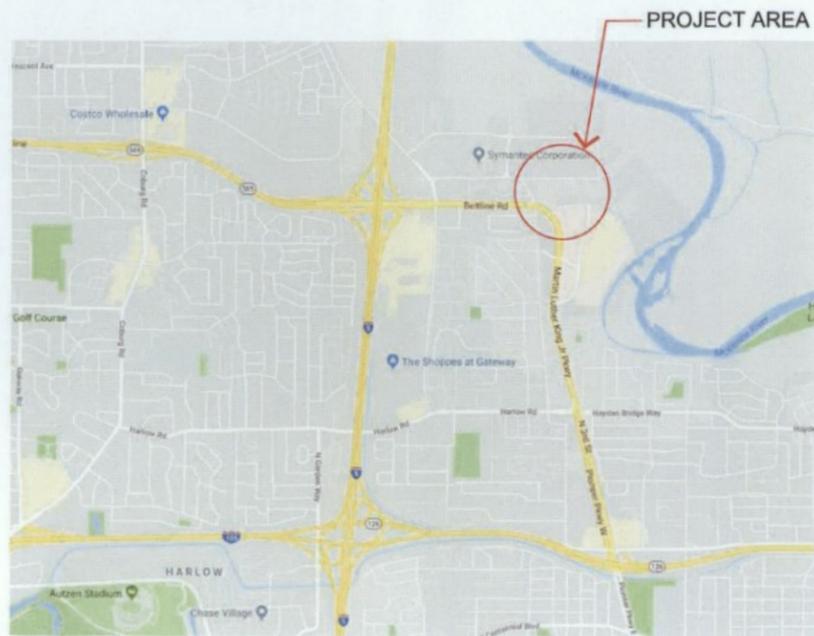
Richard M. Satre

Richard M. Satre, AICP, ASLA, CSI
President
Schirmer Satre Group

Date Received

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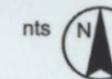


VICINITY MAP



METRO PLAN LAND USE DIAGRAM

EXISTING PLAN



LEGEND

- | | | | |
|------------------------|----------------------------|--------------------------|-------------------|
| Urban Growth Boundary | Low Density Residential | Special Heavy Industrial | Sand and Gravel |
| Metro Plan Boundary | Medium Density Residential | Light Medium Industrial | Agriculture |
| Railroads | High Density Residential | Campus Industrial | Forest Land |
| Rivers and Ponds | Nodal Development | University Research | Rural Residential |
| Overlays: | Commercial | Government & Education | Rural Commercial |
| Mixed Use Areas | Major Retail Center | Parks and Open Space | Rural Industrial |
| Nodal Development Area | Heavy Industrial | Natural Resource | Airport Reserve |
| Willamette Greenway | | | |



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 www.schirmersatre.com



METRO PLAN AMENDMENT
HARDY METRO PLAN AMENDMENT
 MAP 17-03-15-40 LOT 01800

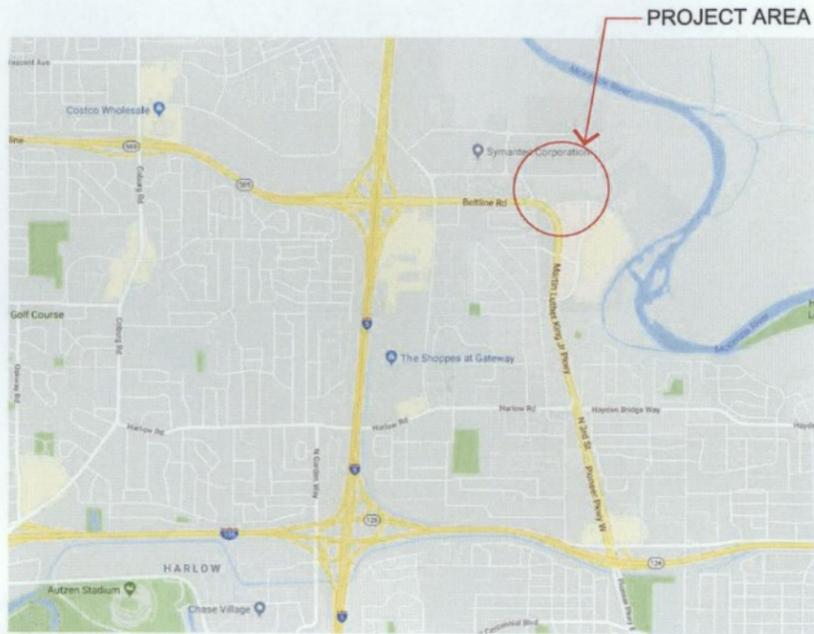
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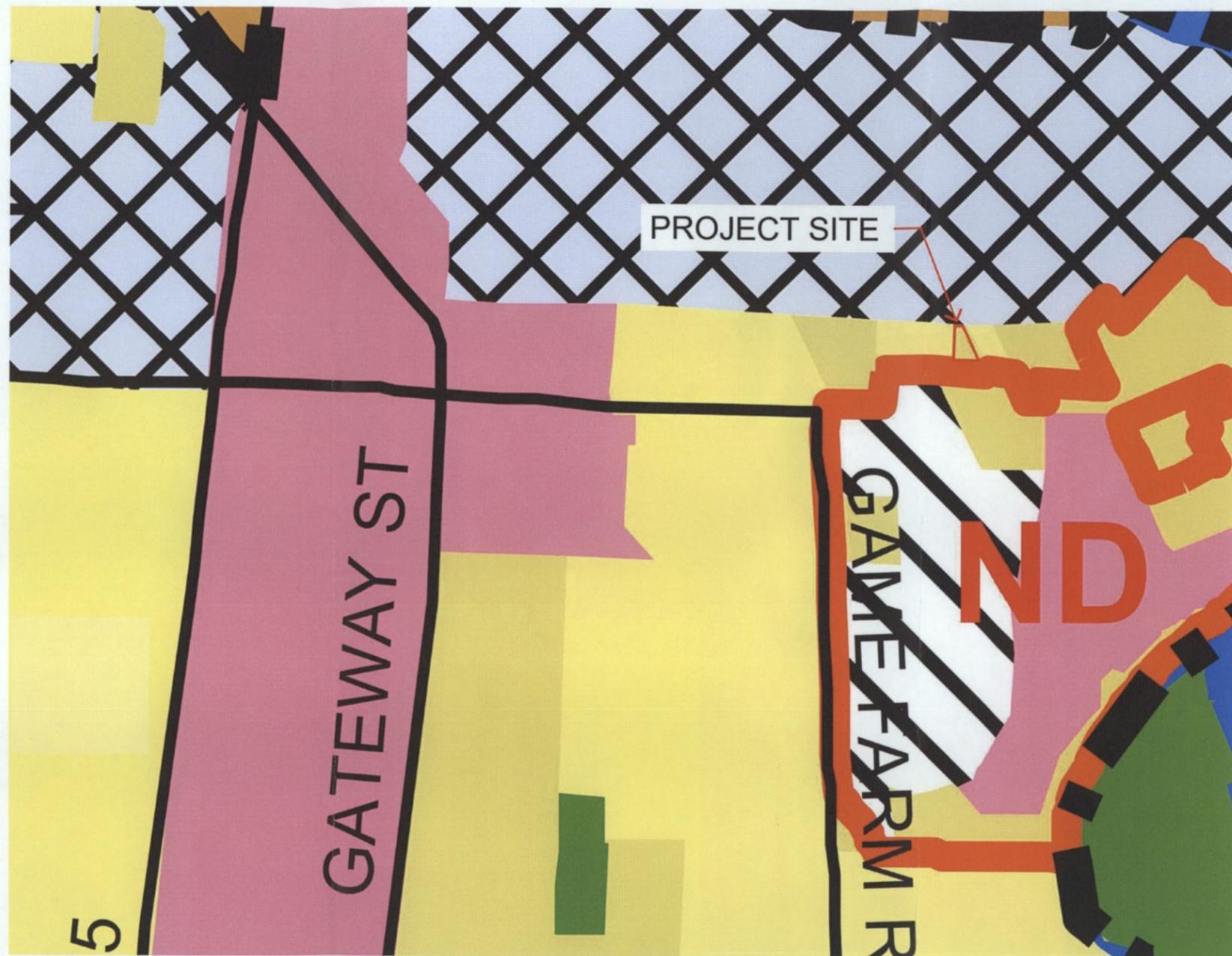
Original Submittal *SMC*

Revisions	#	Date	Description

MA-1

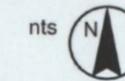


VICINITY MAP



METRO PLAN LAND USE DIAGRAM

PROPOSED PLAN



LEGEND

- | | | | |
|------------------------|----------------------------|--------------------------|-------------------|
| Urban Growth Boundary | Low Density Residential | Special Heavy Industrial | Sand and Gravel |
| Metro Plan Boundary | Medium Density Residential | Light Medium Industrial | Agriculture |
| Railroads | High Density Residential | Campus Industrial | Forest Land |
| Rivers and Ponds | Nodal Development | University Research | Rural Residential |
| Overlays: | Commercial | Government & Education | Rural Commercial |
| Mixed Use Areas | Major Retail Center | Parks and Open Space | Rural Industrial |
| Nodal Development Area | Heavy Industrial | Natural Resource | Airport Reserve |
| Willamette Greenway | | | |

Date Received

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Original Submittal *[Signature]*

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LANDSCAPE ARCHITECTS

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Phone: 541.686.4540 Fax: 541.686.4577
www.schirmerstategroup.com

REGISTERED LANDSCAPE ARCHITECT
BOARD FOR OREGON

METRO PLAN AMENDMENT

HARDY METRO PLAN AMMENDMENT
MAP 17-03-15-40 LOT 01800

Revisions		
#	Date	Description

Project Number	Drawn By	Checked	Date	Phase	Zone Change

MA-2

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SANDOWENGINEERING

160 MADISON STREET SUITE A EUGENE OREGON 97402 541.513.3376

January 28, 2020

Haley Campbell
Schirmer Satre Group

RE: Moving Forward LLC TPR Findings for Metro Plan
Amendment and Zone Change.



RENEWAL 06/30/20

Dear Ms. Campbell,

Sandow Engineering has prepared a trip generation estimate for the proposed metro plan amendment and zone change of a parcel located on Deadmond Ferry Road in Springfield Oregon. The subject property is on the south side of Deadmond Ferry Road adjacent to the multi-use path. Specifically, the property is on Assessors Map 17-03-15-40, Tax Lot 1800. The parcel is 0.85 acres in size. One single-family home currently exists on the property.

The proposed zone change will be from Low-Density Residential (LDR) to Medium Density Residential (MDR). As per City of Springfield Development Code, (Section 3.2-205 Establishment of Residential Zoning Districts) Low-Density Residential (LDR) zoning permits a density range of 6 to 14 dwelling units per net acre. Medium Density Residential (MDR) zoning permits a density range of 14 to 28 dwelling units per acre.

To be consistent with TPR findings, the traffic generated by the proposed zoning 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. For both the LDR and MDR the maximum allowable units were assumed, 14 and 28 units respectively. The resulting unit count is 12 units for the existing zoning and 24 units for the proposed zoning. Based on the land area and allowable uses, the LDR was anticipated as Single-Family Detached Housing, while the MDR was calculated as Multi-family (Low-Rise).

The trip generation analysis was estimated using data contained within the ITE Trip Generation Manual (10th edition). The site trips are estimated using the data provided for the trips generated for the AM and PM Peak hours, along with weekday generation and are shown in Table 1.

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TABLE 1: TRIP GENERATION

	Existing Zoning 210-Single-Family Detached Housing (12 units)		Proposed Zoning 220-Multi-Family Housing (Low Rise) (24 units)	
	Rate	Trips	Rate	Trips
AM Peak Hour	$0.71(x) + 4.8$	13	$\ln(T)=0.95 \ln(x) - 0.51$	12
PM Peak Hour	$\ln(T)=0.96 \ln(x) + 0.20$	13	$\ln(T)=0.89 \ln(x) - 0.02$	17
Weekday	$\ln(T)=0.92 \ln(x) + 2.71$	148	$T=7.56(X) - 40.86$	141

As illustrated above, the proposed MDR zoning is not expected to significantly increase the trip generation over the existing LDR zoning.

TIA APPLICABILITY

Per Springfield Development Code (Section 4.2-105 Public Streets) An applicant may be required to prepare a Traffic Impact Study (TIS) to identify potential traffic impacts from proposed development and needed mitigation measures. A TIS is required if any of the following criteria are met:

- a. Peak Hour Threshold. If a change in land use or intensification of an existing use generates 100 or more trips during any peak hour as determined by procedures contained in the most recent edition of the Institute of Transportation Engineers Trip Generation Manual, a TIS shall be performed by a registered professional engineer.

As shown in Table 1, the proposed development is not anticipated to exceed 100 vehicles trips during the peak hour. Therefore, a TIA is not triggered under this criterion.

- b. Average Daily Traffic Threshold. If a change in land use or intensification of an existing use generates 1,000 or more trips per day as determined by procedures contained in the most recent edition of the Institute of Transportation Engineers Trip Generation Manual, a TIS shall be performed by a registered professional engineer.

As shown in Table 1, the proposed development is not anticipated to exceed 1000 vehicles trips per day. Therefore, a TIA is not triggered under this criterion.

- c. Variance and Known Issues Threshold. The Public Works Director may determine that a TIS is necessary to support a request for a Variance from the transportation provisions of this code or where traffic safety, street capacity, future planned facility, or multimodal concerns may be associated with the proposed development.

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1/28/20

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 Original Submitted *SM*

There are no significant safety or traffic problems identified in the area that the project would be contributing to. Therefore, a TIA is not triggered under this criterion

- d. The nature and extent of the TIS scope shall be determined by the Public Works Director based upon a trip distribution and assignment prepared by the Applicant. At a minimum, locations impacted by more than 20 trips during the identified peak hour shall be included in the trip distribution and assignment.

As shown in Table 1, the proposed development is not anticipated to exceed 20 vehicles trips during the peak hour. Therefore, a TIA is not triggered under this criterion.

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);

The proposed zone change will generate 4 additional trips in the PM peak hour and 7 fewer trips throughout the day. These levels of traffic are not substantial enough to require the City to change the functional classification of the adjacent roadways.

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

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.

Date Received

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Original Submitted

The proposed zone change will generate 4 additional trips in the pm peak hour and 7 fewer trips throughout the day. These levels of traffic are not 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)

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 zone change will not increase traffic levels to the site that will trigger the need for a traffic study. Additionally, the proposed zone change meets the requirements under the Transportation Planning Rule. Therefore, the TPR findings can be shown to be met.

Please contact me with questions or additional information needed.

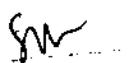
Sincerely,



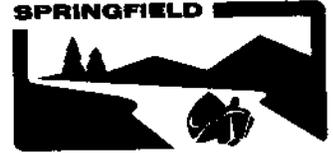
Kelly Sandow, PE

Date Received

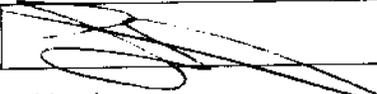
1/28/20

Original Submitted 
SANDOW
ENGINEERING

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



Zoning Map Amendment, Type III

Required Project Information		(Applicant: complete this section)	
Applicant Name:	Lucas Hardy	Phone:	541-359-9966
Company:	Moving Forward, LLC	Fax:	
Address:	P.O. Box 516 Pleasant Hill, OR 97455		
Applicant Signature:			
Property Owner:	Lucas Hardy	Phone:	541-359-9966
Company:	Moving Forward, LLC	Fax:	
Address:	P.O. Box 516 Pleasant Hill, OR 97455		
Owner Signature:			
If the applicant is other than the owner, the owner hereby grants permission for the applicant to act in his or her behalf			
ASSESSOR'S MAP NO:	17-03-15-40	TAX LOT NO(S):	1800
Property Address:	287 Deadmond Ferry Road		
Area of Request	Square Feet:	Acres: 0.85	
Existing Use(s) of Property:	Single Family Housing		
Description of The Proposal:	Rezone one parcel from Low Density Residential to Medium Density Residential to develop multi-family housing. A Metro Plan Amendment is being processed concurrently with this application.		
Required Property Information		(City Intake Staff: complete this section)	
Case No.:	20-000032-TYB	Date:	2/3/20
		Received by: (initials)	DL
Application Fee:	6,405	Postage Fee:	459
		Total Fee:	7,184.25

Edited 7/19/2007 bjones

Date Received

FEB 03 2020

Zoning Map Amendment Submittal Requirements Checklist

1. **The application fee** - Refer to the Development Code Fee Schedule for the appropriate application and postage fee. A copy of the Fee Schedule is available at the Development Services Department.
2. **Deed** - A copy of the deed to show ownership.
3. **Vicinity Map** - A map of the property and the surrounding vicinity which includes the existing zoning and plan designations. One copy must be reduced to 8 1/2" by 11" which will be mailed as part of the required neighboring property notification packet.
4. **Findings** - Before the Planning Commission can approve a Zone/Overlay District Change Request, there must be information submitted by the applicant which adequately supports the request. The Criteria the Planning Commission will consider in making their decision is listed below. If insufficient or unclear data is submitted by the applicant, there is a good chance that the request will be denied or delayed. It is recommended that you hire a professional planner or land use attorney to prepare your findings.

Criteria of Approval (Quasi-judicial)

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

- (a) Consistency with the Metro Plan policies and the Metro Plan Diagram;
- (b) Consistency with applicable Refinement Plans, Plan District maps, Conceptual Development Plans and functional plans; and
- (c) The property is presently provided with adequate public facilities, services and transportation networks to support the use, or these facilities, services and transportation networks are planned to be provided concurrently with the development of the property.

Date Received

FEB 03 2020



SCHIRMER SATRE GROUP
 Planners, Landscape Architects and Environmental Specialists
 375 West 4th Avenue, Suite 201, Eugene, Oregon 97401
 (541) 686-4540 • Fax (541) 686-4577 • www.schirmersatre.com

TRANSMITTAL

TO: City of Springfield
Development and Public Works
225 5th Street
Springfield, OR 97477

DATE: February 3, 2019

PROJECT: Moving Forward, LLC
287 Deadmond Ferry Road
Zoning Map Amendment

ATTN: _____ **SSG PROJ #:** 1926

TRANSMITTED: Herewith **DISPOSITION:** For Your Approval
 Separate Cover For Your Information/Use
 Other For Reply

TRANSMITTED:

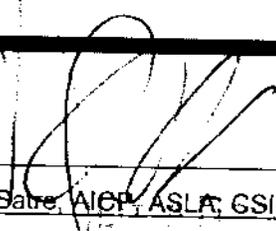
# Copies	Item	Dated	No. Pages (In addition to this transmittal page)
4	paper copies of a:		
	Zoning Map Amendment Application Packet	Varies	Several

REMARKS: This Zoning Map Amendment application packet is hereby submitted for processing. The submittal package includes:

1. This Transmittal
2. Application Fee
3. Application Form
4. Written Statement
5. Attachment 1 – Map of Existing Zoning
6. Attachment 2 – Map of Proposed Zoning
7. Attachment 3 – Ownership Deeds
8. Attachment 4 – TPR Memo – Sandow Engineering

We look forward to your assistance with the project. Don't hesitate to contact us should you have any questions or need any additional information. Thank you.

COPIES TO: Agency
 File Consultant Team
 Owner Other

BY: 
 Richard M. Satre, AICP, ASLA, GSI

February 3, 2020

MOVING FORWARD, LLC
287 DEADMOND FERRY ROAD
Zoning Map Amendment
Map 17-03-15-40, Tax Lot 1800

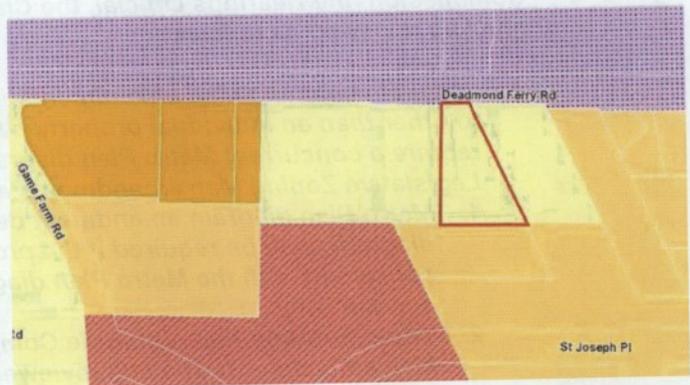
WRITTEN STATEMENT

In accordance with SDC 5.22-100 through SDC 5.22-125, Zoning Map Amendments, the applicant, Moving Forward, LLC, is requesting that the City of Springfield review this Zoning Map Amendment request for Tax Lot 1800 of Assessor's Map 17-03-15-40. The applicant requests the City determine that the proposal complies with the approval criteria and approve this application. To aid Springfield staff in their review, the following information is provided.

I. THE PROPOSAL

Background

Local long-range land use in this area is governed by the Eugene-Springfield Metropolitan Area General Plan (Metro Plan). The Metro Plan is then sometimes supplemented with a more specific refinement plan and/or neighborhood plan. Following that is site-specific zoning. Sometimes, zoning is comprised of base zoning and overlay zones. In this instance, the site has a Metro Plan designation of low density residential. There is an applicable neighborhood Plan (the Gateway Refinement Plan) which also has a plan designation of Low Density Residential for the property. Base Zoning is also Low Density Residential. Overlay zoning includes Drinking Water Protection and Floodplain Development.



Base Zoning
Interactive Map
City of Springfield

Physical Setting

The site is located south of Deadmond Ferry Road in the Gateway area of Springfield. It is comprised of one tax lot (Map 17-03-15-40, Tax Lot 1800) and is approximately 0.85 acres in size. The site abuts Deadmond Ferry Road to the north, with single family homes to the west and office facilities to the north. To the south is property owned by PeaceHealth.

Development Objective

The development objective is to develop multi-family housing. This will require a change in the base zone from Low Density Residential (LDR) to Medium Density Residential (MDR).

II. ZONING MAP AMENDMENT APPLICATION – COMPLIANCE WITH THE SPRINGFIELD DEVELOPMENT CODE

This section is presented in the same order of the applicable requirements found in Section 5.22-105 through 5.22-125, Zoning Map Amendments of the Springfield Development Code. Applicable sections of the Code are in ***bold italics***, followed by proposed findings in normal text.



Date Received

SDC 5.22-105 Purpose.

The purpose of this section is to provide standards and procedures for legislative and quasi-judicial amendments to the Official Zoning Maps.

Response: The proposed Zoning Map amendment complies with all applicable standards and procedures.

SDC 5.22-110 Review.

Official Zoning Map amendments may be initiated by the Director, the Planning Commission, the Hearings Official, the City Council, or a citizen. Zoning Map amendments shall be reviewed as follows:

- A. *Legislative Zoning Map amendments involve broad public policy decisions that apply to other than an individual property owner, generally affecting a large area and/or require a concurrent Metro Plan diagram amendment as specified in Section 5.14.100. Legislative Zoning Map amendments are reviewed using Type IV procedure.*
 - 1. *Metro Plan diagram amendment determination. An amendment to the Metro Plan diagram shall be required if the proposed Zoning Map amendment is not consistent with the Metro Plan diagram. Both amendments may be processed concurrently.*
 - 2. *Transportation Planning Rule Compliance. Where applicable, legislative Zoning Map amendments shall be reviewed to determine whether the application significantly affects a transportation facility, as specified in Oregon Administrative Rule (OAR) 660-012-0060. In this case a Traffic Impact Study shall be submitted as specified in Section 4.2-105A.4.*
- B. *Quasi-judicial Zoning Map amendments involve the application of existing policy to a specific factual setting, generally affecting a single or limited group of properties and may or may not include a Metro Plan diagram amendment. Quasi-judicial Zoning Map amendments are reviewed using Type III procedure, unless a Metro Plan diagram amendment is required. In this case, the Quasi-judicial Zoning Map amendment will be raised to a Type IV review.*

Response: The proposed Zoning Map amendment will comply with the criteria in SDC 5.22-110(B). The amendment is quasi-judicial in nature and includes a concurrent Metro Plan diagram amendment. Both proposed amendments are subject to Type IV review.

There is a change in circumstances that makes this requested change plausible. Properties along Deadmond Ferry Road and Game Farm Road have been rezoned for higher density housing – some to Medium Density Residential and some to High Density Residential (Properties include 3535 Game Farm Road and 273, 377, and 385 Deadmond Ferry Road). The subject property abuts properties that are zoned and designated Medium Density Residential (MDR) along the eastern and southern boundaries and is proximate to property zoned and designated for Campus Industrial use on the north side of Deadmond Ferry Road. As such, the proposed Zone Change is consistent with nearby zoning and the zone change is compatible with existing uses in the vicinity. The proposed rezoning would create a transitional, higher-density residential area between the developing MDR properties to the south and east, and existing single-family homes along Deadmond Ferry Road to the west. Ultimately, the subject property is in an area which, as it develops/re-develops, is moving away from low density residential uses.

Date Received

FEB 03 2020

Original Submittal *sm*

The Metro Plan policies define compact growth as “the filling in of vacant and underutilized lands in the UGB”. The proposed rezoning will fill underutilized low-density residential land with more compact medium-density residential land. The parcel is within the Springfield Urban Growth Boundary (UGB) and city limits. The development will follow the acknowledged comprehensive plan ordinances and will have access to urban facilities and services. As such, the subject site provides for compact urban growth and essential services.

Metro Plan Policy A.1 – Encourage the consolidation of residentially zoned parcels to facilitate more options for development and redevelopment of such parcels.

Response:

The proposed rezoning will permit more options for development. Through rezoning the parcel to medium density residential, the subject site is in keeping with the direction in which the neighborhood is moving.

Metro Plan Policy A.3 – Provide an adequate supply of buildable residential land within the UGB for the 20-year planning period at the time of Periodic Review.

Response:

As mentioned in the concurrent Metro Plan Amendment application, the *Springfield 2030 Residential Land and Housing Element* designates “the areas of the city best suited to high density residential uses are Downtown, Glenwood Riverfront/Franklin Corridor, and Gateway. Plans for these areas shall be updated to support development of additional high density residential uses adjacent to commercial and employment areas (pg.5).” The subject site is nearby and within 2 miles of significant employment and commercial providers including PeaceHealth Sacred Heart Medical Center at RiverBend, PeaceHealth Labs, Pacific Source, Symantec, the Gateway Mall and numerous other commercial and office uses.

Metro Plan Policy A.9 – Establish density ranges in local zoning and development regulations that are consistent with the broad density categories of this plan.

Response:

The proposed rezoning will result in development that meets the broad density requirements of the Metro Plan. Upon adoption of the amending Ordinance, the Metro Plan diagram would be amended, and the requested zone change from LDR to MDR would be consistent with the provisions of the adopted Comprehensive Plan.

Metro Plan Policy A.10 – Promote higher residential density inside the UGB that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserves rural resource lands outside the UGB.

Response:

As previously mentioned, the rezoning will result in higher density development than the current low-density residential zoning. In this manner, a higher number of residents will use existing infrastructure. This creates a more efficient use of public services and facilities, as a greater number of people are living in proximity to existing facilities. Moreover, rural resource lands are conserved, as more units are provided within the UGB.

Metro Plan Policy A.11 – Generally locate higher density residential development near employment or commercial services, in proximity to major transportation systems or within transportation-efficient nodes.

Response:

Date Received

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Original Submittal *fm*

The proposed rezoning will locate medium density residential development near Game Farm Road, Deadmond Ferry, and Beltline Rd, all of which are key corridors in the City of Springfield. The subject site is also located near parks, schools, and services and amenities as well as the bus rapid transit EmX line (International Way). It is an ideal location to provide access and opportunities to commercial services, employment, and major transportation systems.

Metro Plan Policy A.12 – Coordinate higher density residential development with the provision of adequate infrastructure and services, open space, and other urban amenities.

Response:

As mentioned in the response to Metro Plan Policy A.10, the proposed rezoning will ensure adequate infrastructure and services are provided to the subject site. Open space will be provided through the requirements found throughout the Springfield Development Code.

Metro Plan Policy A.13 – 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.

Response:

The proposed zoning will provide an effective and compatible transition between densities. The site is proximate to properties that are zoned and designated for medium density residential development to the south and east; these include the abutting PeaceHealth Heartfelt Construction and multi-family housing. While there are some long-established residential uses on Deadmond Road to the west, the subject properties are in an area which, as it develops/re-develops, is moving away from low density residential uses. As such, the proposed Zone Change is compatible with existing uses in the vicinity and allows for effective infill development that maximizes land utility.

Metro Plan Policy A.23 – Reduce impacts of higher density residential and mixed-use development on surrounding uses by considering site, landscape, and architectural design standards or guidelines in local zoning and development regulations.

Response:

The proposed rezoning is compatible with surrounding uses and therefore, shall have minimal impact on adjacent commercial and residential uses. As the proposal calls for medium density residential to best transition to and from adjacent uses, the suggested zoning is compatible with this policy.

Therefore, the Metro Plan diagram will not be inconsistent with this zoning map amendment, should both amendments be approved.

Response to SDC 5.22-115.C.2.

The adopted Metro Plan is the principal document that creates a framework for land use policy within the City of Springfield. The subject property is within the adopted *Gateway Refinement Plan* area. As noted in Goal 2, adoption of the new *Springfield 2030 Refinement Plan Residential Land Use and Housing Element*, replaced the goals, objectives and policies of the *Metro Plan's Residential Land Use and Housing Element*. This relationship therefore requires the proposed amendment be consistent with the *Springfield Comprehensive Plan* and the *Gateway Refinement Plan*.

The proposed Metro Plan amendment does not make the *Metro Plan* internally inconsistent. It does not affect any Metro Plan policies or text. Moreover, the *Gateway Refinement Plan* does not

Date Received

FEB 03 2020

be made inconsistent through this amendment. The *Gateway Refinement Plan* will be amended automatically in conjunction with the Metro Plan amendments. There is no conflict created by the proposed amendment to the residential land inventory, needed employment land inventory, nor any other land use elements of the Metro Plan or Gateway Refinement Plan.

The City of Springfield also previously adopted the Residential Land Use and Housing Element of the *Springfield 2030 Refinement Plan*. As specified in this written statement along with the concurrent Metro Plan Amendment application, the *Springfield 2030 Residential Land and Housing Element* designates "the areas of the city best suited to high density residential uses are Downtown, Glenwood Riverfront/Franklin Corridor, and Gateway. Plans for these areas shall be updated to support development of additional high density residential uses adjacent to commercial and employment areas (pg.5)." The subject site is nearby and within 2 miles of significant employment and commercial providers including PeaceHealth Sacred Heart Medical Center at RiverBend, PeaceHealth Labs, Pacific Source, Symantec, the Gateway Mall and numerous other commercial and office uses.

Response to SDC 5.22-115.C.3.

Finally, the subject site has access to public facilities, services, and transportation to support the proposed use. The subject site fronts Deadmond Ferry Road which is a fully developed urban arterial street with one vehicle travel lane and bicycle lanes in each direction. The street has lane striping, street lighting, street trees, sidewalks and piped stormwater management facilities. In addition, one of the Lyle Hatfield Linear Paths abuts the eastern boundary line of the subject property and the public transit system provides services near the development via the EMX Springfield route and stations.

Response to SDC 5.22-115.C.4.a. – b.

Regarding the criteria contained in SDC 5.22-115.C.4.a and SDC 5.22-115.C.4.b., compliance with the approval criteria specified in Section 5.14-100 is established in the concurrent Metro Plan Amendment. Compliance with OAR 660-012-0060 is also established in the written statement for the concurrent Metro Plan amendment. The change from Low Density Residential to Medium Density Residential...would increase the trip generation potential of the subject property, so the applicant will address the Transportation Planning Rule (TPR) to determine if there's a significant affect. To do this, the applicant has commissioned Kelly Sandow, a Licensed Traffic Engineer, to evaluate whether the plan amendment and zone change will have a significant impact on Deadmond Ferry Road. The traffic scoping letter created by Kelly Sandow is provided in Attachment 4.

SDC 5.22-120 Conditions.

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

Response: The applicant acknowledges this potentiality and will comply with any conditions of approval attached to the proposed amendments.

SDC 5.22-125 Mobile Home Park Notice.

If a Zoning Map amendment involves property containing an existing mobile home park, the Director shall provide written notice to each unit in the mobile home park as specified in Section 5.2-115 and as specified in ORS 90.630(5).

Date received
Original Submitted *SM*

Response: There is no existing mobile home park included within the boundaries of the Zoning Map amendments. Therefore, this does not apply.

IN CONCLUSION

Based on the information contained in this written statement, the applicant believes that the requested Zoning Map amendment can be approved. If there are any questions regarding the above information, or other application materials, please do not hesitate to contact our office at (541) 686-4540 or rick@schirmersatre.com.

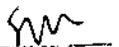
Sincerely,

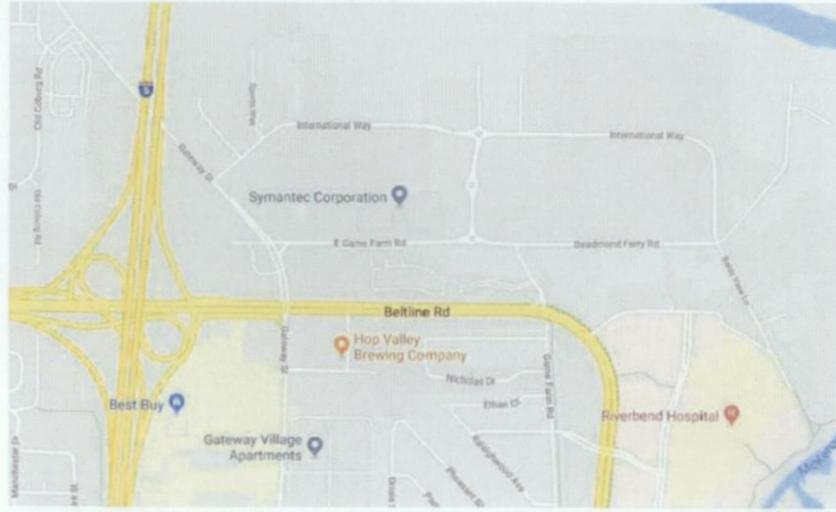
Richard M. Satre
Richard M. Satre, AICP, ASLA, CSI
President
Schirmer Satre Group

Date Received

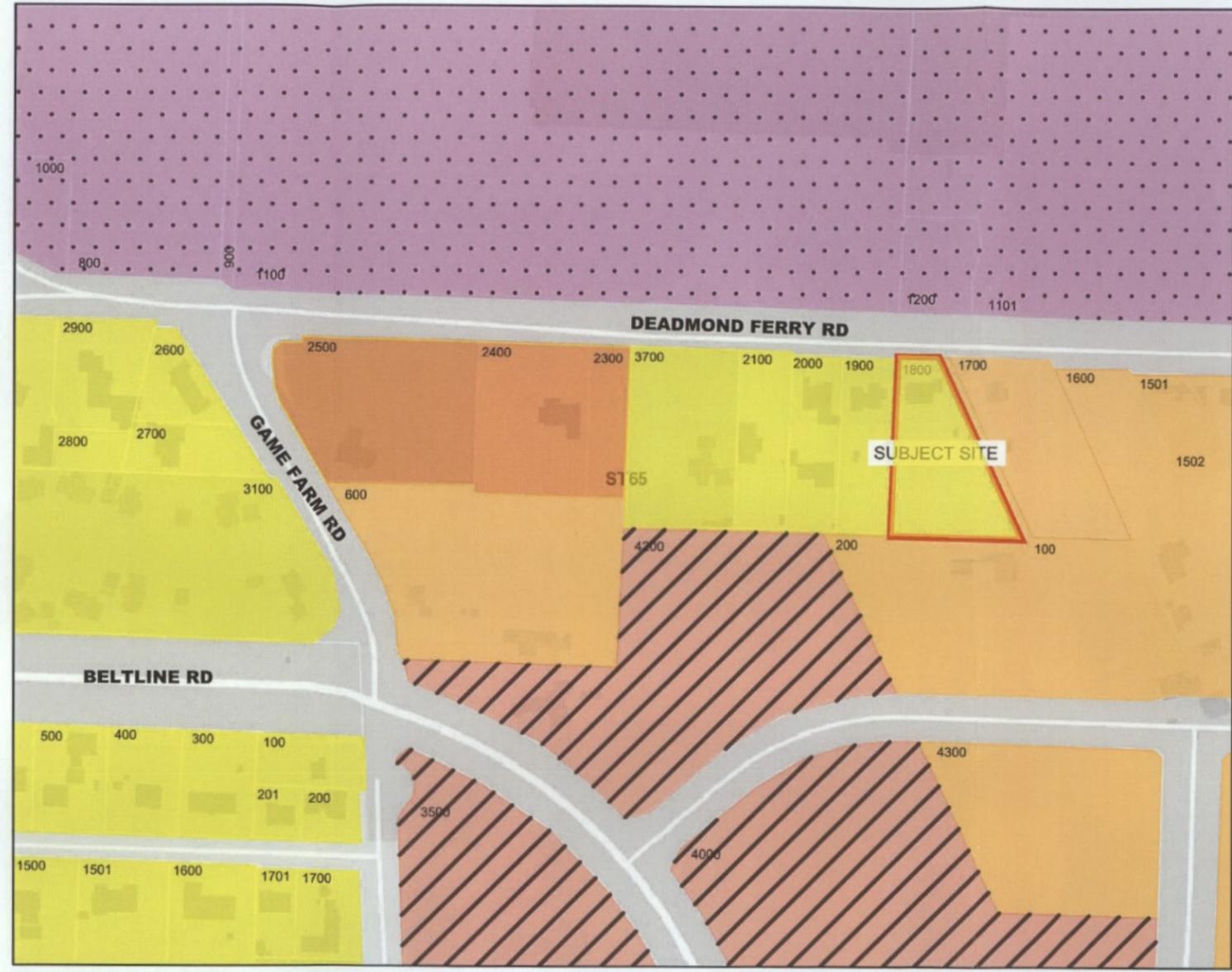
FEB 03 2020

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VICINITY MAP



ZONING MAP
EXISTING PLAN



LEGEND

	LOW DENSITY RESIDENTIAL		MEDIUM DENSITY RESIDENTIAL		HIGH DENSITY RESIDENTIAL
	MIXED USE COMMERCIAL		CAMPUS INDUSTRIAL		

Date Received

FEB 03 2020

Original Submittal *gn*



LANDSCAPE ARCHITECTS
SCHIRMER SATRE GROUP

SCHIRMER SATRE GROUP
375 West 4th, Suite 201, Eugene, OR 97401
Phone: 541.686.4540 Fax: 541.686.4577
www.schirmersatre.com

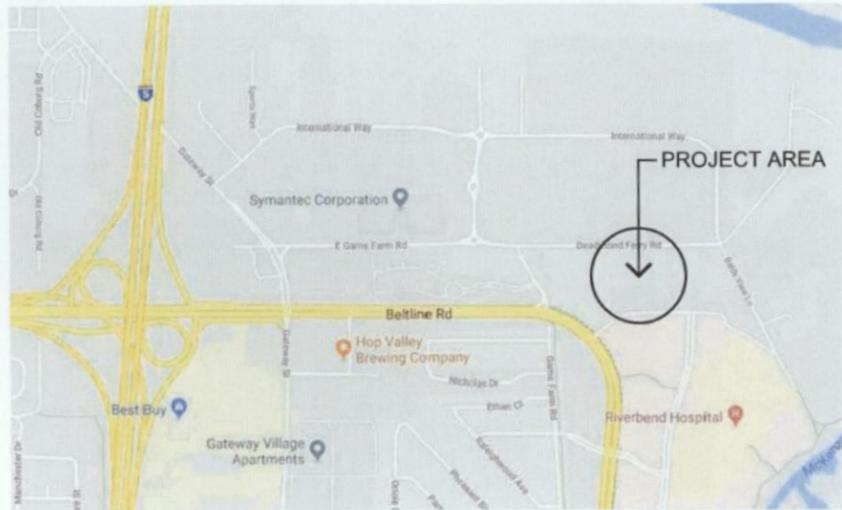


ZONING MAP AMENDMENT

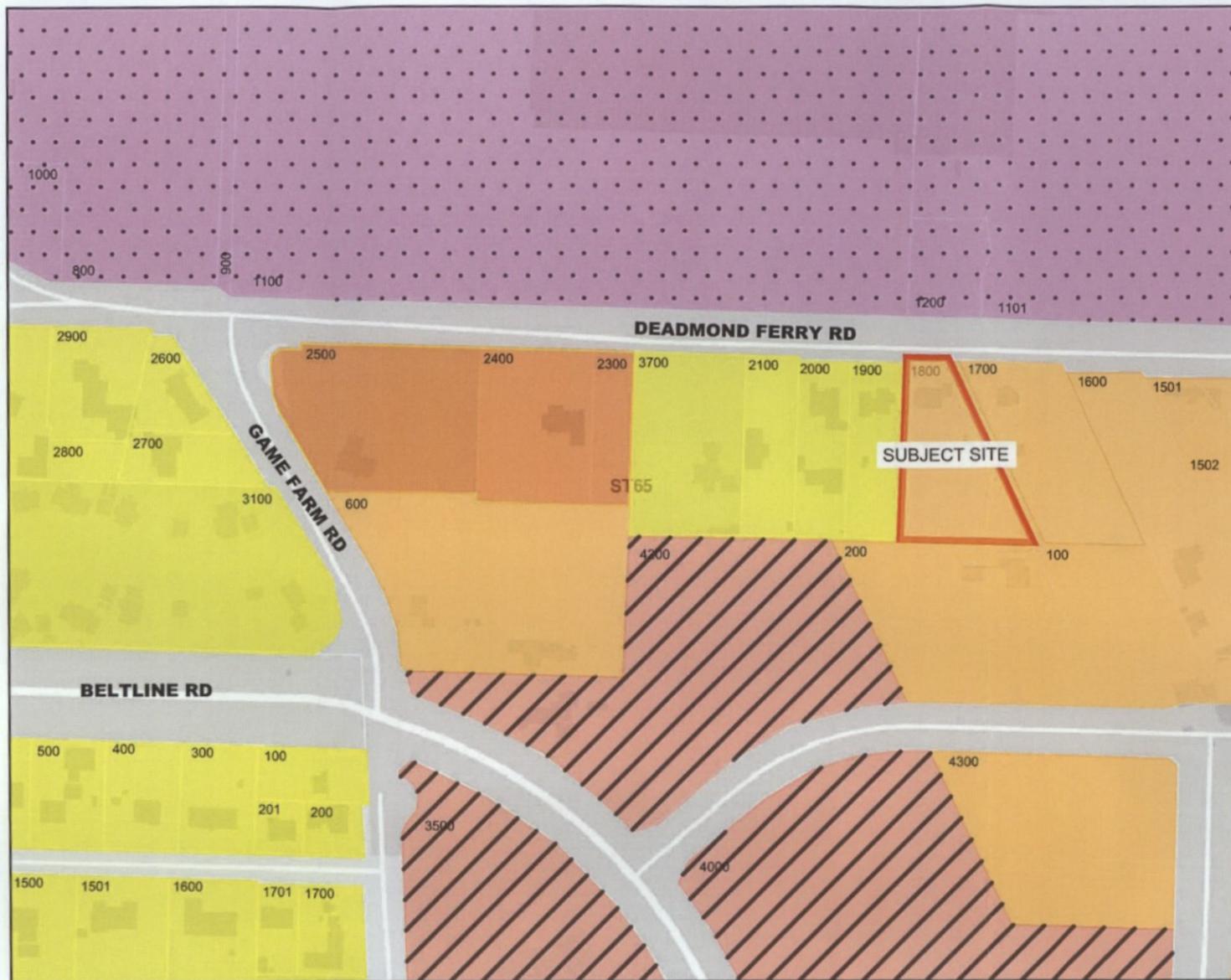
HARDY ZONE CHANGE
MAP 17-03-15-40 LOT 01800

Revisions	
#	Description

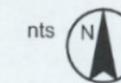
ZA-1



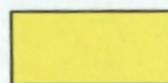
VICINITY MAP



ZONING MAP
PROPOSED PLAN



LEGEND



LOW DENSITY
RESIDENTIAL



MEDIUM DENSITY
RESIDENTIAL



HIGH DENSITY
RESIDENTIAL



MIXED USE
COMMERCIAL



CAMPUS
INDUSTRIAL

Date Received

FEB 03 2020

Original Submittal



SCHIRMER SATRE GROUP
375 West 4th, Suite 201, Eugene, OR 97401
Phone: 541.686.4540 Fax: 541.686.4577
www.schirmersatre.com



ZONING MAP AMENDMENT
HARDY ZONE CHANGE
MAP 17431540 LOT 01800

Revision #	Date	Description

Project Number	
Drawn By	
Checked	
Date	11-18-19
Phase	Zone Change

ZA-2

SANDOWENGINEERING

160 MADISON STREET SUITE A EUGENE OREGON 97402 541.513.3376

January 28, 2020

Haley Campbell
Schirmer Satre Group

RE: Moving Forward LLC TPR Findings for Metro Plan
Amendment and Zone Change.



RENEWAL 06/30/20

Dear Ms. Campbell,

Sadow Engineering has prepared a trip generation estimate for the proposed metro plan amendment and zone change of a parcel located on Deadmond Ferry Road in Springfield Oregon. The subject property is on the south side of Deadmond Ferry Road adjacent to the multi-use path. Specifically, the property is on Assessors Map 17-03-15-40, Tax Lot 1800. The parcel is 0.85 acres in size. One single-family home currently exists on the property.

The proposed zone change will be from Low-Density Residential (LDR) to Medium Density Residential (MDR). As per City of Springfield Development Code, (Section 3.2-205 Establishment of Residential Zoning Districts) Low-Density Residential (LDR) zoning permits a density range of 6 to 14 dwelling units per net acre. Medium Density Residential (MDR) zoning permits a density range of 14 to 28 dwelling units per acre.

To be consistent with TPR findings, the traffic generated by the proposed zoning 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. For both the LDR and MDR the maximum allowable units were assumed, 14 and 28 units respectively. The resulting unit count is 12 units for the existing zoning and 24 units for the proposed zoning. Based on the land area and allowable uses, the LDR was anticipated as Single-Family Detached Housing, while the MDR was calculated as Multi-family (Low-Rise).

The trip generation analysis was estimated using data contained within the ITE Trip Generation Manual (10th edition). The site trips are estimated using the data provided for the trips generated for the AM and PM Peak hours, along with weekday generation and are shown in Table 1.

Date Received

1/28/20

TABLE 1: TRIP GENERATION

	Existing Zoning 210-Single-Family Detached Housing (12 units)		Proposed Zoning 220-Multi-Family Housing (Low Rise) (24 units)	
	Rate	Trips	Rate	Trips
AM Peak Hour	$0.71(x) + 4.8$	13	$\ln(T)=0.95 \ln(x) - 0.51$	12
PM Peak Hour	$\ln(T)=0.96 \ln(x) + 0.20$	13	$\ln(T)=0.89 \ln(x) - 0.02$	17
Weekday	$\ln(T)=0.92 \ln(x) + 2.71$	148	$T=7.56(X) - 40.86$	141

As illustrated above, the proposed MDR zoning is not expected to significantly increase the trip generation over the existing LDR zoning.

TIA APPLICABILITY

Per Springfield Development Code (Section 4.2-105 Public Streets) An applicant may be required to prepare a Traffic Impact Study (TIS) to identify potential traffic impacts from proposed development and needed mitigation measures. A TIS is required if any of the following criteria are met:

- a. Peak Hour Threshold. If a change in land use or intensification of an existing use generates 100 or more trips during any peak hour as determined by procedures contained in the most recent edition of the Institute of Transportation Engineers Trip Generation Manual, a TIS shall be performed by a registered professional engineer.

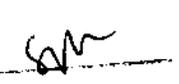
As shown in Table 1, the proposed development is not anticipated to exceed 100 vehicles trips during the peak hour. Therefore, a TIA is not triggered under this criterion.

- b. Average Daily Traffic Threshold. If a change in land use or intensification of an existing use generates 1,000 or more trips per day as determined by procedures contained in the most recent edition of the Institute of Transportation Engineers Trip Generation Manual, a TIS shall be performed by a registered professional engineer.

As shown in Table 1, the proposed development is not anticipated to exceed 1000 vehicles trips per day. Therefore, a TIA is not triggered under this criterion.

- c. Variance and Known Issues Threshold. The Public Works Director may determine that a TIS is necessary to support a request for a Variance from the transportation provisions of this code or where traffic safety, street capacity, future planned facility, or multimodal concerns may be associated with the proposed development.

City Council

SANDOW
 ENGINEERING


There are no significant safety or traffic problems identified in the area that the project would be contributing to. Therefore, a TIA is not triggered under this criterion

- d. The nature and extent of the TIS scope shall be determined by the Public Works Director based upon a trip distribution and assignment prepared by the Applicant. At a minimum, locations impacted by more than 20 trips during the identified peak hour shall be included in the trip distribution and assignment.

As shown in Table 1, the proposed development is not anticipated to exceed 20 vehicles trips during the peak hour. Therefore, a TIA is not triggered under this criterion.

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);

The proposed zone change will generate 4 additional trips in the PM peak hour and 7 fewer trips throughout the day. These levels of traffic are not substantial enough to require the City to change the functional classification of the adjacent roadways.

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

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.

Date Received

1/28/20

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Original Submittal

The proposed zone change will generate 4 additional trips in the pm peak hour and 7 fewer trips throughout the day. These levels of traffic are not 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)

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 zone change will not increase traffic levels to the site that will trigger the need for a traffic study. Additionally, the proposed zone change meets the requirements under the Transportation Planning Rule. Therefore, the TPR findings can be shown to be met.

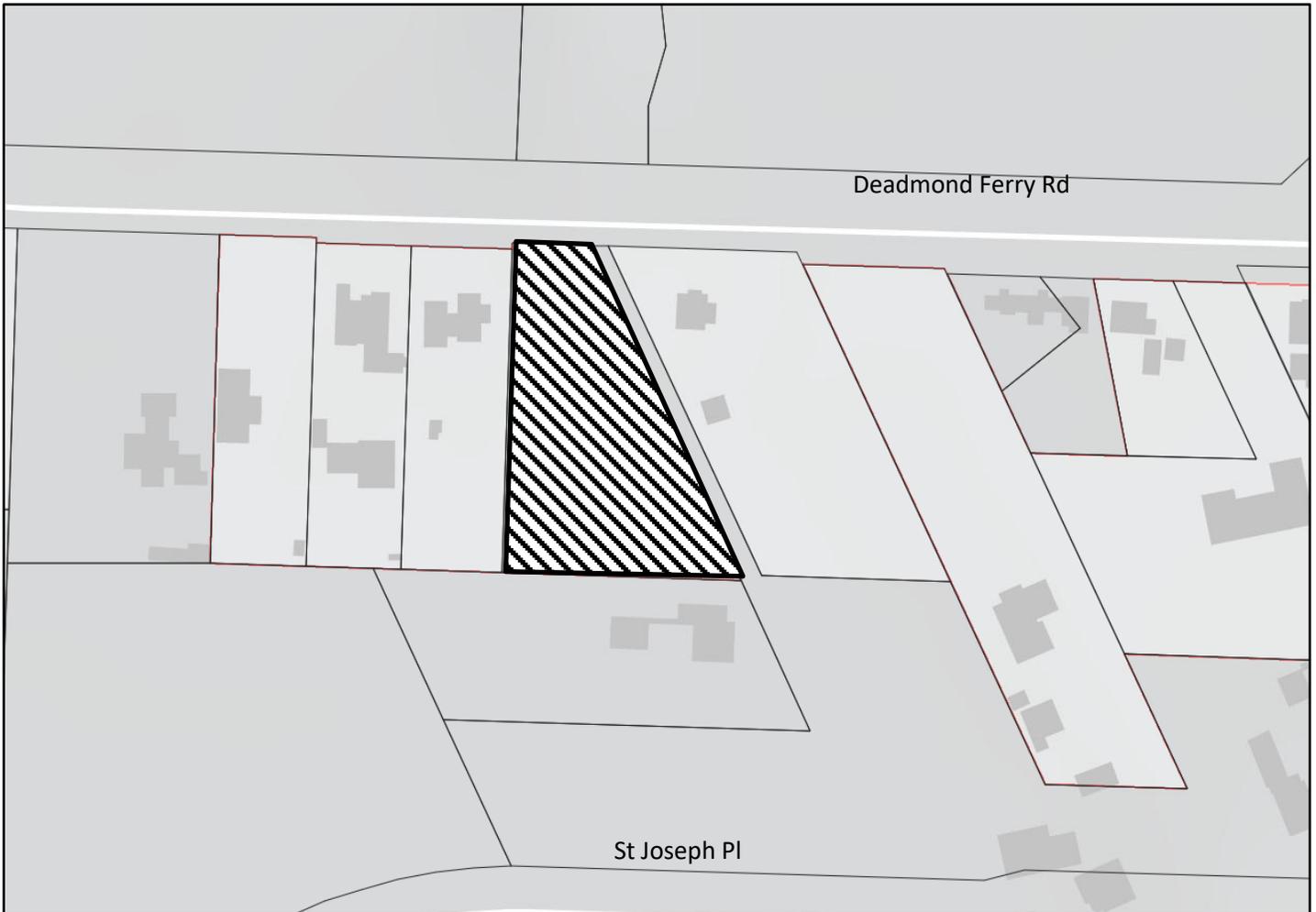
Please contact me with questions or additional information needed.

Sincerely,



Kelly Sandow, PE

EXHIBIT A
PROPERTY REDESIGNATED FROM LOW DENSITY RESIDENTIAL TO MEDIUM DENSITY RESIDENTIAL



LEGAL DESCRIPTION

Beginning at the Northeast corner of the William Stevens Donation Land Claim No. 46, in Township 17 South Range 3 West of the Willamette Meridian; thence North 89° 55' West 737.88 feet along the North line of said Claim No. 46; thence South 15.0 feet to a point on the South line of County Road No. 90 (Deadmond Ferry Road), said point being the true point of beginning; running thence South 89° 55' East 62.60 feet along the South line of said road; thence leaving said South line, South 26° 38' East 306.75 feet; thence North 89° 55' West 200.10 feet; thence North 274.2 feet to the true point of beginning, in Lane County, Oregon.

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

**AMENDMENT TO THE SPRINGFIELD ZONING MAP TO REZONE APPROXIMATELY 0.96 ACRES] 811-20-000032-TYP3
OF LAND IDENTIFIED AS 287 DEADMOND FERRY ROAD (ASSESSOR'S MAP 17-03-15-40, TL 1800)]
AND A 17-FOOT WIDE BY 310-FOOT LONG PORTION OF ASSESSOR'S MAP 17-03-22-00, TL 100]
FROM LOW DENSITY RESIDENTIAL (LDR) TO MEDIUM DENSITY RESIDENTIAL (MDR)]**

NATURE OF THE PROPOSAL

Proposed amendment to the Springfield Zoning Map:

- Rezone approximately 0.85 acres of residential property located at 287 Deadmond Ferry Road (Map 17-03-15-40, Tax Lot 1800) from Low Density Residential to Medium Density Residential.
- Rezone approximately 0.11 acres of Map 17-03-22-00, Tax Lot 100 from Low Density Residential to Medium Density Residential.
- The subject property is generally depicted and more particularly described in **Exhibit A** to this Order.
- The subject Zoning Map Amendment is being processed concurrently with a *Metro Plan* diagram amendment initiated by Planning Case 811-20-000031-TYP4.

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

On April 7, 2020, the Springfield Planning Commission held a public hearing on the proposed *Metro Plan* Diagram amendment. The staff report, written comments, and testimony of those who spoke at the public hearing, in person and via online meeting platform, were entered into the record.

CONCLUSION

On the basis of this record, the proposed Zoning Map amendment is consistent with the criteria of SDC 5.22-115. This general finding is supported by the specific findings of fact and conclusions as stated in the staff report and recommendations attached hereto as **Exhibit B** to this Order.

ORDER/RECOMMENDATION

It is ORDERED by the Springfield Planning Commission that approval of Case Number 811-20-000032-TYP3 be SUPPORTED and a RECOMMENDATION for approval be forwarded to the Springfield City Council for their consideration at an upcoming public hearing meeting on May 4, 2020, or as otherwise scheduled and noticed by the City Council.

Planning Commission Chairperson

Date

ATTEST
AYES:
NOES:
ABSENT:
ABSTAIN:

EXHIBIT A
PROPERTIES REZONED FROM LOW DENSITY RESIDENTIAL TO MEDIUM DENSITY RESIDENTIAL



LEGAL DESCRIPTION

Beginning at the Northeast corner of the William Stevens Donation Land Claim No. 46, in Township 17 South Range 3 West of the Willamette Meridian; thence North $89^{\circ} 55'$ West 737.88 feet along the North line of said Claim No. 46; thence South 15.0 feet to a point on the South line of County Road No. 90 (Deadmond Ferry Road), said point being the true point of beginning; running thence South $89^{\circ} 55'$ East 62.60 feet along the South line of said road; thence leaving said South line, South $26^{\circ} 38'$ East 306.75 feet; thence North $89^{\circ} 55'$ West 200.10 feet; thence North 274.2 feet to the true point of beginning, in Lane County, Oregon.

ALSO INCLUDING: Beginning at a point on the South line of County Road No. 90, which point is 171 feet North $89^{\circ} 55'$ West of a point marked by an iron pipe which is 16.8 feet South $26^{\circ} 38'$ East from a point 57.34 chains South $89^{\circ} 55'$ East from the Northwest corner of the William M. Stevens Donation Land Claim No. 46, Township 17 South, Range 3 West of the Willamette Meridian; and running thence North $89^{\circ} 55'$ West 16 feet; thence South $26^{\circ} 38'$ East 306.7 feet; thence South $89^{\circ} 55'$ East 16 feet; thence North $26^{\circ} 38'$ West 306.7 feet to the Point of Beginning, in Lane County, Oregon.