



Planning Commission Agenda

Comprehensive Planning Manager:
Sandy Belson 541.736.7135
Administrative Specialist:
Sarah Weaver 541.726.3653
City Attorney's Office:
Kristina Kraaz 541.744.4061

City Hall
225 Fifth Street
Springfield, Oregon 97477
541.726.3610

Planning Commissioners:

Isaac Rhoads-Dey, Chair
Andrew Buck, Vice-Chair
Matt Salazar
Seth Thompson
Steven Schmunk
Alan Stout
Bruce Webber

Join by Zoom as an Attendee:
Please click the link below to join the webinar:
<https://us06web.zoom.us/j/85945997593>

Or One tap mobile :
+19712471195,,85945997593# US (Portland)

Or Telephone:
+1 971 247 1195 US (Portland)
888 788 0099 US Toll Free
Webinar ID: 859 4599 7593

All proceedings before the Planning Commission are recorded.
To view agenda packet materials or view a recording after the meeting, go to
SpringfieldOregonSpeaks.org

April 16th, 2024
7:00 p.m. Regular Meeting
Council Chambers (City Hall) & via Zoom
Council Chambers is ADA accessible.

CALL TO ORDER

ATTENDANCE Chair Rhoads-Dey _____, Vice Chair Buck _____, Salazar _____,
Thompson _____, Schmunk _____, Stout _____, and Webber _____.

PLEDGE OF ALLEGIENCE

BUSINESS FROM THE AUDIENCE

PUBLIC HEARING

- 1) Springfield Utility Board Zoning Map Amendment**
Staff: Andy Limbird, Senior Planner

25 Minutes

CONDUCT OF QUASI-JUDICIAL PUBLIC HEARING

- Staff explanation of quasi-judicial hearing process (ORS 197.763 and Springfield Development Code 5.1.500)
- Chair opens the public hearing
- Commission members declaration of conflicts of interest, bias, or “ex-parte” contact
- Any challenges to the impartiality of the Commissioners or objection to the jurisdiction of the Commission to hear the matter
- Staff report
- Testimony from the applicant
- Testimony in support of the application
- Testimony neither in support of nor opposed to the application
- Testimony opposed to the application
- Rebuttal from the applicant
- Staff comment
- Planning Commission questions to staff or public
- Close or continue public hearing; close or extend written record (continuance or extension by motion)
- Planning Commission Deliberations – discussion of the proposal including testimony and evidence addressing the applicable approval criteria
- Motion to approve as presented, approve with modifications, or deny the application based on the Commissions’ findings of fact contained in the staff report, oral and written testimony, and other evidence submitted into the record

REPORT ON COUNCIL ACTION

BUSINESS FROM THE PLANNING COMMISSION

BUSINESS FROM THE DEVELOPMENT AND PUBLIC WORKS DEPARTMENT

- Response to public comments regarding middle housing along South 70th Street

ADJOURNMENT

AGENDA ITEM SUMMARY

Meeting Date: 4/16/2024
Meeting Type: Regular Meeting
Staff Contact/Dept.: Andy Limbird, DPW
Staff Phone No: 541-726-3784
Estimated Time: 25 Minutes
Council Goals: Maintain and Improve Infrastructure and Facilities

**SPRINGFIELD
PLANNING COMMISSION**

ITEM TITLE: REQUEST FOR ZONE CHANGE FOR 4.41 ACRES OF PROPERTY AT 954 66TH STREET, CASE 811-24-000040-TYP3

ACTION REQUESTED: Conduct a public hearing and adopt/not adopt a final order to amend the Springfield Zoning Map.

ISSUE STATEMENT: The applicant has submitted a Zoning Map amendment application for approximately 4.41 acres of property at the north end of 65th Street. The subject property is proposed to be rezoned from R-1 Residential District (R-1) to Public Land & Open Space (PLO). Rezoning of the subject property is proposed to facilitate construction of a water utility installation.

ATTACHMENTS:

1. Site Diagrams for Zoning Map Amendment
2. Application and Narrative – Zoning Map Amendment
3. Planning Commission Final Order– Zoning Map Amendment 811-24-000040-TYP3
Exhibit 3A – Legal Description and Diagram
Exhibit 3B – Staff Report and Findings for Zoning Map Amendment

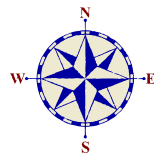
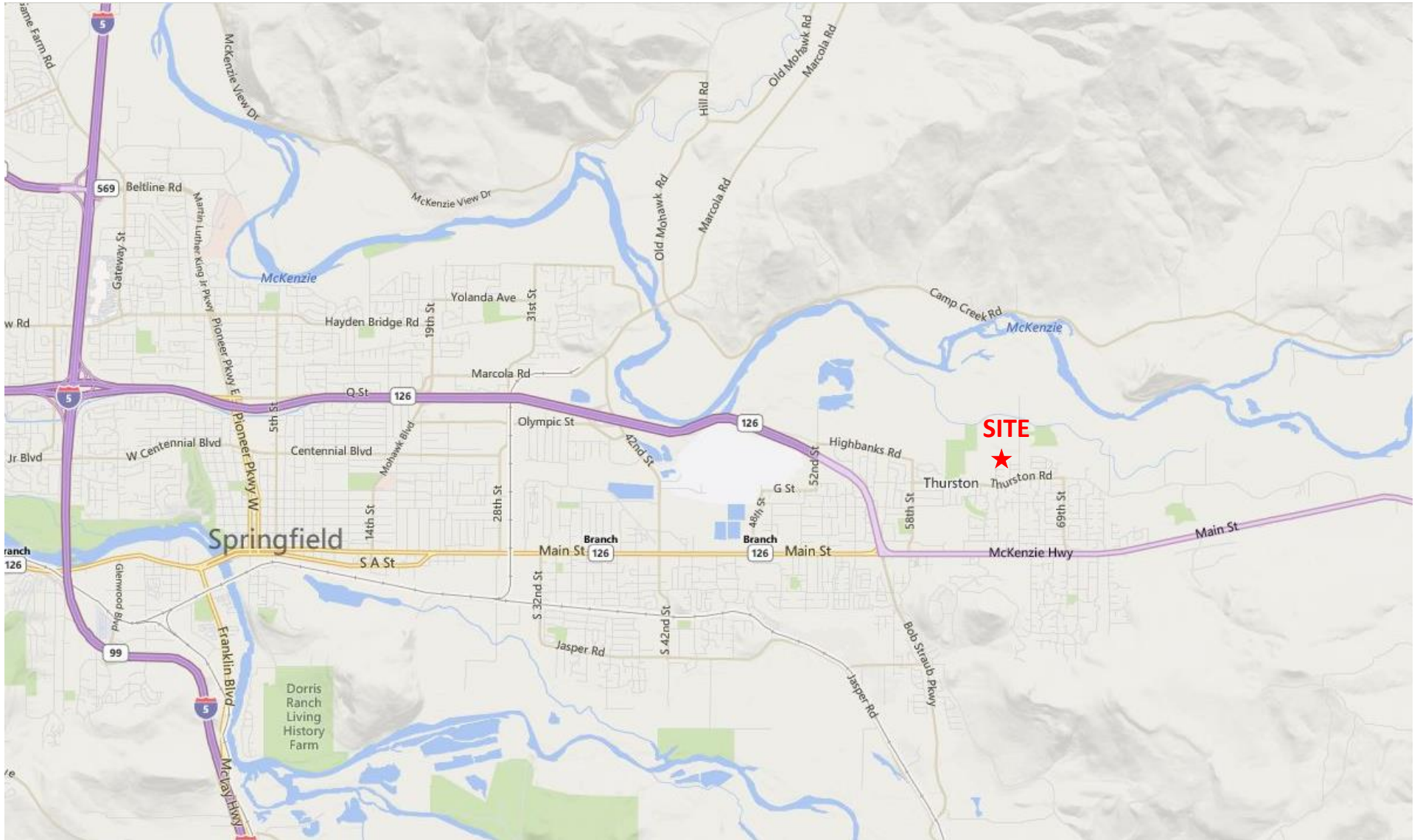
DISCUSSION: The subject property is a rectangular parcel owned by the Springfield Utility Board located at the northern terminus of 65th Street. The site comprises approximately 4.41 acres and it is currently vacant. The property is zoned R-1 and designated Low Density Residential use and is addressed as 954 66th Street (Assessor’s Map 17-02-27-00, Tax Lot 2002). The property was recently annexed to the City of Springfield on January 2, 2024 via adoption of [Ordinance 6469](#).

The applicant is requesting a Zone Change for the property to facilitate future construction of a water system facility (i.e. filtration and treatment plant for potable water) on the site. The current R-1 Residential zoning does not list high impact facilities as an allowable use on the site. The proposed Public Land & Open Space zoning can be applied to sites without requiring a change to the underlying residential land use designation for the property. The Public Land & Open Space zoning is currently applied to public parks and open space uses, government uses such as public buildings and major utility facilities, and educational uses such as schools.

The proposed rezoning represents a downzone (i.e. decrease) in terms of anticipated traffic volumes and intensity of development as compared to the existing residential land use district. For this reason, a Traffic Impact Assessment is not required or warranted for this action. Specific operational characteristics of the proposed facility will be reviewed and approved through the Site Plan Review process.

The Planning Commission is requested to conduct a public hearing on the proposal to amend the Springfield Zoning Map at the regular meeting on April 16, 2024. The Planning Commission is requested to use this opportunity to review all materials submitted into the record and to accept testimony from the applicant and public in written, oral, and electronic forms. After accepting all testimony, staff recommends that the Planning Commission reviews, deliberates, and issues a decision based on the totality of the information.

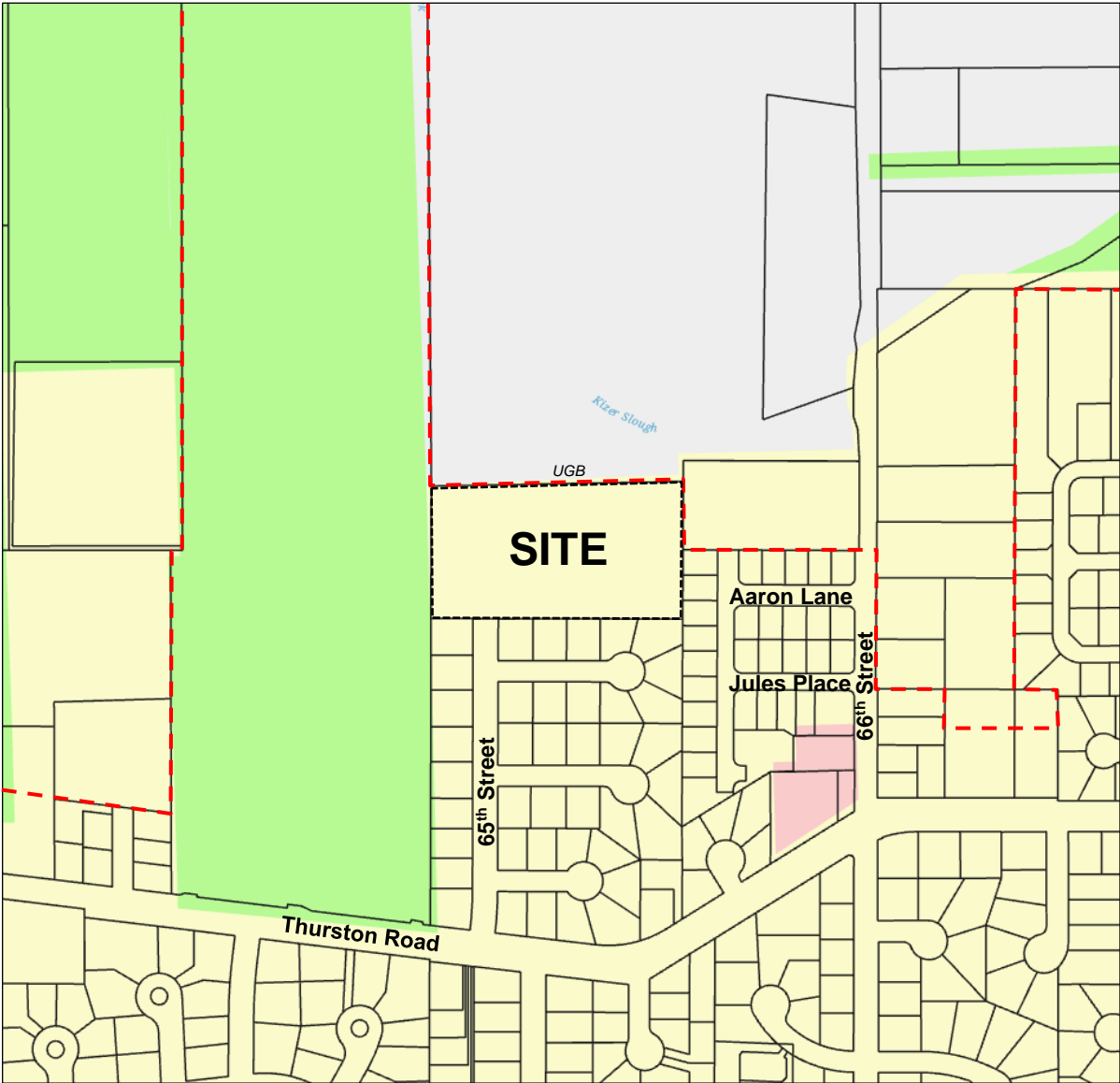
LOCATION OF PROPERTY SUBJECT TO PROPOSED ZONE CHANGE



**811-24-00040-TYP3 – PROPOSED ZONING MAP AMENDMENT FOR 4.41 ACRE PARCEL
954 66TH STREET (MAP 17-02-27-00, TAX LOT 2002)
SITE CONTEXT MAP**

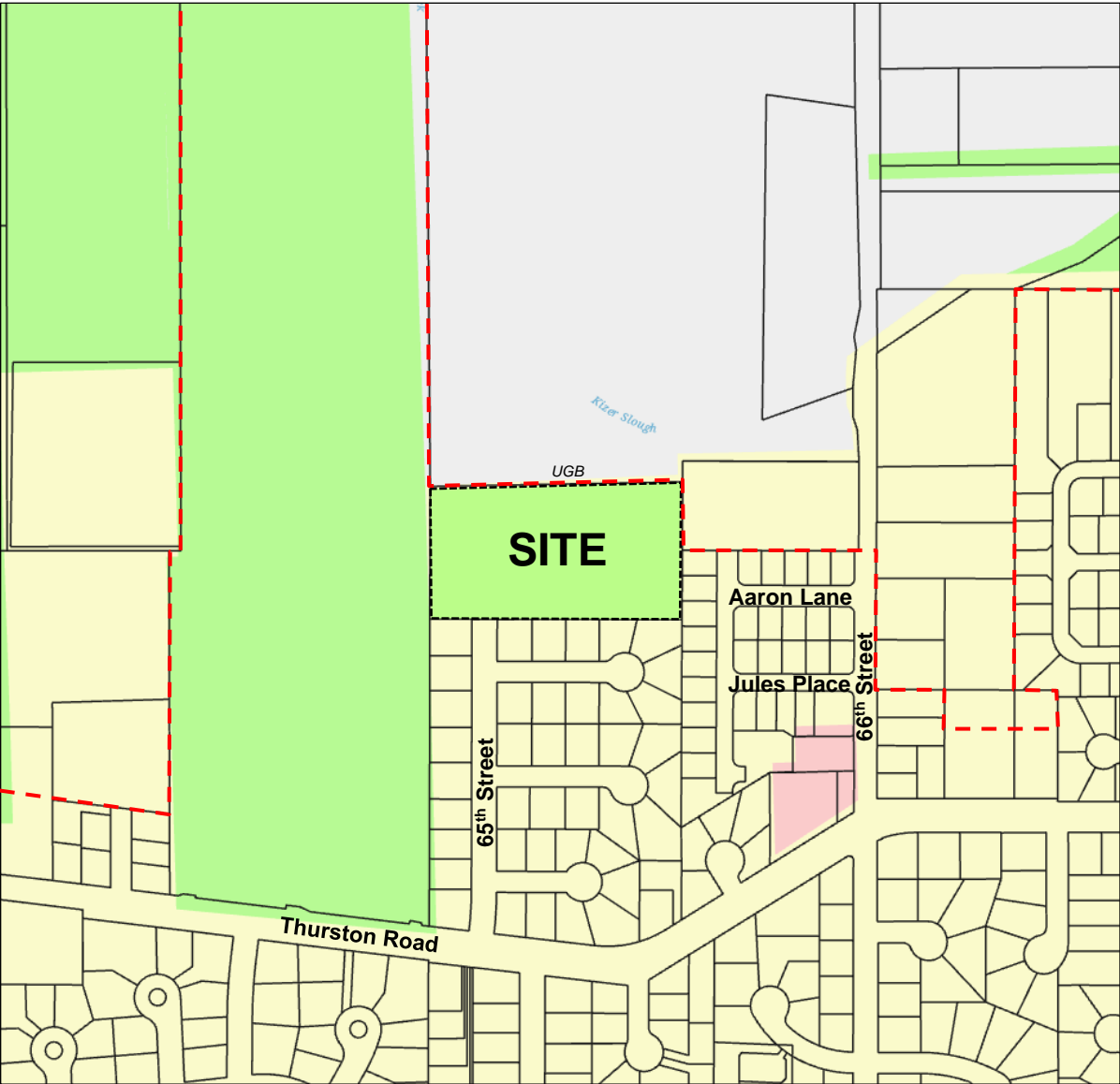


**811-24-000040-TYP3 – PROPOSED ZONING MAP AMENDMENT FOR 4.41 ACRES
NORTH END OF 65TH STREET (MAP 17-02-27-00, TAX LOT 2002)
CURRENT ZONING**



-  R-1 Residential District (R-1)
-  Neighborhood Commercial District (NC)
-  Public Land & Open Space District (PLO)
-  Springfield City Limits

**811-24-000040-TYP3 – PROPOSED ZONING MAP AMENDMENT FOR 4.41 ACRES
NORTH END OF 65TH STREET (MAP 17-02-27-00, TAX LOT 2002)
PROPOSED ZONING**



-  R-1 Residential District (R-1)
-  Neighborhood Commercial District (NC)
-  Public Land & Open Space District (PLO)
-  Springfield City Limits

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



Zoning Map Amendment, Type III

Required Project Information (Applicant: complete this section)

Applicant Name:	Springfield Utility Board (SUB)	Phone	541-726-2396
Company:	Springfield Utility Board (SUB)	Fax:	
Address:	202 South 18th Street, Springfield OR 97477		

Applicant Signature: *Greg Miller* 01/24/24

Property Owner:	Greg Miller - Water Division Director - SUB	Phone	541-726-2396
Company:	Springfield Utility Board (SUB)	Fax:	
Address:	202 South 18th Street, Springfield OR 97477		

Owner Signature: *Greg Miller* 01/24/24

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

ASSESSOR'S MAP NO: 17-02-27-00 **TAX LOT NO(S):** 02002

Property Address: No Address - North end of 65th Street

Area of Request **Square Feet:** **Acres:** 4.41 acres

Existing Use(s) of Property: Vacant Lot

Description of The Proposal: Annexed into the City. Changing the Zone from LDR to PLO

Required Property Information (City Intake Staff: complete this section)

Case No.: _____	Date _____	Received by: (initials) _____
Application Fee: _____	Postage Fee: _____	Total Fee: _____

Edited 7/19/2007 bjones

Zoning Map Amendment Submittal Requirements Checklist

1. **The application fee** - Refer to the Development Code Fee Schedule for the appropriate application and postage fee. A copy of the Fee Schedule is available at the Development & Public Works Department.
2. **Deed** - A copy of the deed to show ownership.
3. **Vicinity Map** – A map of the property and the surrounding vicinity which includes the existing zoning and plan designations. One copy must be reduced to 8 ½" by 11" which will be mailed as part of the required neighboring property notification packet.
4. **Findings** - Before the Planning Commission can approve a Zone/Overlay District Change Request, there must be information submitted by the applicant which adequately supports the request. The Criteria the Planning Commission will consider in making their decision is listed below. If insufficient or unclear data is submitted by the applicant, there is a good 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.

SPRINGFIELD UTILITY BOARD MCKENZIE RIVER SOURCE DEVELOPMENT Zoning Map Amendment

Map 17-02-27-00, Lot 2002

Written Statement

In accordance with SDC 12.22.100, Zoning Map Amendments, the applicant, Springfield Utility Board (SUB), is requesting that the City of Springfield review this zoning map amendment request and determine that the proposal complies with criteria contained in SDC 5.22.115 and that the requested amendment be approved. To aid Springfield staff in this endeavor, the following information is provided.

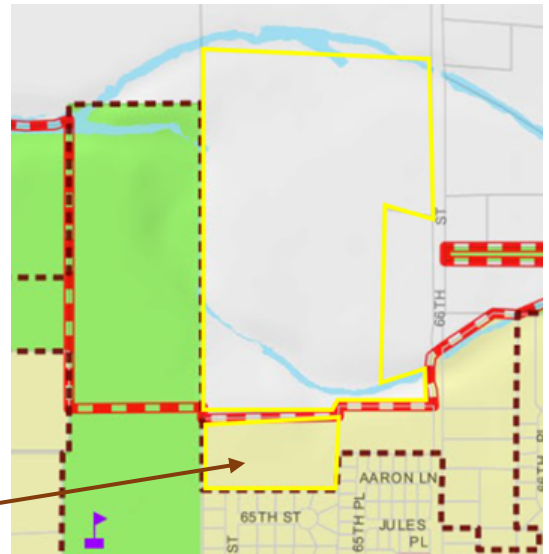
I. THE SITE AND EXISTING CONDITIONS

A. Planning Context

The subject property is inside the Urban Grown Boundary (UGB) and recently annexed into the City Limits of Springfield. The site is bordered by County zoned property to the north, R-1 zoning to the south and east, and Public Land & Open Space (PLO) to the west. The Metro Plan designation, neighborhood plan designation and zoning for the subject property is as follows:

Metro Plan:	Low Density Residential
Refinement Plan:	None
Base Zone:	Low Density Residential
Overlay Zone:	None

Subject Property



Excerpt
Springfield Zoning Map
April 2023

B. Subject Site

The existing property is comprised of one tax lot (Map 17-02-27-00, Lot 02002). Tax Lot 2002 is accessed from 65th Street, which terminates at the property's southern boundary, or from 66th Street through an easement over the property to the north. Thurston Middle School is to the west, single-family development is to the south and rural residential development is to the east. The site is vacant and is approximately 4.41 acres in size.



C. Development Objective

The development objective for Springfield Utility Board (SUB) is to develop the lot with an expansion of a water treatment facility associated with the Thurston Wellfield. With the wellfield's location just beyond the City of Springfield's Urban Growth Boundary, and this tax lot recently being annexed into the City, the zone change to Public Land & Open Space is the appropriate objective. Another land use application, at a later time, will include a Site Plan Review for any development.

II. ZONING MAP AMENDMENTS – APPROVAL CRITERIA

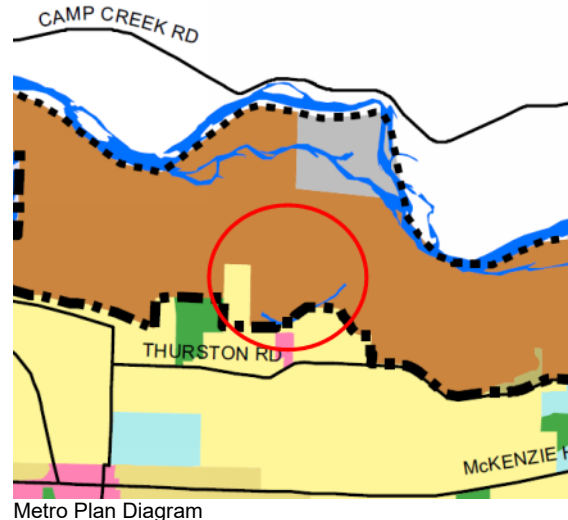
Zoning Map Amendment Approval Criteria are found in Section 5.22.115 of the Springfield Development Code (SDC). Applicable sections of the Code are in ***bold italics*** followed by proposed findings of facts in normal text.

SDC 5.22.115 (A). Quasi-Judicial Zoning Map Amendments. The Planning Commission or Hearings Officer may approve, approve with conditions, or deny a quasi-judicial Zoning Map amendment based upon approval criteria in subsections (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.

(C) Zoning Map Amendment Criteria of Approval.

(1) Consistency with applicable Metro Plan policies and the Metro Plan diagram;

Response: The subject property is designated Low Density Residential on the Eugene/Springfield Metro Plan diagram. There are no applicable refinement plans or Plan Districts. Since being annexed into the City of Springfield, the Urbanizable Fringe (UF-10) overlay no longer applies, and the site is zoned Low Density Residential (LDR). The applicant, SUB, is applying for a Zoning Map Amendment to change the property to Public Land & Open Space (PLO). This designation on the property allows government facilities and this will be consistent with the applicant's future plans to construct a water treatment plant.



METRO PLAN: There are no mandatory Metro Plan policies related to the proposed zoning. Nevertheless, some applicable policies of the Metro Plan are listed below:

Growth Management, Goals, Findings, and Policies:

- ***Policy 9.*** A full range of key urban facilities and services shall be provided to urban areas according to demonstrated need and budgetary priorities.

Response: Key urban facilities and services as defined in the Metro Plan includes wastewater, stormwater, transportation, solid waste management, water service, fire and emergency medical service, police protection, city-wide parks and recreation programs, electric service, land use controls, communication facilities, and public schools on a district-wide basis (Metro Plan, Chapter V, Glossary, definition 24). The recently

approved application to annex the subject property to the City of Springfield included findings that the property either is or can be served with a full range of key urban facilities and services.

- *Policy 16. 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.*

Response: The subject site is inside the Springfield’s Urban Growth Boundary. By this Zoning Map Amendment Application herein, the land within the UGB (the subject site) will be rezoned to Public Land & Open Space (PLO), which will allow the future construction of a water treatment plant to provide future service for Springfield. This will assist the city in providing water services to existing and future residents within the city of Springfield.

Public Facilities and Service Element, Goals, Findings, and 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, capital improvement plans and ordinances as the guide for detailed planning and project implementation.*

Response: The Public Facilities and Services Plan designates the property as a future lot for a possible water facility, due to the close location of the existing well heads. The rezoning of the property to PLO will allow the future construction of a water treatment plant, as forecasted in the Public Facilities and Services Plan.

Services to Development Within the Urban Growth Boundary - Water Policies:

- *Policy G.10: Eugene and Springfield and their respective utility branches, EWEB and SUB, shall ultimately be the water service providers within the UGB.*

Response: SUB is the main provider of water to the greater Springfield area. The planning for future water uses within the growth boundary is required and with the rezone of the property to PLO it will allow the orderly delivery of water to the City.

Given the above, criterion 5.22.115 (C)(1) is met.

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

Response: The property is not within any applicable Refinement Plans, Plan Districts, or any other specific plans. The City of Springfield Comprehensive Plan has an Urbanization Element. There appear to be no mandatory policies within that comprehensive plan for the rezoning of the property to PLO but there are relevant policies, cited below. Any development plans for the subject property will require compliance with City, State, and Federal water quality standards and review of the proposed storm water drainage for the site.

Chapter 5 - Urbanization Element Policies:

- *UG-3: Provide adequate level of urban services, including but not limited to public water, wastewater, stormwater management systems, environmental services and an urban multi-modal transportation system as urban development occurs within the Springfield UGB.*

Response: SUB is the main provider of water to the greater Springfield area. The planning for future water uses within the growth boundary is required and with the rezone of the property to PLO it will allow the orderly delivery of water to the City.

Given the above, criterion 5.22.115 (C)(2) is met.

(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;*

Response: As was evident in the previous Annexation of the property into the City and the formal Annexation Agreement, the site can be provided with key urban facilities and services as defined in the Metro Plan. Facilities and services applicable to the site, including information regarding providers, existing facilities, and service extensions, as provided below:

- Storm: The nearest public stormwater infrastructure is a storm line running north along the west boundary of the property on the middle school property ending in a 24-inch outfall at Cedar Creek. The existing public and private systems will continue to be utilized.
- Sanitary: Sanitary infrastructure is adjacent to the site in 65th Street, on the southern property line. Should sanitary infrastructure be needed for the subject property in the future, service would be extended from 65th Street.
- Water: Similar to the sanitary service, the water lines are in 65th Street on the southern edge of the property. Water will be provided by Springfield Utility Board (SUB).
- Electric: Electric infrastructure is adjacent to the subject property along its southern and eastern boundary. Electricity will be provided by Springfield Utility Board (SUB).
- Streets: 65th and 66th Streets are local streets. 65th Street dead ends on the southern property line and could be an entrance or an emergency exit only. The applicant has future plans to access the property from the 66th Street entrance, across the northern piece of property also owned by SUB.

Given the above, criterion 5.22.115 (C)(3) is met.

III. Conclusion

Based on the information contained in this written statement and elsewhere in the application submittal, the applicant believes that the requested Zone Map Amendment can be approved.

If you have any questions about the above application, please do not hesitate to contact John Anderson, at: The Satre Group; via phone: 541-686-4540; or by email at: Johna@satregr.com.

Sincerely,

John Anderson

John Anderson, ASLA, Partner
The Satre Group

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

AMENDMENT TO THE SPRINGFIELD ZONING MAP TO REZONE]	811-24-000040-TYP3
APPROXIMATELY 4.41 ACRES OF LAND IDENTIFIED AS ASSESSOR'S MAP]	
17-02-27-00, TAX LOT 2002 FROM R-1 RESIDENTIAL DISTRICT (R-1) TO]	
PUBLIC LAND & OPEN SPACE DISTRICT (PLO)]	

NATURE OF THE PROPOSAL

Proposed amendments to the Springfield Zoning Map:

- Rezone approximately 4.41 acres of property located at the northern terminus of 65th Street and addressed as 954 66th Street (Map 17-02-27-00, Tax Lot 2002) from R-1 Residential to Public Land & Open Space. The subject property is generally depicted and more particularly described in **Exhibit A** to this Order.

The zone change request was initiated in accordance with provisions of the City's Development Code. Timely and sufficient notice of the public hearing has been provided, pursuant to SDC 5.1.425–5.1.440. Notice was sent to the Department of Land Conservation and Development on February 13, 2024, not less than 35 days prior to the first evidentiary hearing in compliance with OAR 660-018-0020.

On April 16, 2024, the Springfield Planning Commission held a public hearing on the proposed Zoning Map amendment. The staff report, recommendations, written comments, and testimony of those who spoke at the public hearing were entered into the record.

CONCLUSION

On the basis of this record, the proposed Zoning Map amendment is consistent with the criteria of approval in SDC 5.22.115. This general finding is supported by the specific findings of fact and conclusions as stated in the staff report and recommendations attached hereto as **Exhibit B** to this Order.

ORDER

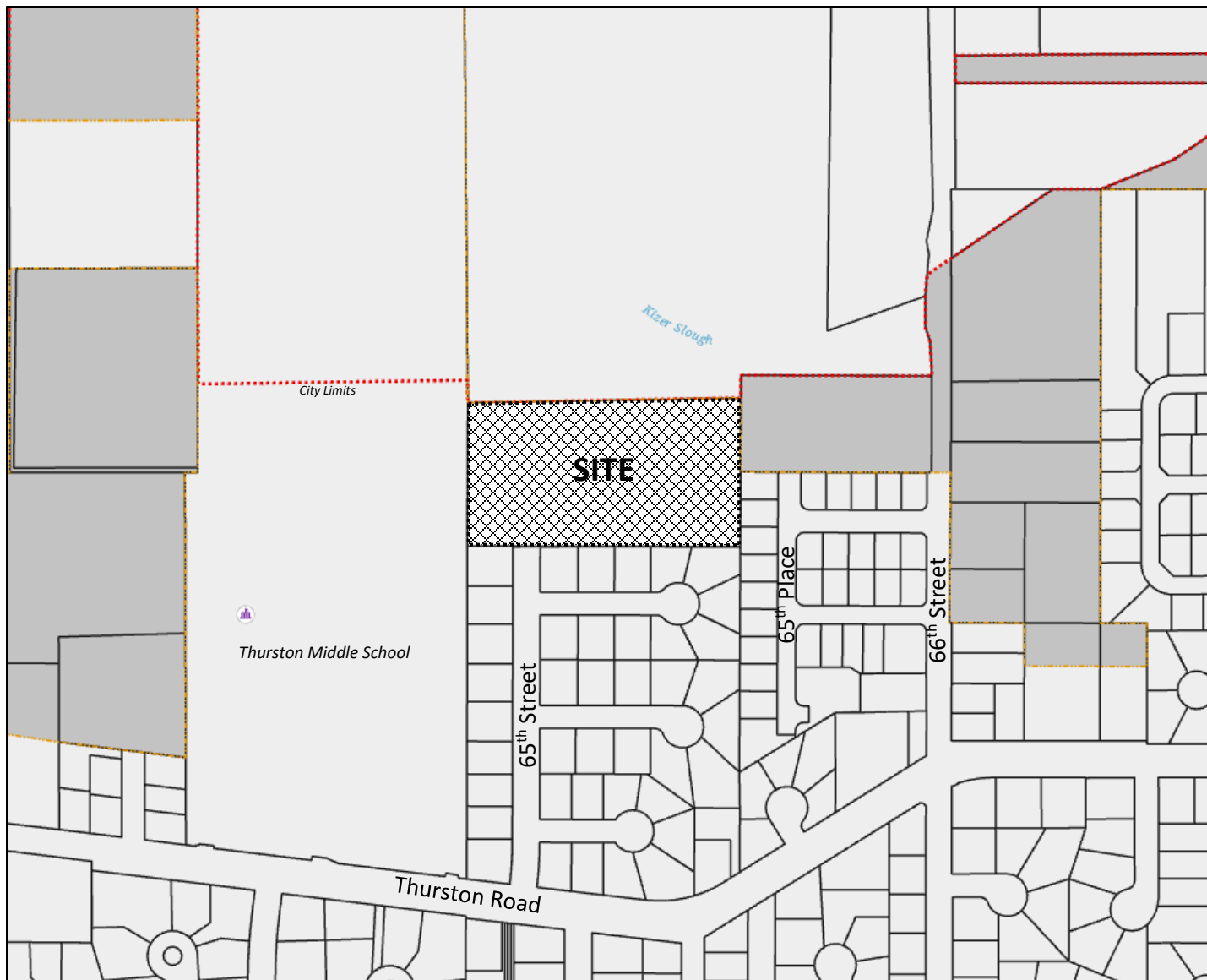
It is ORDERED by the Springfield Planning Commission that Case Number 811-24-000040-TYP3, Zoning Map Amendment, be approved. This ORDER was presented to and approved by the Planning Commission on April 16, 2024.

Planning Commission Chairperson

Date

ATTEST
AYES:
NOES:
ABSENT:
ABSTAIN:

EXHIBIT A
PROPERTY REZONED FROM R-1 RESIDENTIAL TO PUBLIC LAND & OPEN SPACE (PLO)



LEGAL DESCRIPTION

Parcel 1, Land Partition Plat No. 2007- P2118, recorded May 3, 2007, Reception No. 2007- 029795, Lane County Deeds and Records, in Lane County, Oregon.

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

Hearing Date: April 16, 2024

File Number: 811-24-000040-TYP3

Applicant: Greg Miller, Springfield Utility Board

Property Owner: Springfield Utility Board

Site: 954 66th Street (Assessor's Map 17-02-27-00, Tax Lot 2002)

Request

Rezone approximately 4.41 acres of vacant property from R-1 Residential (R-1) to Public Land & Open Space (PLO). The proposed Zone Change would facilitate construction of a water system facility (i.e. filtration and treatment plant for potable water) that is classified as a high impact public facility on the site.

Site Information/Background

The application was initiated on February 7, 2024, and the Planning Commission public hearing on the matter of the zone change request is scheduled for April 16, 2024.

The site that is subject of the zone change request is a rectangular-shaped, 4.41-acre property located at the northern terminus of 65th Street to the north of Thurston Road. Physical access to the site is via an unimproved private driveway off 66th Street. The subject property was recently annexed to the City through Council adoption of Ordinance 6469 on January 2, 2024. The property is currently vacant and consists of a grassy field.

The subject site has frontage on 65th Street where it stubs into the southern boundary of the property. The abutting property to the west is Thurston Middle School, which is zoned PLO. Abutting properties to the south and east are zoned and designated for R-1 Residential use and are developed with single-unit dwellings. The abutting property to the north is also owned by Springfield Utility Board (SUB) but is located outside the City limits and Urban Growth Boundary (UGB). This rural property is zoned Agricultural under the Lane Code. The applicant is proposing the zone change from R-1 Residential to Public Land & Open Space as a step to facilitate future construction of a water filtration and treatment facility on the site. The facility would process water from the network of wellheads on the abutting SUB owned property prior to delivery into the City's drinking water system.

Notification and Written Comments

Notification of the April 16, 2024 Planning Commission public hearing was sent to all property owners and residents within 300 feet of the site on March 18, 2024. Newspaper notice of the public hearing meeting was published in *The Chronicle* on March 21, 2024. The site was posted with public hearing notices at the south edge of the property where it abuts 65th Street and at the driveway entrance onto 66th Street. Additionally, public hearing notices were posted in the lobby of City Hall, on the Development & Public Works Department webpage and on the digital display in the lobby of the Development & Public Works office. No telephone calls or written comments were received.

Criteria of Approval

Springfield Development Code (SDC) 5.22.100 contains the criteria of approval for the decision maker to utilize during review of Zoning Map amendment requests. This application is subject to review based on the criteria in effect on the date of submittal (February 7, 2024). The Zoning Map amendment criteria of approval were subsequently amended by adoption of Ordinance 6463, which became effective on March 1, 2024. The Criteria of Zoning Map amendment approval that were in effect on February 7, 2024 are:

SDC 5.22-115 CRITERIA

C. Zoning Map amendment criteria of approval:

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

Proposed Findings In Support of Zone Change Approval

Criterion: Zoning Map amendment criteria of approval:

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

Applicant's Narrative: "The subject property is designated Low Density Residential on the Eugene/Springfield Metro Plan diagram. There are no applicable refinement plans or Plan Districts. Since being annexed into the City of Springfield, the Urbanizable Fringe (UF-10) overlay no longer applies, and the site is zoned Low Density Residential (LDR). The applicant, SUB, is applying for a Zoning Map Amendment to change the property to Public Land & Open Space (PLO). This designation on the property allows government facilities and this will be consistent with the applicant's future plans to construct a water treatment plant.

METRO PLAN: There are no mandatory Metro Plan policies related to the proposed zoning. Nevertheless, some applicable policies of the Metro Plan are listed below:

Growth Management, Goals, Findings, and Policies:

- Policy 9. A full range of key urban facilities and services shall be provided to urban areas according to demonstrated need and budgetary priorities.

Response: Key urban facilities and services as defined in the Metro Pla includes wastewater, stormwater, transportation, solid waste management, water service, fire and emergency medical service, police protection, city-wide parks and recreation programs, electric service,

land use controls, communication facilities, and public schools on a district-wide basis (Metro Plan, Chapter V, Glossary, definition 24). The recently approved application to annex the subject property to the City of Springfield included findings that the property either is or can be served with a full range of key urban facilities and services.

- *Policy 16. 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.*

Response: The subject site is inside the Springfield's Urban Growth Boundary. By this Zoning Map Amendment Application herein, the land within the UGB (the subject site) will be rezoned to Public Land & Open Space (PLO), which will allow the future construction of a water treatment plant to provide future service for Springfield. This will assist the city in providing water services to existing and future residents within the city of Springfield.

Public Facilities and Service Element, Goals, Findings, and 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, capital improvement plans and ordinances as the guide for detailed planning and project implementation.*

Response: The Public Facilities and Services Plan designates the property as a future lot for a possible water facility, due to the close location of the existing well heads. The rezoning of the property to PLO will allow the future construction of a water treatment plant, as forecasted in the Public Facilities and Services Plan.

Services to Development Within the Urban Growth Boundary - Water Policies:

- *Policy G.10: Eugene and Springfield and their respective utility branches, EWEB and SUB, shall ultimately be the water service providers within the UGB.*

Response: SUB is the main provider of water to the greater Springfield area. The planning for future water uses within the growth boundary is required and with the rezone of the property to PLO it will allow the orderly delivery of water to the City. Given the above, criterion 5.22.115(C)(1) is met.”

Finding 1: The applicant's findings and narrative responses to *Metro Plan* Growth Management Policies 9 and 16, and Policies G.2 and G.10 of the *Metro Plan* Public Facilities and Services Element are incorporated as findings herein and demonstrate the proposal's compliance with SDC 5.22.115(C)(1).

Finding 2: The City adopted the *Springfield Comprehensive Plan – Land Use Element* on November 20, 2023 through approval of Ordinance 6463. However, this element did not go into effect until March 1, 2024 after its co-adoption by Lane County. Therefore, this application is reviewed under the provisions of the regional *Metro Plan* along with previously adopted elements of the *Springfield Comprehensive Plan* including the *Residential Land and Housing Element*. The adopted *Residential Land and Housing Element* supplements the *Metro Plan* policies pertaining to residential land use. Adopted *Metro Plan* policies for the provision of facilities and services also remain applicable.

Approval Standard: In accordance with SDC 5.22.110, Zoning Map amendments can be initiated by the City Council or a citizen, which includes public property owners and public agencies such as SUB. Finding 3: The property owner (SUB) initiated the Zoning Map amendment in accordance with provisions of SDC 5.22.100 (File 811-24-000040-TYP3). Rezoning 4.41 acres of the subject property from R-1 Residential District (R-1) to Public Land & Open Space (PLO) 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 R-1 to PLO would facilitate the future review of a water treatment and filtration facility on currently vacant property through a Site Plan Review application process.

Finding 4: Adopted elements of the *Springfield Comprehensive Plan*, including the *Urbanization Element* and *Economic Element* do not analyze the need for – and provision of – land for other types of uses such as parks, public facilities and utility sites. However, the Housing Needs Analysis prepared for the *Springfield Comprehensive Plan – Residential Land and Housing Element* identifies the need for land to accommodate public and semi-public facilities as the population grows, including land for public utilities. According to the findings of the Housing Needs Analysis, approximately 30 acres of new land for utility sites was anticipated during the 20-year planning horizon from 2010-2030 (Springfield Housing Needs Analysis, Table 6-2).

Finding 5: The Housing Needs Analysis determined that approximately 21% of land designated for low density residential use is used for utilities (Springfield Housing Needs Analysis, Table 6-3). The Public Land & Open Space zoning district allows for government, institutional and public uses, including parks, schools and utility installations. Additionally, the PLO district is allowable on properties designated other than public and semi-public as specified in the *Metro Plan* or an adopted Comprehensive Plan. In this case, both the *Metro Plan* and *Springfield Comprehensive Plan*, as in effect on the date of the application submittal, contemplate public facilities and land uses within residential designations. Therefore, the rezoning from R-1 to PLO can occur without an accompanying Comprehensive Plan amendment.

Conclusion: The proposed rezoning meets Criterion 1.

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

Applicant's Narrative: *“Response: The property is not within any applicable Refinement Plans, Plan Districts, or any other specific plans. The City of Springfield Comprehensive Plan has an Urbanization Element. There appear to be no mandatory policies within that comprehensive plan for the rezoning of the property to PLO but there are relevant policies, cited below. Any development plans for the subject property will require compliance with City, State, and Federal water quality standards and review of the proposed storm water drainage for the site.*

Chapter 5 – Urbanization Element Policies:

- *UG-3: Provide adequate level of urban services, including but not limited to public water, wastewater, stormwater management systems, environmental services and an urban multi-modal transportation system as urban development occurs within the Springfield UGB.*

Response: *SUB is the main provider of water to the greater Springfield area. The planning for future water uses within the growth boundary is required and with the rezone*

of the property to PLO it will allow the orderly delivery of water to the City. Given the above, criterion 5.22.115(C)(2) is met.”

Finding 6: As noted in the applicant’s narrative, there is no adopted neighborhood refinement plan for this area of Springfield.

Finding 7: Intermediate and long-range planning for major utility installations, including public water system facilities, is done through the Eugene-Springfield *Public Facilities and Services Plan*, which is a refinement plan to the *Metro Plan*.

Finding 8: The subject property is proposed for rezoning to accommodate a planned water utility installation. The Thurston water treatment facility is identified as Project 106 on the adopted *Public Facilities and Services Plan* as amended in 2011.

Finding 9: Most of the subject property is within the 0-1 year time of travel zone for the Thurston Middle School drinking water wellhead. A portion of the property in the northeast corner is within the 1-5 year time of travel zone. As such, any future development on the site must conform to the provisions of the Drinking Water Protection Overlay District, SDC 3.3.200.

Finding 10: Further to the applicant’s narrative above, upon rezoning of the subject property the proposed development will be subject to the stormwater regulatory requirements in effect on the date of submittal. The City has recently adopted more stringent stormwater regulations for the collection, treatment and discharge of runoff from impervious surfaces. These measures have been enacted to meet the City’s regulatory requirements under the federal Clean Water Act. For this reason, any stormwater management design for the subject site that meets current Development Code provisions and the City’s adopted Stormwater Management requirements will satisfy the state and federal standards.

Conclusion: The proposed rezoning meets Criterion 2.

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

Applicant’s Narrative: “Response: As was evident in the previous Annexation of the property into the City and the formal Annexation Agreement, the site can be provided with key urban facilities and services as defined in the Metro Plan. Facilities and services applicable to the site, including information regarding providers, existing facilities, and service extensions, as provided below:

Storm: The nearest public stormwater infrastructure is a storm line running north along the west boundary of the property on the middle school property ending in a 24-inch outfall at Cedar Creek. The existing public and private systems will continue to be utilized.

Sanitary: Sanitary infrastructure is adjacent to the site in 65th Street, on the southern property line. Should sanitary infrastructure be needed for the subject property in the future, service would be extended from 65th Street.

Water: Similar to the sanitary service, the water lines are in 65th Street on the southern edge of the property. Water will be provided by Springfield Utility Board (SUB).

Electric: Electric infrastructure is adjacent to the subject property along its southern and eastern boundary. Electricity will be provided by Springfield Utility Board (SUB).

Streets: 65th and 66th Streets are local streets. 65th Street dead ends on the southern property line and could be an entrance or an emergency exit only. The applicant has future plans to access the property from the 66th Street entrance, across the northern piece of property also owned by SUB. Given the above, criterion 5.22.115(C)(3) is met. Based on the information contained in this written statement and elsewhere in the application submittal, the applicant believes that the requested Zone Map Amendment can be approved.”

Finding 11: The property requested for zone change has frontage on a stub of 65th Street (which is classified as a local street) along the southern boundary. It is not anticipated that 65th Street will be extended northward into the subject property as a public street. Physical access to the subject property is currently derived from a private driveway onto 66th Street. The applicant has stated that this access configuration will likely continue upon future development of the site. Currently, 66th Street is not fully improved to urban standards and is classified as a Lane County local street.

Finding 12: The proposed rezoning of the property is anticipated to reduce the intensity of development and associated traffic generation characteristics. Under the current R-1 zoning, the 4.41-acre property could be developed with a minimum of 25 single-unit dwellings. The Institute of Transportation Engineers (ITE) Trip Generation Manual, 11th Edition, assigns approximately 9.5 vehicle trips per day to each single-unit dwelling. Based on these hypothetical calculations, and assuming that approximately 20% of the property would be dedicated as public streets or stormwater facilities, the net development area would be about 3.53 acres. At just 7 units per acre – which is just above the minimum 6 unit per acre requirement for R-1 zoning – this would result in 25 dwelling units and about 238 daily vehicle trips. Traffic generation would be proportionally higher if other forms of allowable housing such as tri-plex and four plex units were to be constructed on the site. At the maximum 14 units per acre there could be nearly 50 dwelling units constructed on the property resulting in more than 400 vehicle trips per day from the subject property. It is anticipated that the proposed water treatment facility will generate some vehicle trips associated with on-site maintenance and operations personnel. According to the ITE Trip Generation Manual, 11th Edition, utility installations for water supply or control generate approximately 12 daily vehicle trips and 2.3 peak hour vehicle trips per 1,000 ft² of operational floor area. Vehicle trip rates are also correlated with the number of employees stationed at the site, which is expected to be minimal due to facility automation. The applicant will be responsible for determining the specific traffic generation characteristics of the utility installation and any required traffic improvements at the time of future site plan review.

Finding 13: Under the provisions of the Annexation Agreement for the property (adopted in Ordinance 6469) the applicant will be responsible for providing a pedestrian walkway connection through the property from 65th Street to Thurston Middle School. Additionally, a pedestrian walkway connection is to be stubbed out to the eastern boundary of the site for future extension to 66th Street. The pedestrian walkway will also serve as a secondary emergency access to and from 65th Street.

Finding 14: The proposed development site is located about 800 feet walking distance from Thurston Road, which is served by Lane Transit District bus route #11 (Thurston). There is an existing transit stop on the south side of Thurston Road between 65th Street and 65th Place.

Finding 15: The findings adopted in support of the recent annexation of the property (Ordinance 6469) details which public facilities and services are already provided to the site with sufficient

capacity to support the requested rezoning from R-1 to PLO, and which public facilities and services will need to be upgraded or extended as part of the site's future development. For public facilities and services that are not presently adequate to support the requested rezoning from R-1 to PLO and future development of a water filtration and treatment plan, the Annexation Agreement includes requirements for the applicant to extend or improve those facilities or services at the time of development. Existing or planned public facilities and services within or on the perimeter of the subject property include the following:

- Sanitary Sewer: There is an existing 8-inch sanitary sewer line within 65th Street that is stubbed out to the southern boundary of the site. The sewer line has adequate capacity for development of the subject property with residential land uses but is not sufficient to accept large volumes of treatment water from the proposed filtration plant. Through the Annexation Agreement for the property, the applicant will be responsible for evaluating the downstream capacity in the City's sanitary sewer system and providing for extra capacity where needed to accommodate flows from the water filtration and treatment plant.
- Storm Sewer: As noted in the applicant's narrative, there is a 42-inch stormwater line just to the west of the subject property that runs northward through the Thurston Middle School site. Future development of the property will require provision of on-site stormwater collection, treatment and discharge mechanisms which could include an overflow to the public system. Evolving stormwater regulations now require more infiltration and management of drainage on individual sites and discharge to the public system is typically limited to pre-development flow conditions, or less. The applicant will be responsible for installing private stormwater facilities to manage drainage on the site and these will be reviewed and approved through a future site plan review process.
- Water: The site is identified for construction of a water filtration and treatment facility that will deliver potable water to the public system. SUB operates and maintains water system facilities on adjoining properties with production wellheads, including Thurston Middle School. With the proposed construction of buildings for water utility facilities the applicant will need to review the location and availability of public fire hydrants as site development plans are prepared for the project.
- Electricity: SUB Electric has underground conduit and electrical facilities near the 65th Street frontage of the property and within the adjacent Thurston Middle School site. There are also existing overhead lines on the 66th Street frontage that could potentially serve the subject property. The planned electrical facilities are to be placed underground and will be detailed in future site development plans for the property.
- Telecommunications: Comcast and CenturyLink have telecommunication facilities along the 65th and 66th Street frontages of the property. The existing and planned facilities are suitable for future development of the site with a public utility use.

Finding 16: As stated herein, should the applicant's request for zone change be approved, future development of the subject site with a high impact public utility installation use will be subject to the land use approval process outlined in SDC 5.17.100 (Site Plan Review), or other similar approval process in effect at the time of the future development application.

Conclusion: The proposed rezoning meets Criterion 3.

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 17: The applicant has not submitted a concurrent *Metro Plan* diagram amendment application nor is one required pursuant to SDC 3.2.705(B). In accordance with SDC 3.2.705(B) and the *Springfield Comprehensive Plan – Residential Land and Housing Element*, the Public Land & Open Space zoning district can be implemented on a range of land use designations including low, medium and high density residential. Therefore, Criterion 4 is not applicable this proposal.

Conclusion: Criterion 4 is not applicable to this proposed rezoning.

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

Conditions of Approval

SDC Section 5.22.120 allows for the Approval Authority to attach conditions of approval to a zone change request to ensure the application fully meets the criteria of approval. The specific language from the Code section is cited below:

5.22.120 CONDITIONS

The Approval Authority may attach conditions as may be reasonably necessary in order to allow the Zoning Map amendment to be granted. Off-site capacity issues have been addressed through the executed Annexation Agreement for the property. Additionally, the specific characteristics of the proposed water filtration and treatment facility will be reviewed through a future Type 2 Site Plan Review process which includes provision for public notification. There is no need for a condition of approval.