



# Oregon

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

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Salem, OR 97301-2540

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[www.lcd.state.or.us](http://www.lcd.state.or.us)



## NOTICE OF ADOPTED AMENDMENT

02/19/2014

TO: Subscribers to Notice of Adopted Plan  
or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: City of Springfield Plan Amendment  
DLCD File Number 012-13

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

### Appeal Procedures\*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Tuesday, March 04, 2014

This amendment was submitted to DLCD for review prior to adoption pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

**\*NOTE:** The Acknowledgment or Appeal Deadline is based upon the date the decision was mailed by local government. A decision may have been mailed to you on a different date than it was mailed to DLCD. As a result, your appeal deadline may be earlier than the above date specified. **NO LUBA Notification to the jurisdiction of an appeal by the deadline, this Plan Amendment is acknowledged.**

Cc: Andy Limbird, City of Springfield  
Gordon Howard, DLCD Urban Planning Specialist  
Ed Moore, DLCD Regional Representative

<paa> YA



## NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

FOR DLCD USE

012-13 (20103)

File No.: [17764]

Received: 2014

Local governments are required to send notice of an adopted change to a comprehensive plan or land use regulation **no more than 20 days after the adoption.** (See [OAR 660-018-0040](#)). The rules require that the notice include a completed copy of this form. **This notice form is not for submittal of a completed periodic review task or a plan amendment reviewed in the manner of periodic review.** Use [Form 4](#) for an adopted urban growth boundary including over 50 acres by a city with a population greater than 2,500 within the UGB or an urban growth boundary amendment over 100 acres adopted by a metropolitan service district. Use [Form 5](#) for an adopted urban reserve designation, or amendment to add over 50 acres, by a city with a population greater than 2,500 within the UGB. Use [Form 6](#) with submittal of an adopted periodic review task.

Jurisdiction: City of Springfield

Local file no.: TYP313-00007

Date of adoption: 02/04/2014

Date sent: 2/6/2014

Was Notice of a Proposed Change (Form 1) submitted to DLCD?

Yes: Date (use the date of last revision if a revised Form 1 was submitted): 11/25/2013

No

Is the adopted change different from what was described in the Notice of Proposed Change? Yes ☐ No ☒

If yes, describe how the adoption differs from the proposal:

Local contact (name and title): Andy Limbird, Senior Planner

Phone: 541-726-3784

E-mail: [alimbird@springfield-or.gov](mailto:alimbird@springfield-or.gov)

Street address: 225 Fifth Street

City: Springfield

Zip: 97477-

### PLEASE COMPLETE ALL OF THE FOLLOWING SECTIONS THAT APPLY

#### **For a change to comprehensive plan text:**

Identify the sections of the plan that were added or amended and which statewide planning goals those sections implement, if any:

#### **For a change to a comprehensive plan map:**

Identify the former and new map designations and the area affected:

Change from	to	acres.	A goal exception was required for this
change.			
Change from	to	acres.	A goal exception was required for this
change.			
Change from	to	acres.	A goal exception was required for this
change.			
Change from	to	acres.	A goal exception was required for this change.

Location of affected property (T, R, Sec., TL and address):

The subject property is entirely within an urban growth boundary

The subject property is partially within an urban growth boundary



**If the comprehensive plan map change is a UGB amendment** including less than 50 acres and/or by a city with a population less than 2,500 in the urban area, indicate the number of acres of the former rural plan designation, by type, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

**If the comprehensive plan map change is an urban reserve amendment** including less than 50 acres, or establishment or amendment of an urban reserve by a city with a population less than 2,500 in the urban area, indicate the number of acres, by plan designation, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

**For a change to the text of an ordinance or code:**

Identify the sections of the ordinance or code that were added or amended by title and number:

**For a change to a zoning map:**

Identify the former and new base zone designations and the area affected:

Change from PLO	to LDR	Acres: 13.7
Change from	to	Acres:
Change from	to	Acres:
Change from	to	Acres:

Identify additions to or removal from an overlay zone designation and the area affected:

Overlay zone designation:	Acres added:	Acres removed:
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Location of affected property (T, R, Sec., TL and address): 17-03-34-21, TL 1400; no municipal address (vacant)

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List affected state or federal agencies, local governments and special districts: Springfield Utility Board; Springfield School District 19

Identify supplemental information that is included because it may be useful to inform DLCD or members of the public of the effect of the actual change that has been submitted with this Notice of Adopted Change, if any. If the submittal, including supplementary materials, exceeds 100 pages, include a summary of the amendment briefly describing its purpose and requirements.

Notice of Decision, Planning Commission Final Order, and Staff Report attached

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**NOTICE OF DECISION  
SPRINGFIELD PLANNING COMMISSION**

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**DATE OF NOTICE:** February 5, 2014

**DATE OF DECISION:** February 4, 2014

**CASE NUMBER:** TYP313-00007

**APPLICANT:** John Saraceno, Springfield Public Schools

**NATURE OF APPLICATION:**

*Approval of a Zoning Map amendment from Public Land and Open Space to Low Density Residential.*

The subject property is a vacant, 13.7 acre parcel located on the west side of Rainbow Drive just south of Island Street and north of Marilyn Court. There is no municipal street address for the property, which is identified as Tax Assessor's Map 17-03-34-21, Tax Lot 1400. The application was initiated and submitted in accordance with Section 5.22-100 of the Springfield Development Code, and accepted on November 7, 2013.

The Springfield Planning Commission held a public hearing on February 4, 2014 on the request to approve a Zoning Map amendment. The Development & Public Works Department notes, staff report (refer to criteria SDC 5.22-115) and recommendation together with testimony and submittal of the persons testifying at the hearing were considered and made part of the record of the proceeding.

**DECISION:**

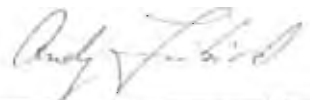
The Springfield Planning Commission voted 6-0 with one absent to approve the zone change.

**APPEAL:**

The applicant or any party with standing may appeal this decision to the City Council. The appeal must be submitted to the Development & Public Works Department, 225 Fifth Street, Springfield, OR 97477, within 15 days of this notice of decision. The appeal must be in accordance with the Springfield Development Code Section 5.3-100, *Appeals*. The appeal must be submitted on a City form and a fee of \$2,322.00 must be paid with the submittal. The fee will be returned to the appellant only if the City Council approves the Appeal Application.

**QUESTIONS:**

If you have any questions concerning this matter, please contact Andy Limbird at 541-726-3784.

  
\_\_\_\_\_  
Andy Limbird, Senior Planner

**BEFORE THE PLANNING COMMISSION  
OF THE  
CITY OF SPRINGFIELD, OREGON**

**REQUEST OF ZONE CHANGE**

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**CASE NO. TYP313-00007  
FINDINGS, CONCLUSIONS,  
AND ORDER**

**NATURE OF THE APPLICATION**

Zone change from Public Land and Open Space to Low Density Residential for a vacant parcel identified as Assessor's Map 17-03-34-21, Tax Lot 1400.

1. On November 7, 2013 the following application for a Zone Change was accepted:  
Rezone approximately 13.7 acres of land from Public Land and Open Space to Low Density Residential, Case Number TYP313-00007, John Saraceno, Springfield Public Schools, applicant. The area requested for rezoning is generally depicted and more particularly described in Attachment 1 to this Final Order.
2. The application was submitted in accordance with Section 5.4-105 of the Springfield Development Code. Timely and sufficient notice of the public hearing, pursuant to Section 5.2-115 of the Springfield Development Code, has been provided.
3. On February 4, 2014 a public hearing on the zone change request was held. The Development and Public Works Department staff notes including criteria of approval, findings and recommendations, together with the testimony and submittals of the persons testifying at that hearing have been considered and are part of the record of this proceeding.

**CONCLUSION**

On the basis of this record, the requested zone change application is consistent with the criteria of Section 5.22-115 of the Springfield Development Code and with the Residential Land Use and Housing Element of the *Springfield 2030 Refinement Plan*. This general finding is supported by the specific findings of fact and conclusions in the staff report (Exhibit A) attached hereto.

**ORDER**

It is ORDERED by the Planning Commission of Springfield that Case Number TYP313-00007, Zone Change Request, be approved. This ORDER was presented to and approved by the Planning Commission on February 4, 2014.

  
\_\_\_\_\_  
Planning Commission Chairperson

**ATTEST**

AYES: 6

NOES: 0

ABSENT: 1

ABSTAIN: 0

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**AGENDA ITEM SUMMARY****SPRINGFIELD  
PLANNING COMMISSION**

**Meeting Date:** 2/4/2014  
**Meeting Type:** Regular Meeting  
**Staff Contact/Dept.:** Andy Limbird/DPW  
**Staff Phone No:** 541-726-3784  
**Estimated Time:** 15 Minutes  
**Council Goals:** Encourage Economic Development and Revitalization through Community Partnerships

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**ITEM TITLE:** REQUEST FOR ZONE CHANGE APPROVAL ON VACANT PROPERTY LOCATED WEST OF RAINBOW DRIVE BETWEEN ISLAND STREET AND MARILYN COURT, PLANNING CASE TYP313-00007.

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**ACTION REQUESTED:** Planning Commission action on a Zone Change request by motion.

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**ISSUE STATEMENT:** The Planning Commission is requested to conduct a public hearing and decide whether to approve, approve with conditions or deny a Zone Change request from Public Land and Open Space (PLO) to Low Density Residential (LDR).

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**ATTACHMENTS:** Attachment 1: Staff Report and Findings  
Attachment 2: Current and Proposed Zoning of Subject Site and Vicinity  
Attachment 3: Legal Description of Parcel  
Attachment 4: Application  
Attachment 5: Planning Commission Final Order

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**DISCUSSION:** The affected property is a vacant 13.7 acre parcel in west Springfield with frontage on Rainbow Drive. The parcel does not have a municipal street address and is identified as Assessor's Map 17-03-34-21, Tax Lot 1400. According to the applicant's submittal, the parcel was originally acquired with the intent of developing it as a public school site, but has since been deemed surplus to the needs of the Springfield School District. Zoning of properties in the immediate vicinity of the subject site is primarily LDR, and there is a cluster of Community Commercial (CC), Neighborhood Commercial (NC), Medium Density Residential (MDR) and High Density Residential (HDR) properties in the vicinity of the subject site at the intersection of Rainbow Drive and Centennial Boulevard.

The adopted comprehensive plan for this area of Springfield (the *Metro Plan*) designates the subject property for Low Density Residential (LDR) use. Therefore, the applicant is requesting the Zoning Map amendment to revert the site back to its previous zoning and designation as contemplated in the adopted *Metro Plan*. Uses in the LDR District are listed in SDC 3.2-210, and are consistent and compatible with single-family residential development in the LDR-zoned neighborhood surrounding the subject site.

Based upon the materials submitted and the findings of compliance with the applicable criteria contained herein, staff recommends approval of this zone change request.

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**Staff Report and Findings  
Planning Commission  
Zone Change Request (John Saraceno, Springfield Public Schools)**

**Hearing Date:** February 4, 2014

**Case Number:** TYP313-00007

**Applicant:** John Saraceno, Springfield Public Schools

**Property Owner:** Springfield Public Schools

**Site:** Vacant Parcel on west side of Rainbow Drive between Island Street and Marilyn Court (Map 17-03-34-21, Tax Lot 1400)

**Request**

Rezone Tax Lot 1400 from Public Land and Open Space (PLO) to Low Density Residential (LDR).

**Site Information/Background**

The application was initiated and accepted as complete on November 7, 2013, and the public hearing on the matter of the Zone Change request is scheduled for February 4, 2014. The City conducted a Development Review Committee meeting on the Zone Change request on November 26, 2013.

The property that is subject of the Zone Change request is a vacant 13.6 acre parcel in west Springfield that is surrounded by single-family residential development. According to the applicant's submittal, the site was acquired in 1966 for the purpose of future public school development, but has remained vacant for nearly 50 years. The Springfield Public School Board has deemed the site surplus to the needs of the School Division, so the parcel is proposed for rezoning to facilitate sale and transfer of the property. Current zoning for the property is Public Land and Open Space (PLO) as depicted on the Springfield Zoning Map. The PLO Zoning District is allowable in all plan designations in accordance with Section 3.2-705.B of the Springfield Development Code (SDC).

The adopted *Metro Plan* diagram designation for the property is Low Density Residential and the applicant is proposing to rezone the parcel to LDR consistent with the Comprehensive Plan designation. In accordance with SDC 3.2-205.A, Low Density Residential uses are intended for residential development of primarily single-family dwellings and duplexes with a density range of 6 to 14 dwelling units per net acre. Because the subject Zone Change request is site-specific, consistent with the property's *Metro Plan* designation, and does not propose to modify the adopted *Metro Plan* diagram, it is being processed as a Type III Zoning Map amendment.

**Notification and Written Comments**

Notification of the February 4, 2014 Planning Commission public hearing was sent to all property owners and residents within 300 feet of the site on January 15, 2014. Notification was also published in the January 28, 2014 edition of *The Register Guard*. Staff responded to several telephone inquiries but no written comments were received.

**Criteria of Approval**

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

## SDC 5.22-115 CRITERIA

### C. Zoning Map amendment criteria of approval:

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

### **Proposed Findings In Support of Zone Change Approval**

#### **Criterion: Zoning Map amendment criteria of approval:**

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

Finding: *Metro Plan* Policy A.1, Page III-A-5 states: "Encourage the consolidation of residentially zoned parcels to facilitate more options for development and redevelopment of such parcels."

Finding: *Metro Plan* Policy A.2, Page III-A-5 states in part: "Residentially designated land within the UGB should be zoned consistent with the *Metro Plan* and applicable plans and policies."

Finding: *Metro Plan* Policy A.3, Page III-A-5 states: "Provide an adequate supply of buildable residential land within the UGB for the 20-year planning period at the time of Periodic Review."

Finding: *Metro Plan* Policy A.7, Page III-A-6 states: "Endeavor to provide key urban services and facilities required to maintain a five-year supply of serviced, buildable residential land."

Finding: 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 PLO to LDR is consistent with the *Metro Plan* designation for the subject property and will facilitate future residential subdivision and development on Tax Lot 1400.

Finding: Staff observes that properties abutting and adjacent to the subject site also are zoned and designated LDR. Therefore, the proposed Zone Change is consistent and compatible with existing nearby zoning. Should the property be rezoned to LDR consistent with its *Metro Plan* designation, any future redevelopment of the site would be subject to additional land use actions for land division, extension of public streets and utilities, and construction of residential dwellings.



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

Finding: There are no adopted Refinement Plans or Conceptual Development Plans for this area of Springfield. Therefore, the *Metro Plan* diagram remains the prevailing land use plan diagram for this site.

Finding: In June 2011, the City adopted the Residential Land Use and Housing Element of the *Springfield 2030 Refinement Plan* (Ordinance 6268). Policy H.6 states in part: "Continue to seek ways to reduce development impediments to more efficient utilization of the residential land supply inside the UGB..."

Finding: Policy H.10 states: "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."

Finding: Policy H.15 states in part: "Update residential development standards to enhance the quality and affordability of neighborhood infill development..."

Finding: In 2011, ECONorthwest completed a *Residential Land and Housing Needs Analysis*, which served as a background study for the Residential Land Use and Housing Element of the *Springfield 2030 Refinement Plan*. The subject property was not identified as part of the residential inventory in the ECONorthwest study because of its PLO zoning and status as a potential future school site. Because the proposed zone change includes property not previously included in residential inventory calculations, the action increases the amount of available, buildable residential land without affecting the City's commercial and industrial buildable land inventory. Therefore, this proposed action is consistent with provisions of the *Metro Plan* and the adopted Residential Land Use and Housing Element.

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

Finding: The property requested for Zone Change is within a developed neighborhood in west Springfield and has public street frontage along Rainbow Drive to the east and Island Street to the north. The full range of public utilities and services are available on the site perimeter, including public sanitary and storm sewer lines, electricity, water, telecommunications, and police and emergency services. Because the surrounding neighborhood has been developed, the property abuts a developed transportation network on the north (Island Street) and east (Rainbow Drive) boundaries.

Finding: Lane Transit District operates public bus transit nearby along Centennial Boulevard, including Routes 13 (Centennial) and 19 (Fairview).

Finding: Public streets, utilities, and services are immediately available to serve the site and can be logically extended to serve the interior of the property at such time as residential development occurs in the future.

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

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

Finding: 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. Because the proposed zoning is consistent and compatible with the *Metro Plan* land use designation, a *Metro Plan* diagram amendment is not required or warranted. Therefore, this criterion is not applicable.

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

#### **Conditions of Approval**

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

#### **5.22-120 CONDITIONS**

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

Staff advises that the Zone Change request was initiated in accordance with provisions of the City's Development Code. The proposal was found to be consistent with the criteria of approval without need for conditions to reaffirm these findings or provide that future implementation maintains this consistency. There are no specific conditions of approval recommended for this application.

The Planning Commission may choose to apply conditions of approval as necessary to comply with the Zone Change criteria or as further demonstrated by testimony and evidence entered into the record of the hearing.

#### **Additional Approvals**

The subject application will facilitate review of future land use applications for the affected parcel. Any future site development, including but not limited to subdivision(s) and construction of residential dwellings will be subject to the provisions of the SDC for the LDR zoning district.

Upon approval of the Zone Change request, the subject property (Tax Lot 1400) will be consistent with provisions of the *Metro Plan* and subject to the LDR District provisions of the Springfield Development Code (ref. SDC 3.2-200).

**CURRENT ZONING**  
**PROPERTY PROPOSED FOR ZONING MAP AMENDMENT**  
**VACANT PARCEL ON RAINBOW DRIVE (MAP 17-03-34-21, TAX LOT 1400)**  
**PROPERTY CURRENTLY ZONED PUBLIC LAND AND OPEN SPACE (PLO)**

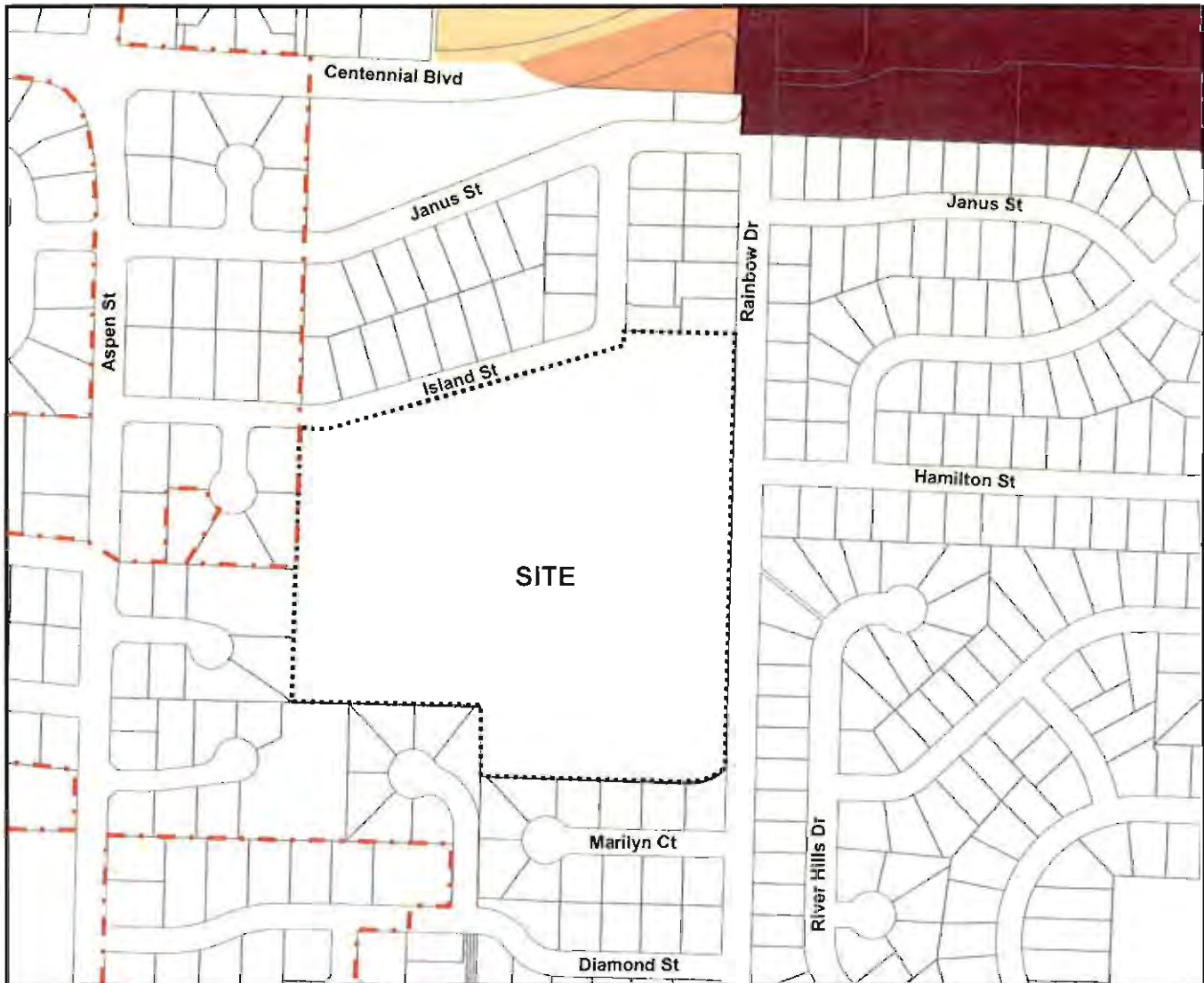


**ZONING MAP LEGEND**

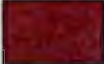
-  Low Density Residential (LDR)
-  Medium Density Residential (MDR)
-  High Density Residential (HDR)
-  Community Commercial (CC)
-  Public Land and Open Space (PLO)
-  Springfield City Limits



**PROPOSED ZONING**  
**PROPERTY PROPOSED FOR ZONING MAP AMENDMENT**  
**VACANT PARCEL ON RAINBOW DRIVE (MAP 17-03-34-21, TAX LOT 1400)**  
**PROPERTY PROPOSED FOR LOW DENSITY RESIDENTIAL (LDR) ZONING**



**ZONING MAP LEGEND**

-  Low Density Residential (LDR)
-  Medium Density Residential (MDR)
-  High Density Residential (HDR)
-  Community Commercial (CC)
-  Public Land and Open Space (PLO)
-  Springfield City Limits

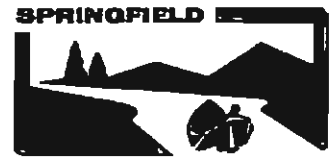


**LEGAL DESCRIPTION FOR MAP 17-03-34-21, TAX LOT 1400**

Beginning at the Central South East corner in the East line of the Robert E. Campbell Donation Land Claim No. 59, Township 17 South, Range 3 West, Willamette Meridian; thence North 1690.46 feet along said Donation Land Claim line to a point at the intersection of Liberty Lane with Island Street; thence South 89° 11' East 380.24 feet along the center line of Island Street to the end of said street; said point being THE TRUE POINT OF BEGINNING; thence South 89° 11' East 26.15 feet to the beginning of a 150 foot radius curve; thence, around the arc of said curve the Long Chord of which bears North 81° 46' 55" East 47.11 feet; thence North 72° 44' 50" East 582.20 feet to the southeast corner of Elmer H. and Orpha D. Chase property; thence South 89° 11' East 231.00 feet along the South line of said property to the southeast corner thereof; thence South 764.67 feet to a point; thence around the arc of a 100 foot radius curve the Long Chord of which bears South 45° 24' 30" West 142.43 feet; thence North 89° 11' West 396.40 feet; to a point on the center line of a future street; thence North 132.15 feet to a point; thence North 89° 11' West 362.65 feet to a point; thence North 0° 04' East 545.95 feet to the TRUE POINT OF BEGINNING, all in Lane County, Oregon.



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



### Zoning Map Amendment, Type III

<b>Required Project Information (Applicant: complete this section)</b>			
<b>Applicant Name:</b>	John Saraceno	<b>Phone:</b>	541.726.3204
<b>Company:</b>	Springfield Public Schools	<b>Fax:</b>	541.726.9555
<b>Address:</b>	1890 42nd Street, Springfield, OR 97477		
<b>Applicant Signature:</b>			
<b>Property Owner:</b>	Dr. Hertica Y. Martin	<b>Phone:</b>	541.726.3267
<b>Company:</b>	Springfield Public Schools	<b>Fax:</b>	541.744.6374
<b>Address:</b>	525 Mill Street, Springfield, OR 97477		
<b>Owner Signature:</b>			
If the applicant is other than the owner, the owner hereby grants permission for the applicant to act in his or her behalf			
<b>ASSESSOR'S MAP NO:</b>	17-03-34-21	<b>TAX LOT NO(S):</b>	1400
<b>Property Address:</b>	No site address is associated with this tax lot. State Plane X, Y: 4253727, 879909		
<b>Area of Request</b>	<b>Square Feet:</b> 591,109	<b>Acres:</b> 13.57	
<b>Existing Use(s) of Property:</b>	Vacant/Undeveloped		
<b>Description of The Proposal:</b>	The Applicant requests a Zoning Map Amendment of this parcel from the existing zoning of Public Land and Open Space (PLO) to Low-Density Residential (LDR), consistent with the Eugene-Springfield Metropolitan Area General Plan designation of LDR.		
<b>Required Property Information (City Intake Staff: complete this section)</b>			
<b>Case No.:</b>	TP313-00007	<b>Date:</b>	11/7/2013
		<b>Received by: (Initials)</b>	bx
<b>Application Fee:</b>	5170.00	<b>Postage Fee:</b>	385
		<b>Total Fee:</b>	5821.90
		Tel. 259.90	
<b>Date Received:</b>			

Edited 7/19/2007 bjones

NOV - 7 2013

Date Received:

NOV - 7 2013

PRJ13-00029

## **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.

# **CITY OF SPRINGFIELD**

## **ZONING MAP AMENDMENT APPLICATION**

### **SPRINGFIELD PUBLIC SCHOOLS RAINBOW DRIVE SURPLUS PROPERTY**

**October 15, 2013**

**CAMERON  
McCARTHY**

**LANDSCAPE ARCHITECTURE & PLANNING**

**Date Received:**

**NOV - 7 2013**

**Original Submittal** \_\_\_\_\_

**Cameron McCarthy**  
**Landscape Architecture & Planning**  
160 East Broadway, Eugene, OR 97401  
Phone 541.485.7385 | Fax 541.485.7389  
[www.cameronmccarthy.com](http://www.cameronmccarthy.com)

## INDEX

### LAND USE APPLICATION FORMS

- Zoning Map Amendment

### WRITTEN STATEMENT

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### EXHIBITS

A	Deed .....	A
B	Vicinity Map .....	B

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**SPRINGFIELD PUBLIC SCHOOLS  
RAINBOW DRIVE SURPLUS PROPERTY  
ZONING MAP AMENDMENT APPLICATION**

**Written Statement**

**1.0 PROJECT INFORMATION**

**Applicant's Request:** The applicant, Springfield Public Schools, requests approval of a Zoning Map Amendment from Public Land and Open Space (PLO) to Low Density Residential (LDR) as part of the disposition process for surplus properties.

**Property Owner:** Springfield Public Schools  
525 Mill Street  
Springfield, OR 97477

**Applicant:** John Saraceno  
Springfield Public Schools  
525 Mill Street  
Springfield, OR 97477  
541.726.3204  
[john.saraceno@springfield.k12.or.us](mailto:john.saraceno@springfield.k12.or.us)

**Applicant's Representative:** Colin McArthur, AICP  
Principal Planner  
Cameron McCarthy  
160 East Broadway  
Eugene, OR 97401  
541.485.7385  
[colin@cameronmccarthy.com](mailto:colin@cameronmccarthy.com)

**Project Name:** Springfield Public Schools  
Rainbow Drive Surplus Property

**Subject Property:** Assessor's Map 17-03-34-21  
Tax Lot 1400

**Location:** No site address is associated with this Tax Lot.  
Geographic Coordinates:  
X 4253727 Y 879909 (State Plane X, Y)  
Latitude: 44.0532° Longitude: -123.0394°

**Property Size:** 13.57 acres (591,109 square feet)

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**Total Development Area:** N/A

**Plan Designation:** Low Density Residential (LDR)

**Plan Overlay Designation:** N/A

**Zoning Designation:** Public Land and Open Space (PLO)

**Overlay Zoning Designation:** N/A

**Development Issues Meeting:** N/A

**Associated Applications:** N/A

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## **2.0 DESCRIPTION OF PROPOSAL**

### **2.1 Overview**

Springfield Public Schools (SPS) ("the Applicant") requests approval of a Zoning Map Amendment from Public Land and Open Space (PLO) to Low Density Residential (LDR) as part of the disposition process for surplus properties.

### **2.2 Location**

The property (site, subject site) is located entirely within the *Eugene-Springfield Metropolitan Area General Plan* (Metro Plan) Boundary, Springfield's Urban Growth Boundary (UGB), and Springfield city limits. At 13.57 acres, the site is identified on Lane County Assessor's Map 17-03-34-21 as Tax Lot 1400. Exhibit B Vicinity Map shows the site as located in northwest Springfield, abutting Rainbow Drive and Island Street. The subject site is currently undeveloped and vacant. The site is surrounded by single family residential development.

### **2.3 Purpose and Need**

#### **School District Needs**

The request involves a Zoning Map Amendment change for one (1) parcel within Springfield city limits under the ownership of SPS. Proceeds from the sale of the subject parcel are expected to allow SPS to continue to meet the needs of district constituents. In order to facilitate the sale of surplus property, and to ready the parcel for development, a Zoning Map Amendment to change the zoning from PLO to LDR is required. SPS has declared this parcel as surplus property. The sale will also allow improved services through apportionment of additional funds to current obligations or to areas SPS seeks to enhance by identifying capital projects.

At the February 25, 2013 school board meeting, the 2012–2013 citizen-led Facilities Advisory Committee (Advisory Committee) presented recommendations to the School Board to guide the District as it considered a future bond measure to be placed on the November 5<sup>th</sup> ballot. The School Board voted unanimously in favor of the measure. The committee met eight (8) times between November 2012 and February 2013 and was comprised of 26 community and staff representatives. The committee was asked to focus on several topics and ultimately submitted five (5) recommendations, including solutions that attend to the District's instructional needs and capital needs of all District facilities.

A vast number of needs remains, those of which cannot be met with the current budget. The 2012–2013 school year began with a Minor Capital Improvement Fund balance of \$68,000 and a balance of \$208,894.81 for other capital improvements, which does not begin to address even the most urgent and unmet needs of the District's facilities, much less the medium to low priority projects. These funds are not replenished annually but are generated from the sale of surplus property and/or equipment. Once depleted, these funds will no longer be available unless property or equipment is sold.

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A priority of the Advisory Committee is to create more efficient schools to provide comprehensive, basic education for Springfield students. The proposed bond thus addresses many issues faced by Springfield schools:

- Inequitable access to educational technology that is intended to support learning for all students;
- Outdated technology that inadequately prepares students for 21<sup>st</sup> Century careers; and
- Aging facilities which no longer adequately support the best practices in curriculum design.

Projects to improve SPS facilities to undertake the above-stated concerns include maintaining, repairing, and replacing buildings and building systems to extend their lifespan and reduce operating costs. Twelve (12) of 21 schools are more than 50 years old, and six (6) are more than 60 years old. The committee recognizes the importance of continuing to invest in and maintain those buildings to ensure they remain viable school facilities. The committee further recommended that improvements focus on the following areas: replace portable classrooms with permanent structures, improve school security (e.g., Crime Prevention through Environmental Design, security cameras and key card locks), improve transportation infrastructure, and update athletic facilities.

Hamlin Middle School, built in 1957, has extensive maintenance issues. Its outdated and failing electrical, storm water, potable water and heating systems can no longer support the number of students enrolled or the instructional program. Despite the current facility's flaws, its location in the heart of Springfield and proximity to athletic fields, potential for co-curricular improvements, and main Springfield thoroughfares make it an ideal school site. Furthermore, the District's other three (3) middle schools are nearly at capacity, so Hamlin students cannot simply be absorbed into Agnes Stewart, Briggs and Thurston Middle Schools.

The adopted SPS 2013–2014 Operating Budget demonstrates that SPS has become increasingly strategic as it decides where and how to invest its limited resources to best serve students; those efforts are beginning to create positive momentum. Changes to student enrollment have resulted in the closing of facilities in the SPS District. These changes have left SPS with both vacant buildings and buildings that have successfully been filled by other educational agencies, which in turn are representing rental income for the District. Principal sources of local revenue are property taxes and earnings on investments. Under the provisions of ORS 294.045, the District may invest money from any bond fund or surplus funds in any of a list of investments approved by the State Treasurer and the Springfield Public Schools Board of Directors.

Accordingly, the Advisory Committee recommended that the District maintain a "capital for capital" strategy where funds raised through the sale of land or other properties are dedicated to capital improvements. Under ORS 332.155(5), the School Board has authority to sell any property of the District which in the judgment of the School Board will not be required for school purposes (i.e., surplus property). Proceeds are intended to partially fund the payoff of the Qualified School Construction Bonds (QSCB) when they come due.

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**Regional and Community Needs**

Notwithstanding the direct needs of SPS, the requested amendment will achieve consistency with the Metro Plan and provide opportunities for development under the range of uses allowed by the LDR zoning. An additional benefit to the City from a policy standpoint is the potential for meeting its residential land needs inside its UGB. Oregon specifies that Springfield must fulfill State planning requirements by providing a 20-year supply of residential land.

Springfield has capacity for 9,021 dwelling units within its existing UGB and will need to provide approximately 5,920 dwelling units between 2010 and 2030 to accommodate growth during this 20-year planning period. Nearly 60 percent (3,552) of these dwelling units will be single family residential units. The proposed site can provide appropriate land for such housing, as it is within Springfield's existing UGB as previously noted. Specific characteristics of the site also demonstrate its suitability for such development. The feasibility of development becomes greater with little to no land development constraints (e.g., steep slopes, locally significant wetlands, or site contamination).

The Applicant's request for a Zoning Map Amendment is consistent with at least two (2) of the City's stated goals under which it is developing its comprehensive plan:

- *Promote compact, orderly, and efficient urban development by guiding future growth to planned redevelopment areas within the established portions of the city; and*
- *Balance the goals of accommodating growth and increasing average density within the city with the goals to stabilize and preserve the established character of sound, older neighborhoods.*

A Zoning Map Amendment for this site will allow Springfield to achieve higher densities closer to the urban core, where residents can access commercial services nearby. These services are accessible by modes of transportation that do not necessitate automobile use. Thus, approval of this request may allow Springfield to accommodate a range of housing choices that are affordable, environmentally sound, and equitable when all costs are accounted, for example:

- Infill housing and other uses allowed by LDR zoning may capitalize on existing infrastructure available to its future residents, without having to force the City and its residents to incur the short and long term costs of residential and infrastructure expansion (Ref. Statewide Planning Goals 11 Public Facilities and Services and 14 Urbanization);
- Not all Springfield residents can afford nor do all prefer automobile ownership; and
- Potential reductions in automobile trips and/or trip distances, compared to expanding at the periphery are likely to preserve natural areas and maintain air, land, and water quality (Ref. Statewide Planning Goals 3 through 6: Agricultural Lands; Forest Lands; Natural Resources, Scenic and Historic Areas, and Open Spaces; and Air, Water and Land Resources Quality).

Equally important, as described in the second goal, is preserving the established character of older neighborhoods. A request for a Low Density Residential zoning classification, if approved, will ultimately result in development that blends seamlessly with the existing, LDR-zoned neighborhood. Though a specific development proposal is outside the scope of this request, the intensity and character of development allowed under LDR zoning must

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comply with development standards and design regulations consistent with said zone. Therefore, projects anomalous in appearance and use are precluded from development approval by way of Springfield City Code.

## **2.4 Land Use Requirements**

The subject parcel is designated Low Density Residential (LDR) by the Metro Plan and is zoned Public Land and Open Space (PLO) by the Springfield Development Code (SDC). The parcel is located in West Springfield. Springfield is working to update its *2030 Refinement Plan* (i.e., comprehensive plan). Accordingly, the site lies outside of Springfield's current Neighborhood Refinement Plan boundaries, which provide land development policies at greater specificity than the Zoning Map and Metro Plan.

### **Land Use/Transportation Connection**

Upon approval, the proposed Zoning Map Amendment change will result in a zoning designation (LDR) that is consistent with the plan designation (LDR). Therefore, Traffic Impact Analysis (TIA) and corresponding traffic mitigation measures are not warranted and do not apply to the proposal. The Transportation Planning Rule (TPR) requires local governments to adopt an acknowledged Transportation System Plan (TSP). The TIA assesses whether the improvements in the adopted TSP will adequately serve additional traffic when a change in zoning occurs, even if existing conditions will not. If the analysis finds that adequate planned capacity in the TSP is lacking, then the City must balance the proposed land use that allows more traffic with the capacity of the transportation system. SDC 4.2-105(A)(4) outlines the measures Springfield applies when accounting for such impacts.

The Zoning Map Amendment request is consistent with the exceptions listed in Section 0060 of Oregon's TPR. These exceptions eliminate the requirement for a development proposal to conduct a TIA that would otherwise apply to the proposal, thereby streamlining the permitting process. The City may find that the Zoning Map Amendment does not significantly affect an existing or planned transportation facility if three requirements are met in Subsection 9 of TPR Section 0600. The proposed Zoning Map Amendment meets all three exceptions and corresponding requirements. The Zoning Map LDR designation is consistent with the Metro Plan LDR designation; it is consistent with the Urban Standards, Arterial Capacity Improvements, and Bikeway System projects identified in the acknowledged and adopted TSPs based on a review of the July 2002 TransPlan and the 2007 Regional Transportation Plan (RTP) (the Springfield TSP is currently in draft form); and the site is not subject to an urban growth boundary amendment at the time of this proposal.<sup>1</sup>

### **Land Use/Natural Features and Environmental Quality Connection**

FEMA Floodplain Map 41039C1141F shows the subject parcel to be located entirely outside the 500-year floodplain.<sup>2</sup> The subject parcel lies outside of the Drinking Water Protection Overlay District, outside of City-designated Time of Travel Zones, and outside of City-designated Zones of Concentration according to the Wellhead Protection Area Map prepared

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<sup>1</sup> [http://www.oregon.gov/LCD/docs/rulemaking/2009-11/tp/tp\\_amendments-summary-Date Received:](http://www.oregon.gov/LCD/docs/rulemaking/2009-11/tp/tp_amendments-summary-Date Received:)

<sup>2</sup> Applicable Code: Sections SDC 3.3-400; 5.17-125(D).

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by the City's Development & Public Works Technical Services Division and Springfield Utility Board (SUB).<sup>3</sup> The subject parcel contains no jurisdictional wetlands.

**2.5 Summary of Request**

As described above, this proposal is a request for a Type III, Quasi-Judicial, Zoning Map Amendment as specified at SDC 5.22-100. Findings demonstrating consistency with applicable SDC policies, approval criteria, and provisions are provided in Section 5 Approval Criteria. The attached materials and enclosed findings demonstrate compliance with all Zoning Map Amendment application submittal requirements and criteria listed at SDC Sections: 5.22-100 Zoning Map Amendments; and 5.4-100, Development Applications.

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<sup>3</sup> Springfield Development & Public Works Technical Services Division; Springfield Utility Board. (January 2013). *Wellhead Protection Areas: Time of Travel Zones (February 2008 Delineations) and Contaminant Source Inventory*. Applicable Code: Section 3.3-200.

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### 3.0 EXISTING CONDITIONS

#### 3.1 Soils

The existing soils at the site are: Malabon-Urban Land complex (87%); Dayton Silt loam, clay substratum (10%); and Courtney gravelly silty clay loam (3%). Malabon soils are classified as hydrologic group C, which is the dominant hydrologic soil group in Springfield, characterized by slow infiltration rates when thoroughly wetted and soils that are moderately fine to fine in texture. The latter two soils are hydric in nature, though they drain poorly.<sup>4</sup>

#### 3.2 Urban Services

Lane Transit District's (LTD) bus routes 13, 18, and 19 are within walking distance (less than a quarter mile) from the site. The EmX line runs about a half-mile away. Nearby parks and open space include: the grass area and park along West D Street, Menlo Park, Kelly Butte Overlook Park, Pre's Trail, and Island Park. Also nearby are Springfield Public Schools' Centennial Elementary, Moffitt Elementary, Hamlin Middle, and Springfield High Schools.

#### 3.3 Urban Facilities (Utilities and Infrastructure)

Future property owners will determine the precise locations of and connections to service lines, extension of water and sewer service, and construction of access improvements as redevelopment occurs, commensurate with the scale of proposed development. A review of Springfield's current and long range planning documents, written and implemented to support existing and future development of infrastructure maintenance and improvements, includes the: *Capital Improvement Program: A Community Reinvestment Plan* (2014 – 2018); *Wastewater Master Plan*; *Stormwater Facilities Master Plan*; and several transportation plans, discussed in Section 5.1 Zoning Map Amendment Criteria. The current levels of operation of Springfield's infrastructure that serve the site are sufficient for the neighborhood surrounding the site and are therefore sufficient for the proposed zoning as described in detail under section 5.1 Zoning Map Amendment Criteria.

##### Stormwater

Two (2) storm sewers are immediately adjacent to the site on Rainbow Drive. These sewers connect to stormwater mains, approximately 1,334 feet in length, which run along the northern and eastern boundaries of the site. These stormwater mains are not separated by existing homes, as is the case to the south. The City's *Stormwater Facilities Master Plan* (October 2008) identifies the site as Figure 3-12 on its Drainage System Map (Page D1), which is part of the Willamette River Basin.

##### Wastewater

Figure ES-1 of Springfield's *Wastewater Master Plan* (Plan) (June 2008) shows existing, major (main) wastewater system pipes surrounding the site in all directions. Adjacent residential development connects to these systems. A 900-foot wastewater service line runs through

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<sup>4</sup> (a) USDA Natural Resources Conservation Service. Hydric Soils List. Lane County Oregon. [http://www.fsc.egov.usda.gov/MO1/hydric\\_pdf/oregon/OR637\\_hydric.pdf](http://www.fsc.egov.usda.gov/MO1/hydric_pdf/oregon/OR637_hydric.pdf)

(b) City of Springfield, OR. (2008). *City of Springfield Stormwater Facilities Master Plan*.

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the entire midsection of the site, continuing westward across Aspen Street and eastward across Rainbow Drive, which eventually connects to these main pipes. Beginning at Page 33, the application narrative accompanying Figure 5-2 demonstrates that there are no system deficiencies warranting the expansion of existing pipes or the construction of new pipes to divert wastewater flows.

**Transportation**

The existing road system in the vicinity of the site consists of Rainbow Drive directly to the east (classified as a Major Collector), Aspen Street to the west (classified as an Urban Minor Collector), and Island Street directly to the north (classified as an Urban Local Road). Two (2) streets north of Island Street is West Centennial Boulevard (classified as an Urban Minor Arterial), and further south is Diamond Street (classified as an Urban Local Road). Sidewalks, 5 to 10 feet in width, run along Rainbow Drive and connect the site to West Centennial Boulevard and West D Streets.

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## 4.0 SUBMITTAL REQUIREMENTS

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

### 4.1 Zoning Map Amendment Submittal Requirements

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

The required filing fee of \$5,821.90 is enclosed with the submittal.

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

A copy of the Deed is included as Exhibit A.

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

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

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

#### **Criteria of Approval (Quasi-Judicial)**

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

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

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

(c) The property is presently provided with adequate public facilities, services and transportation networks to support the use, or **Date Received:** facilities, services and transportation networks are planned to be provided concurrently with the development of the property. **NOV - 7 2013**

The preceding written narrative explains the request and includes information relevant to determining future action. Findings of compliance with applicable criteria and standards are provided in Section 5.1 Approval Criteria.

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## 5.0 APPROVAL CRITERIA

This request involves a Zoning Map Amendment from PLO to LDR for one (1) tax lot within Springfield city limits that SPS has identified as surplus property. A request for a Zoning Map Amendment under Springfield Development Code (SDC) is subject to approval criteria beginning at SDC 5.22-115. Findings of compliance that establish the consistency of this request with the applicable approval criteria and provisions are provided below.

### 5.1 Zoning Map Amendment Criteria (SDC 5.22 -115)

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

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

Quasi-Judicial Zoning Map Amendments involve the application of existing policy to a specific factual setting, generally affecting a single or limited group of properties and may or may not include a Metro Plan diagram amendment. This request satisfies the description of a Quasi-Judicial process for Zoning Map Amendments, as the subject site is not proposed for subdivision and has Springfield Public Schools as its sole owner. The following narrative acknowledges all four (4) approval criteria but is only responsible for demonstrating findings consistent with criteria C.1 through C.3 (below) in its request for a Zoning Map Amendment from PLO to LDR. A Metro Plan diagram amendment determination is not submitted nor is it required; the existing *Metro Plan* designation is LDR.

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

A Metro Plan diagram amendment determination is not required, as the existing designation is LDR. Findings under criterion C.1 (criterion (C), subsection 1) discuss the compatibility of the parcel's existing LDR Metro Plan designation and the proposed Zoning Map Amendment change to LDR. Elevation to a Type IV review procedure is therefore unwarranted.

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**C. Zoning Map Amendment Criteria of Approval:**

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

The Metro Plan Diagram is:

*"... an arrangement of [goals, objectives, and recommendations found elsewhere in the Metro Plan, and of] existing, and to an even greater degree, projected land uses..." (Page 11-G-1).*

*Further:*

*"Used with the text [of the Metro Plan] and local plans and policies, they provide direction for decisions pertaining to appropriate reuse (redevelopment), urbanization of vacant parcels, and additional use of underdeveloped parcels..." (Pages 11-G-2 and 11-G-3, Residential Category).*

An inconsistency exists between the *Eugene-Springfield Metropolitan Area General Plan* (Metro Plan) and Springfield's zoning of the subject parcel. The Metro Plan Diagram (Policy Framework G) shows the underlying Metro Plan designation for all subject parcels as Low Density Residential (LDR). This inconsistency between Plan and Zone designations does not infer incompatibility, as Springfield's Zoning Map classifies the parcel as Public Land and Open Space (PLO). Uses allowed by PLO are considered "compatible" with LDR Plan designations only if they can demonstrate compliance with refinement plans, zoning ordinances, and other local controls for allowed uses in residential neighborhoods.<sup>5</sup> Taken literally, "compatible" does not mean "consistent."

*Policy A.2: Residentially designated land within the UGB should be zoned consistent with the Metro Plan and applicable plans and policies; however, existing agricultural zoning may be continued within the area between the city limits and the UGB until rezoned for urban uses.*

*Policy A.2*, consistent with Oregon Statewide Planning Goals as required by State law, makes apparent that the Metro Plan is the overriding document when an inconsistency exists between a city's parcel-specific Zoning Map and the Metro Plan (in most instances).<sup>6</sup> The proposed Zoning Map Amendment requests rezoning of the subject parcels from PLO to LDR, consistent with a Metro Plan designation of LDR. Thus, this policy element of the Metro Plan is satisfied.

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<sup>5</sup> Lane Council of Governments. (2004). *Eugene-Springfield Metropolitan Area General Plan*. Pages II-G-3 and III-C-1.

<sup>6</sup> OAR 660-015-0000(2) . <http://www.oregon.gov/LCD/docs/goals/goal2.pdf> . Oregon Statewide Planning Goal 2: Land Use Planning.

**Growth Management Influences the Provision of Publicly Provided Infrastructure**

In recognition of Oregon Statewide Planning Goal 14,<sup>7</sup> the Plan's Metropolitan Goal: Growth Management, sets forth the provision to use urban, urbanizable, and rural land in an efficient manner. The Metro Plan also stipulates that future development "...encourage orderly and efficient conversion of land from rural to urban uses in response to urban needs, taking into account metropolitan and statewide goals."<sup>8</sup> In so doing, the Metro Plan confirms this proposal's consistency with said provisions; the proposed site location satisfies the following finding on page I-8 and the following statement on page II-C-1 of the Plan, as it is within Springfield's UGB:

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

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

The classification of the proposed site is underutilized, which satisfies not only the requirement for preventing haphazard expansion of the UGB but also demonstrates that development on this area will be a logical, efficient extension of urban services that currently exist within the city limits that are adjacent to this site. This proposal therefore acknowledges Metro Plan *Finding 2*, items (a), (b) and (d):

*Finding 2: Beneficial results of compact urban growth include:*

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

Adequate public facilities and services are available to the site by way of its location, as the site is within Springfield city limits and is therefore within Springfield's UGB. Land within city limits is urbanizable by definition in the Statewide Planning Goals that embody the Oregon Administrative Rules. Goal 14 explains: "Land within [UGBs] shall be considered available for urban development consistent with plans for the provision of urban facilities and services. Comprehensive plans [e.g., the Metro Plan and the *Springfield 2030*

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<sup>7</sup> Implementing legislation: OAR 660-015-0000(14).

<sup>8</sup> LCOG. (2004). *Eugene-Springfield Metropolitan Area General Plan*. Page II-C-1.

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*Refinement Plan*] and implementing measures shall manage the use and division of urbanizable land to maintain its potential for planned urban development until appropriate public facilities and services are available or planned.”

Pages II-C-1 through II-C-8 of the Metro Plan set out the Growth Management goals, findings, and policies. Of the remaining policies, two (2) (presented below in *italics*) are relevant to the request:

*Policy C.1: The UGB and sequential development shall continue to be implemented as an essential means to achieve compact urban growth. The provision of all urban services shall be concentrated inside the UGB.*

*Policy C.17 (Page II-C-6): Eugene and Springfield and their respective utility branches, Eugene Water & Electric Board (EWEB) and Springfield Utility Board (SUB), shall be the water and electrical service providers within the UGB (similar to Policy G.9 of Page III-G-5).*

The proposed site is within Springfield city limits, and accordingly, Springfield’s UGB. As previously noted, it is thus within an area that is planned for expansion and redevelopment, as the UGB defines the extent of urban building and service expansion over the planning period. Future development, if desired by future owners, will require minimal extension of services. SUB provides utility and water service within Springfield city limits. Lastly, *Policy C.1* (above) provides reason for the findings addressing this policy to connect well with the policies set forth in the Public Facilities and Services Element that are relevant to the request.

Pages III-G-1 through III-G-15 of the Metro Plan set forth the Plan’s Public Facilities and Services Element. As stated on page III-G-1, “the policies in this element complement Metro Plan Chapter II-A, Fundamental Principles, and Chapter II-C, Growth Management.” This request addresses Chapter II-C when explaining that all required development features will remain in the UGB in order to allow Springfield and the entire metropolitan area to develop a “timely, orderly, and efficient arrangement of public facilities and services...”<sup>9</sup> The following policies that do not specifically address governmental action are potentially relevant to the subject request. These two (2) policies in the Public Facilities and Services Element serve similar purposes and address the holistic intent of the Metro Plan:

*Policy G.1: Extend the minimum level and full range of key urban facilities and services in an orderly and efficient manner consistent with the growth management policies in Chapter II-C, relevant policies in this chapter, and other Metro Plan policies.*

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

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<sup>9</sup> Oregon Statewide Planning Goal 11: Public Facilities and Services. (ORS, 197.298.)

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The following plans guide the provision of urban services to the project area. They address *Policies G.1 and G.2* and are the basis for the Zoning Map Amendment request and any future improvements that are proposed by subsequent property owners:

- City of Springfield. *The City of Springfield, Oregon Capital Improvement Program: A Community Reinvestment Plan (2013–2017)*;
- City of Springfield. *The City of Springfield, Oregon Capital Improvement Program: A Community Reinvestment Plan (2014–2018)*;
- City of Springfield. *Stormwater Facilities Master Plan*, (October 2008);
- Lane Council of Governments (LCOG) *TransPlan* (2002);
- Draft *Springfield TSP* (2013 update); and the:
- *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan* (2011 update).

This request conforms to all Metro Plan Factors that the Urban Growth Boundary section in the Metro Plan's Policy Framework G: Metro Plan Diagram specifies by way of compliance with the above stated Metro Plan policies (Pages II-G-12 through II-G-14). The Metro Plan Factors and corresponding "results," as stated on Page II-G-12, explain the intent of the UGB and the effects of this intent. Because the Factors and results of this section address development within the *entire* UGB (emphasis added), this request's conformance to the following Factors, and, accordingly, to these relevant policies in sections III-C and III-G, is achieved by its location fully within the UGB.

- *Factor G.1: "Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;"*
- *Factor G.2: "Need for housing, employment opportunities, and livability;"*
- *Factor G.3: "Orderly and economic provision for public facilities and services;"*
- *Factor G.5: "Environmental, energy, economic, and social consequences;"* and
- *Factor G.6: "Retention of agricultural land..."*

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

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

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

This request presents an opportunity for a change in zoning such that redevelopment will not result in leapfrogging land use patterns to areas with little to no potential for urban growth to expand to the site. Its location and current underutilization proposed for infill development will maximize the efficiency of existing services, as it is within city limits and is near sites and major transportation corridors that already support the needs of the greater area, those of which required a substantial investment to provide adequate infrastructure to those uses (e.g., West Centennial Boulevard and Rainbow Drive). Moreover, existing and future single-family housing in close proximity to the site may share the benefits of future development should development on the parcel require utility improvements or new **Date Received**

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infrastructure in the future, as low density residential land use designations lie adjacent to the entire site.

Further measures to ensure the adequate provision of public services to the site will result from specific development proposals from future property owners. As previously noted, SPS intends to facilitate development of this surplus property through rezoning and disposing it to interested parties thereafter, at which point future owners will develop specific proposals for the site. Determining precise locations of future connection points to existing infrastructure and any additional infrastructure required to support a use allowed under LDR zoning are outside the scope of this request. It is expected that a site assessment of existing conditions (e.g., a public utility survey) that evaluates sanitary water, power, and storm sewer, sanitary sewer, and streets and traffic safety as required by other land use approvals (e.g., Site Plan Review) and as required by the building permit and inspection process will occur to inform an existing improvement and public utilities plan and/or a grading, paving, and utilities plan at the time development is proposed or as otherwise necessary.

In addition to the findings incorporated throughout the Zoning Map Amendment approval criteria, several urban services are also an indication that adequate facilities are available to serve the site. Lane Transit District's (LTD) bus routes 13, 18, and 19 are within walking distance (less than a quarter mile) from the site. The EmX line runs about a half-mile away. Nearby parks and open space include: the grass area and park along West D Street, Menlo Park, Kelly Butte Overlook Park, Pre's Trail, Riverbank Bike Path, and Island Park. Also nearby are Springfield Public Schools' Centennial Elementary School, Moffitt Elementary School, Hamlin Middle School, and Springfield High School.

Regarding emergency services, an Intergovernmental Agreement between Eugene and Springfield ensures the provision of fire and emergency medical services to the site. Police services continue to serve the site and surrounding area through the City of Springfield.

#### **Growth Management and Land Supply Influence Urbanization**

Urbanization accounts for more than acreage when determining how a local jurisdiction can provide adequate public facilities in a timely and cost-effective manner. Demographic trends, such as population projections, together with an accurate assessment of buildable acres in accordance with Springfield's land use policy also informs the extent of urbanization and the land use pattern that exists within its UGB.

*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 (Metro Plan, III-A-5).*

*Policy A.4: Use Annexation, provision of adequate public facilities and services, rezoning, redevelopment and infill to meet the 20-year projected housing demand.*

Though directed at local governments, adequate public facilities and services are available to support this proposal according to the above stated policies. This request for residential zoning initiates rezoning of the subject site where redevelopment and infill will occur, commensurate with a portion of the housing required to meet the projected housing demand for the 20-year planning period.

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Lane County adopted coordinated population forecasts for the County and its incorporated cities in June 2009. The forecasts include figures for Springfield for 2010 and 2030.<sup>10</sup> In June 2011, the City of Springfield adopted an ordinance amending the Metro Plan to adopt the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* and to establish a separate Springfield Urban Growth Boundary pursuant to ORS 197.304.<sup>11</sup> The ordinance included the *Springfield Residential Land and Housing Needs Analysis* (RLHNA), adopted as a technical supplement to the Refinement Plan, which is an "analysis of land supply and housing demand prepared for the City of Springfield by ECONorthwest (ECO) that incorporates input from citizens, stakeholder groups, commissions, and elected officials received throughout a multi-year citizen involvement process that included a Residential Lands citizen advisory committee, online public surveys, community workshops, work sessions, open houses and public hearings."

ECO's RLHNA shows the coordinated population forecast for the Springfield city limit and the UGB for 2010 to 2030. The forecast for the population within the Springfield city limits is 74,814 persons for 2030—an increase of 15,923 persons over the 20-year planning period. The UGB forecast for 2030 is 81,608 persons—an increase of 14,577 persons during the same period.<sup>12</sup> The City of Springfield's *2030 Refinement Plan* and array of public facilities plans account for these studies by ECO; future services show support for accommodating future housing.<sup>13</sup>

According to the RLHNA, Springfield has a 378-acre surplus of Low Density Residential land, a 76-acre surplus of Medium Density Residential land, a 28-acre deficit of High Density Residential Land, and a 300-acre deficit of Parks and Open Space Land.<sup>14</sup> In regard to the Parks and Open Space deficit, the technical analysis states:

*"The Parks and Open designation has a deficit of 300 acres. This need does not imply that the City should expand the UGB for parks and open space. The City has a surplus of buildable lands in the low and medium density residential plan designations that can provide land for future parks within those designations... A portion of the parks and open space need can also be met on residentially designated land that has constraints and therefore is not counted as buildable acres (e.g., ridgeline trail systems). Since no surplus of land designated for high density residential uses exists, the 21-acre high density residential plan designation deficit has been increased by (7)*

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<sup>10</sup> ECONorthwest. (2009). *Draft Springfield Residential Land and Housing Needs Analysis*. Map 3-3: Residential Land by Classification, City of Springfield, Oregon.

<sup>11</sup> City of Springfield. Ordinance 6268. June 11, 2011.

<sup>12</sup> *Ibid.* Table 5.1: Springfield Coordinated Population Forecast, Springfield UGB, 2010 to 2030. This table references the *Lane County Rural Comprehensive Plan*, 1984 (Amended in 2009), Table 1-1. Page 5.

<sup>13</sup> (a) City of Springfield. *The City of Springfield, Oregon Capital Improvement Program: A Community Reinvestment Plan; 2013-2017*.

(b) City of Springfield. (October 2008). *Stormwater Facilities Master Plan*.

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

<sup>14</sup> ECONorthwest. (2011). *Springfield Residential Land and Housing Needs Analysis*. Table 5.1: Land need and supply, Springfield UGB 2010.

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*acres to provide for parkland immediately adjacent to the proposed high density residential district”<sup>16</sup> (emphasis added).*

As discussed above, the technical analysis identifies a deficit of land in the Parks and Open Space (POS) designation and includes an estimate of future land needs. The projected deficit of 357 acres in the RLHNA falls within the estimated surplus of buildable land remaining in the UGB for residential use in Springfield by 2030. In addition, to support both residential needs and needs for open space, Statewide Planning Goal 8 allows cities and park districts to acquire land for park uses outside of urban growth boundaries. Consistent with Statewide Planning Goal 8 is the following Metro Plan Finding, which supports the Metro Plan’s goals for urbanization and efficient land development patterns:

*While development and in-filling have decreased the amount of open space (and associated vegetation and wildlife habitat) within the urban service area, the compact urban growth form has protected open space on the urban fringe and in rural areas within the Plan Boundary (Finding 15, Goal 5 Open Space, Environmental Resources Element).*

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

- OAR 660-024-0030: Population Forecasts (Stat. Auth.: ORS 197.040);
- OAR 660-024-0040: Land Need (Stat. Auth.: ORS 197.040); and
- OAR 660-025-0070: Need for Periodic Review (Stat. Auth.: ORS 197.040 & 197.633).

Willamalane Park and Recreation District (WPRD) manages many of Springfield’s parks and open space areas. It maintains and operates 5 recreation facilities and 38 parks and open spaces that make up almost 1,000 acres. WPRD also offers hundreds of recreation programs to more than 60,000 patrons. WPRD is a special tax district, separate from the city of Springfield, with its own boundaries. Its service district boundary and planning area extend outside the Springfield UGB in some areas. However, the majority of future parkland is expected to come from areas within the UGB that are residentially designated land (not already PLO-zoned land used for educational purposes), a portion of which is land that has constraints and *therefore is not counted as buildable acres* (emphasis added).

#### **Urbanization Influences Land Use and Transportation**

The manner in which the Metro Plan is written allows the intent of policies in one chapter to help achieve goals and comply with policies in other chapters. Some policies, rather than being exclusive to their respective sections in the Metro Plan, are better read and analyzed in the context of how well they fit with policies in its other chapters. The expected outcomes of this proposal achieve an overall vision, that of which the Metro Plan disaggregates into separate topics including, but not limited to, land use and transportation. Thus, the findings below may be held against a set of Residential Land Use and Housing policies and Transportation policies that serve a similar purpose.

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<sup>16</sup> Ibid. Page v.

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Pages III-A-1 through III-A-13 of the Metro Plan establish the Residential Land Use and Housing Element goals, findings, and policies. Of the remaining policies, two (2) (presented below in *italics*) are relevant to the subject request. Of the policies set forth in the Metro Plan's Transportation Element (Pages III-F-1 through III-F-14), one (1), presented below in *italics*, is relevant to the subject request. Taken together, these policies state:

*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.*

*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.*

*Policy F.26: Provide for a pedestrian environment that is well integrated with adjacent land uses and is designed to enhance the safety, comfort, and convenience of walking.*

By proposing to accommodate a portion of Springfield's growing population on a developable infill site, this project simultaneously brings Springfield closer to achieving its housing, urbanization, transportation, and environmental objectives. The resulting land use pattern, also providing a transit-supportive land use pattern, will uphold the Metro Plan Diagram and text such that it will not "leapfrog" but instead result in a higher gross residential density that represents a logical network of urban services. This request exemplifies compact and efficient residential growth in appropriate locations to maximize the use of existing public facilities and services; to preserve outlying rural, agricultural, and natural resource land, and to protect air and water quality.<sup>16</sup> In addition, nearby dining venues, commercial and retail centers, and transit facilities are within walking distance of the site and serve residents' daily needs to support the local economy.<sup>17</sup>

Potential future development as a result of a Zoning Map Amendment is fitting for the area when also considering the level of activity and the scale of development as means to address intensity. Future development shall be well-integrated with the area, as future development will be subject to SDC Base Zone Development Standards within the LDR Zone. An LDR zone (as proposed) and LDR designation (existing) blend seamlessly with the surrounding properties. The proposed Zoning Map Amendment and future development will allow the neighborhood surrounding the site to preserve its character with the SDC provisions that inform site development standards and building design. In contrast to other zones, LDR is not intended to generate the type of traffic and noise expected by industrially- or commercially- zoned parcels. Therefore, an approved Zoning Map Amendment will facilitate an appropriate transition of physical scale and use (intensity).

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<sup>16</sup> Lane Council of Governments (LCOG). (2004). *Eugene-Springfield Metropolitan Area General Plan*, Page III-A-7.

<sup>17</sup> *Ibid.* Pages III-F-2 and F-3, and Policy F.3.

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### **Land Use and Transportation Influence the Natural Environment**

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

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

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

Noting the area's location outside of water and drainage protection areas, several factors demonstrate that potential future development facilitated by this Zoning Map Amendment Request will protect vegetation, natural water features, and drainage systems to the maximum extent practicable: (1) the subject site is not located in a groundwater management area; and, (2) the subject site lies outside of the Drinking Water Protection Overlay District according to the Wellhead Protection Area Map prepared by the City and SUB.<sup>18</sup> Future development will be required to conform with SDC 4.4-105 and Specific Development Standards as specified in SDC 4.7-200, 4.7-203, and SDC 4.7-205; to manage stormwater and drainage in order to relieve demand on the City's piped drainage system; to alleviate future costs of treating the piped discharge; to promote water quality; to preserve groundwater and the vegetation and rivers it supports; and, to reduce peak storm flows.

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

#### **Refinement Plans and Plan Districts**

The site is not within an area subject to an adopted refinement plan. This element of this criterion does not apply.<sup>19</sup> The site also lies outside the Glenwood Riverfront District and Booth-Kelly Mixed Use Plan District boundaries. These two Plan Districts are the only established Districts per SDC 3.4-100 Plan Districts.

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<sup>18</sup> Springfield Public Works Department, Technical Services Division. (September 2011). *Wellhead Protection Areas: Time of Travel Zones (February 2008 Delineations) and Contaminant Source Inventory*. Applicable Code: Section SDC 3.3-200.

<sup>19</sup> The Gateway, Downtown, East Kelly Butte, and Glenwood Refinement Plans (Plans) surround the site. The Gateway Plan's furthest boundary extending toward the site is at the I-105 off-ramp. The Downtown Plan's furthest boundary extending toward the site is at C Street along the Willamette River. The East Kelly Butte Plan's furthest boundary extending toward the site is at West Centennial Boulevard and Wallace Lane. The Glenwood Plan's furthest boundary extending toward the site is the end of a private road extending perpendicularly to and between Franklin Boulevard and the South Bank of the Willamette River.

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### **Conceptual Development Plans and Functional Plans**

Notwithstanding the above-stated requirements, conceptual development plans and functional plans reveal the appropriateness of an LDR-zoned parcel. The set of *adopted* (emphasis added) plans applicable to the site are the:

- *Eugene-Springfield Metropolitan Area Public Facilities Services Plan* (PSFP);
- Central Lane Metropolitan Planning Organization *Regional Transportation Plan* (RTP) (2007);
- Lane Council of Governments *Eugene-Springfield Transportation System Plan* (TransPlan) (2002); and the
- City of Springfield *2014-2018 Capital Improvement Program: A Community Reinvestment Plan*.

These plans are fundamental to the findings under the second criterion of approval, below. While considered refinement plans, they are also intended as system facilities plans that guide local and regional development in the Eugene-Springfield Metropolitan Area. Thus, the findings addressing the second criterion of approval are incorporated by reference herein as demonstration that: (1) this sub-criterion under the first criterion of approval is met; and (2) as partial demonstration that this first criterion of approval in its entirety is met.

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

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

Acknowledgement of pages III-G-1 through III-G-15 of the Metro Plan and page III-G-1, whereby: "The policies in this element complement Metro Plan Chapter II-A, Fundamental Principles, and Chapter II-C, Growth Management," demonstrates that all required development features will remain in the UGB in order to allow Springfield and the entire metropolitan area to develop a "timely, orderly, and efficient arrangement of public facilities and services..."<sup>20</sup>

As demonstrated herein in the above findings under the first criterion of approval, the proposed site is within Springfield city limits, and accordingly, Springfield's UGB. It is thus within an area that is planned for expansion and redevelopment, as the UGB defines the extent of urban building and service expansion over the planning period. Page eight (8) of the PSFP, a refinement plan that is a supporting element of and is internally consistent with the Metro Plan by identifying significant<sup>21</sup> facility projects that satisfy the policies established in the Metro Plan, states: "Consistent with the principle of compact urban growth prescribed

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<sup>20</sup> Oregon Statewide Planning Goal 11: Public Facilities and Services. (ORS 197.298.).

<sup>21</sup> The PSFP does not identify transportation projects, which are covered in the TransPlan but instead identifies stormwater and wastewater projects, among others. The PSFP appropriately defines only those projects identified as "significant" on the basis of definitions set forth in the PSFP.

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in Chapter II, the policies in this element call for future urban water and wastewater services to be provided exclusively within the urban growth boundary. This policy direction is consistent with Statewide Planning Goal 11.<sup>22</sup> Regulating new development on urban lands, the PSFP requires that it must be served by the minimum level of key urban services at the time development is completed. This requirement is thus consistent with Metro Plan Chapter II-A: Fundamental Principles and Chapter II-B Growth Management.

This request complements the Metro Plan's and Springfield's effort to coordinate their long-range planning approaches for the provision of needed facilities and services in the metropolitan area.<sup>22</sup> The Applicant maintains a focus on consistency with other plans, policies, and reports such as the PSFP, the Oregon Statewide Planning Goals,<sup>23</sup> and plans which specifically identify the area within which this development is proposed. Statewide Planning Goals 2, 11, 12, and 14 further address this criterion, and especially pertinent is Goal 14 when considering the provision of public facilities and services (Goal 11).

The Metro Plan's General Finding (1) on Page I-8 states:

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

In recognition of Oregon Statewide Planning Goal 14,<sup>24</sup> the Metro Plan's Metropolitan Goal: Growth Management, sets forth the provision to use urban, urbanizable, and rural land in an efficient manner. The Metro Plan also stipulates that future development "...encourage orderly and efficient conversion of land from rural to urban uses in response to urban needs, taking into account metropolitan and statewide goals."<sup>25</sup> In so doing, the Metro Plan confirms this proposal's consistency with said provisions; the site's proposed location satisfies the following statement on Page II-C-1 of the Plan, as it is within Springfield's UGB:

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

Additionally, this proposal is consistent with the Plan's Factor G.5: Environmental, energy, economic, and social consequences<sup>26</sup> (see Page II-G-13 of the Metro Plan) and Finding C.4:

<sup>22</sup> Lane Council of Governments (LCOG). (2004). *Eugene-Springfield Metropolitan Area General Plan*. Page I-2, planning framework item (2). Page II-A-1, Fundamental Principle (2).

<sup>23</sup> *Ibid.*: Page I-6. Goal 2: Land Use Planning, and Goal 14: Urbanization especially apply.

<sup>24</sup> Implementing legislation: OAR 660-015-0000(14).

<sup>25</sup> Lane Council of Governments (LCOG). (2004). *Eugene-Springfield Metropolitan Area General Plan*, 2004 Update. Page II-C-1.

<sup>26</sup> Under Factor G.5, Page II-G-13 of the Metro Plan states: "The Metro Plan Diagram represents a balancing of all environmental, energy, economic, and social impacts, as addressed by LCDC goals and the Metro Plan's policies."

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

While this proposal seeks to facilitate the redevelopment of an infill site rather than increase the supply of Springfield's buildable acres by developing outside the UGB or Springfield city limits, it addresses this Finding such that it helps *prevent* (emphasis added) outward expansion—the consumption and excessive conversion of rural land is unwarranted as found in the RLHNA.<sup>27</sup> This proposal is consistent with the RLHNA's finding that additional housing may already be accommodated within Springfield's existing UGB. Furthermore, the classification of the proposed site is vacant and undeveloped, which satisfies not only the requirement for preventing haphazard expansion of the UGB but also demonstrates that the compact development in this area will be a logical, efficient provision of urban services that currently exist within the city limits that are adjacent to this site.<sup>28</sup>

The potential connection points for future development to take advantage of, given the existing LDR uses surrounding the site, nearby commercial uses, and potential to integrate with the existing transportation network therefore satisfy the Metro Plan's Finding 2, items (a), (b) and (d):

*Beneficial results of compact urban growth include:*

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

The area encompassing the site is currently developed and is served by existing urban facilities and services. The minimum level of key urban facilities and services (interpreted as key urban services) are defined in the Metro Plan as including wastewater service, stormwater service, transportation, solid waste management, water service, fire and emergency medical services, police protection, city-wide parks and recreation programs, electric service, land use controls, communication facilities, and public schools on a district-wide basis.<sup>29</sup> Sanitary sewer, stormwater, water utilities, and transportation facilities are

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example, decidedly lower residential densities and a much larger land supply may result in lower land costs, but energy savings may very well be sacrificed through need for longer transportation routes and accompanying fuel consumption."

<sup>27</sup> Eugene-Springfield Metropolitan Area Public Facilities and Services Plan. Finding 31. Page 19.

<sup>28</sup> Lane Council of Governments (LCOG). (2004). Eugene-Springfield Metropolitan Area General Plan. Finding 9, Page III-F-4: Transportation Element.

<sup>29</sup> Lane Council of Governments (LCOG). (2004). Eugene-Springfield Metropolitan Area General Plan. Finding 9, Page V-3.

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available and can be extended in an orderly and efficient manner within a reasonable timeframe as needed, consistent with this criterion and consistent with the following findings of the PSFP:

*Finding 1, Page 10: Urban expansion within the urban growth boundary is accomplished through infill, redevelopment, and annexation of territory that can be served with a minimum level of key urban services. This permits new development to use existing facilities and services, or those which can be easily extended, minimizing the public cost of extending urban facilities.*

*Finding 5, Page 10: All urbanizable areas within the Eugene-Springfield urban growth boundary can be served with water, wastewater, stormwater, and electric service at the time those areas are developed.*

### **Transportation**

Regarding transportation, the subject property is conveniently situated near key transit corridors (i.e., West Centennial Boulevard, Rainbow Drive, and West D Street). Existing transportation facilities for automobiles are sufficient to handle the proposed rezoning and subsequent development. The proposed rezoning requested by the Applicant, and uses allowed under LDR zoning, can be constructed while maintaining acceptable levels of service and safety on the surrounding transportation system.

The 2014–2018 *Capital Improvement Program: A Community Reinvestment Plan* (CIP) identifies programmed funding for an Arterial/Collector Street Seal Overlay (TS14) with no additional capacity concerns in the vicinity. Therefore, the impacts to Springfield's transportation system and public facilities resulting from the proposed Zoning Map Amendment will not facilitate land use or levels of redevelopment that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility (OAR 660-012-0060(1)(c)(A)).

The City's Existing Conditions and Deficiencies report that informs the updates to the Springfield TSP do not identify this site as requiring any improvements beyond a dedicated bicycle lane along Rainbow Drive. Taken together, the currently adopted RTP (2007), the adopted TransPlan (2002) (a refinement plan and the Transportation Element of the Metro Plan), and the proposed Springfield TSP identify only one (1) transportation system need for the area, which is the provision of a bikeway that meets the Oregon Bicycle and Pedestrian Plan, the Springfield Bicycle Plan, and conforms to Oregon Department of Transportation standards.

As noted on the previous page, the 2014–2018 CIP identifies programmed funding for an Arterial/Collector Street Seal Overlay (TS14) with no additional capacity concerns in the vicinity. This CIP identifies more than transportation projects that are of concern to the City. Also of importance are building projects, stormwater projects, and wastewater projects. There are no building, stormwater, or wastewater concerns near the site that qualify for inclusion on the project list with dedicated funding nor are there any identified on the partially funded project list. This finding demonstrates that the vicinity surrounding the site requires minimal to no improvements to accommodate the proposed LDR **Date Received:**

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**Stormwater**

Two (2) storm sewers are immediately adjacent to the site on Rainbow Drive. These sewers connect to stormwater mains, approximately 1,334 feet in length, which run along the northern and eastern boundaries of the site. These stormwater mains are not separated by existing homes, as is the case to the south.

The City's *Stormwater Facilities Master Plan* (October 2008) identifies the site as Figure 3-12 on its Drainage System Map (Page D1), which is part of the Willamette River Basin. The Plan shows 38 locations that potentially require measures for flood control based on modeling criteria, one (1) of which includes Rainbow Drive to the east of the site as a Lower Priority CIP area. As such, concerns with flooding or associated water quality on the site as urbanization occurs are unlikely. Pages 5-3 and 5-23 of the Plan describe this site as one where during recent, significant rainfall events, flooding was not observed, and, based on field knowledge of the system, is not expected to occur in the future.

Recently awarded contract improvements at the cul-de-sac at Rainbow Drive will ensure proper drainage (Project P21077). Work consisted of removal and replacement of the cul-de-sac's curb and gutter and pavement improvement according to Oregon Department of Transportation specifications.

**Wastewater**

Figure ES-1 of Springfield's *Wastewater Master Plan* (Plan) (June 2008) shows existing, major (main) wastewater system pipes surrounding the site in all directions. Adjacent residential development connects to these systems. A 900-foot wastewater service line runs through the entire midsection of the site, continuing westward across Aspen Street and eastward across Rainbow Drive, which eventually connects to these main pipes. Beginning at Page 33, the Plan's narrative accompanying Figure 5-2 demonstrates that there are no system deficiencies warranting the expansion of existing pipes or the construction of new pipes to divert wastewater flows.

The narrative above supports the finding that future development will result in a logical land use pattern at a metropolitan, city-wide, and neighborhood scale. A proposal warranting a land use approval more specific than a Zoning Map Amendment or building permit will identify site-specific connection points. Such development should acknowledge Springfield's stormwater management infrastructure plans and the stormwater requirements in the SDC (e.g., regulations in the City's Engineering Design Standards and Procedures Manual) as development review becomes necessary.

These findings and documentation submitted herewith demonstrate that capacity requirements of public and private facilities will not be exceeded as a result of the proposed development and that public improvements needed to serve the site are currently available or will be extended to the site as part of site improvements.

Based on the findings above, this criterion is satisfied.

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

- a. **Meet the approval criteria specified in Section 5.14-1000 and 7 2013**

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

This request for a Zoning Map Amendment is Quasi-Judicial in nature, as previously noted. This criterion does not apply.

## **5.2 Conclusion**

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

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Attention: Plan Amendment Specialist  
Dept. of Land Conservation & Development  
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