

COMMUNICATION MEMORANDUM**CITY OF SPRINGFIELD**

DATE: April 13, 2010**TO:** Joint Planning Commissions**PLANNING COMMISSION
COMMUNICATION
MEMORANDUM****FROM:** Mark Metzger, Planner III**SUBJECT:** Springfield 2030 Refinement Plan – Transportation impacts of the proposed Metro Plan re-designations to resolve existing Plan/Zone conflicts

ISSUE: Staff has prepared a proposal that would resolve a significant number of plan/zone conflicts through subsequent adoption of the *Springfield 2030 Refinement Plan* – a refined comprehensive plan diagram for Springfield. OAR 660-012-0060 (1) requires communities to evaluate the potential impact of amendments to acknowledged comprehensive plans to determine if the amendments would significantly affect existing or planned transportation facilities. If the land use changes have a significant impact then communities must take action to amend their local transportation plans to lower the planned functional capacity or mitigate the impact of the changes through other means.

OAR 660-012-0060 (1) states that a plan or land use regulation amendment significantly affects a transportation facility if it would:

- (a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);
- (b) Change standards implementing a functional classification system; or
- (c) As measured at the end of the planning period identified in the adopted transportation system plan:
 - (A) Allow land uses or levels of development 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;
 - (B) Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP or comprehensive plan; or
 - (C) Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.

DISCUSSION: Staff has prepared an analysis that supports a position that the proposed amendments will not significantly affect Springfield's transportation facilities within the Springfield 2030 planning area. The analysis shows how the proposed changes primarily affect existing development where the changes are made to bring the comprehensive plan designations into conformance with existing zoning and that the great majority of these changes

reflect development that is already in place. The scope of the Springfield 2030 Plan and the city's efforts to resolve Plan/Zone conflicts requires this high level analysis that considers the overall impact of the proposed amendments.

Background

Metro Plan and neighborhood refinement plans are intended to establish where various types of development (residential, commercial, industrial, etc.) are to occur. These designations are implemented through Springfield's various zoning districts. Staff conducted an analysis to compare existing Metro Plan and Refinement Plan designations with the Springfield Zoning Map. For the great majority of the 22,476 tax lots within the Springfield Urban Growth Boundary there is consistency between the land uses designated by the Metro Plan and Refinement Plans and the implementing zoning.

Staff has identified 895 instances where the zoning of a parcel is not consistent with the Metro Plan and/or refinement plan designation. A "plan/zone conflict" places a cloud of uncertainty on development or redevelopment of a parcel which requires resolution through a Planning Commission review process before development permits can be processed. Since the buildable lands inventories are based on plan designations, not zoning, it is important that known conflicts be resolved to the maximum extent practicable at this stage in the planning process so that the inventories are as accurate as possible.

Staff proposes to address a portion of the plan/zone conflicts as we prepare recommendations for significant updates to Springfield's land use plans. Staff examined each plan/zone conflict and developed recommendations for Metro Plan/Refinement Plan changes to resolve 297 of them. To resolve all 895 conflicts, a combination of Plan/Refinement Plan and zone changes will be needed. Some conflicts are in areas of the city such as Glenwood and Downtown where planning activities are ongoing. Other conflicts are in areas where new planning efforts are likely to be initiated in the near future such as Jasper-Natron or along the Main Street corridor. In these cases, no recommendation was prepared for most conflicts since future planning efforts will resolve them in the context of a new plan for the area.

The proposed changes would affect 66.24 acres of vacant land and this could have some effect on the buildable lands inventories. Of this, 40.86 acres are attributable to a 25.13 acre change from Sand and Gravel to Light Medium Industrial; and another 15.73 acre change from Campus Industrial to Park and Open Space was approved several years ago when the Gateway sports complex was created. The change to Parks and Open Space was approved but never shown on the Gateway Refinement Plan. The acreage changed from Sand and Gravel to Light Medium Industrial is almost entirely covered by a pond that remains from an abandoned gravel mining operation.

The remaining 25.38 acres is composed of dozens of small changes, the majority of which correct the land use designation to reflect the existing zoning or which reflects a change to fit the context of the neighborhood or reality on the ground. Staff has not applied constraints to the acreages presented here, and thus at this time we cannot provide an accurate estimate regarding how this proposed action would affect the *buildable* land inventories. The following section of this memorandum summarizes the methodology used to conduct the plan/zone conflict analysis and to evaluate the likely transportation impacts on Springfield's transportation facilities as required by OAR 660-012-0060 (1)

Methodology and Analysis of the Proposed Metro Plan Diagram Changes

Staff identified 895 apparent conflicts between the Metro Plan and neighborhood refinement plan designation using information maintained on the City's Geographic Information System (GIS), the database maintained by the Lane County Assessor's Office and data maintained for the Regional Land Use Database (RLID).

The Metro Plan Diagram is an 11"x17" comprehensive plan map that shows plan designations for the greater Eugene-Springfield area. The Diagram is not parcel specific and many times the boundary between one land use designation and another has no meaningful point of reference to show with precision where the boundary is located. At various times, Hearings Officials have indicated that those boundaries between land uses that have no points of reference (like an abutting street), may be subject to interpretation within a distance of up to 150 feet.

Springfield's Refinement Plans are parcel specific and provide more accurate designation of the intended land use at the neighborhood level.

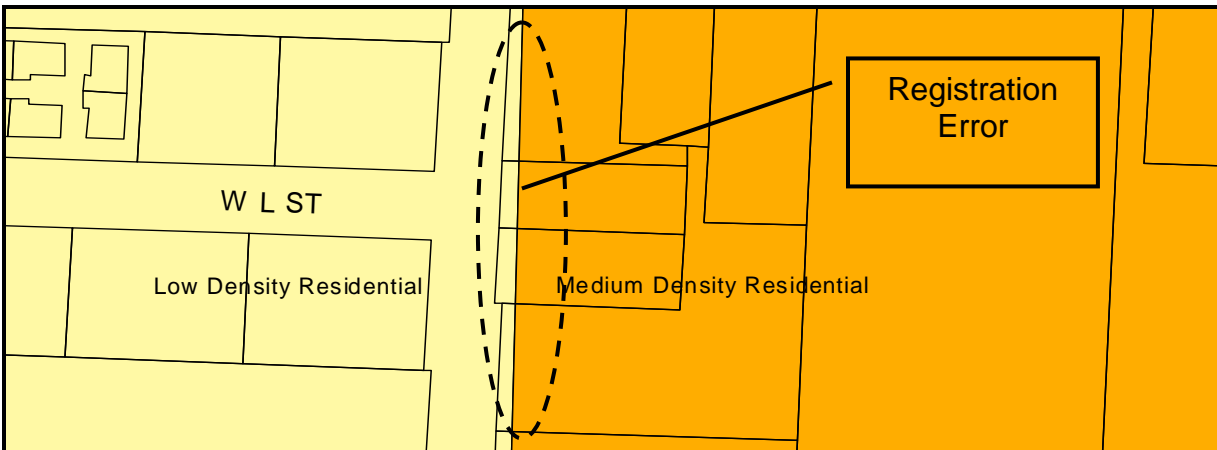
Staff used GIS to overlay a computer representation of the Metro Plan on top of Springfield's parcel specific zoning map to identify Metro Plan/zoning conflicts. As expected, the plan designation boundaries shown on the non-specific Metro Plan Diagram did not always line up with the boundaries of the parcel specific zoning map. The Refinement Plans, being parcel specific, conform to parcel lines without overlap.

GIS allows the use of map information, aerial photography and property specific data from the Lane County Assessor and RLID parcel files to analyze individual conflicts. Staff used information from each of these data sources to create a spreadsheet that identified tax lots where these conflicts exist.

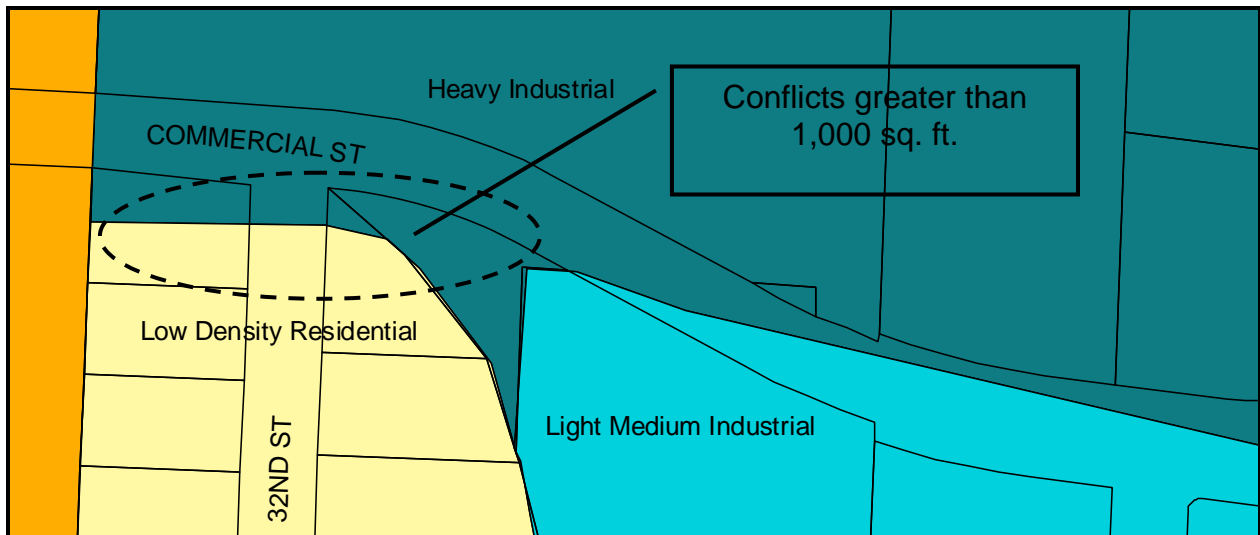
It was immediately obvious that the great majority of the apparent conflicts identified by GIS were small fragments of parcels that revealed the discrepancies between the general Metro Plan and the parcel specific zoning maps. In effect, the conflicts were registration errors between the two maps. The intended land use designation shown by the Metro Plan Diagram was evident, but the Diagram did not register exactly with the underlying parcels and the zoning for those parcels. Refinement Plan/zoning conflicts were clearly identifiable as differences between the assigned designation and the zoning for the same parcel.

Where registration errors were evident, and the affected parcel fragments were less than 1000 square feet in size, these fragments were assumed to be consistent with the parent parcel and not a plan/zone conflict. There were many fragments which were larger than 1,000 square feet that where there was little doubt as to the intended Metro Plan Designation for the parent lot. These cases were treated as plan/zone conflicts none the less. The majority of the 895 apparent plan/zone conflicts are composed of these larger fragments for which the intent of the Metro Plan Diagram requires little interpretation.

Registration Errors between the Metro Plan Diagram and Underlying Parcels



Metro Plan/Zoning Conflicts Greater than 1000 Sq. Ft.



Metro Plan/Refinement Plan /Zone Conflicts

Staff met weekly from August through October to consider how best to resolve the identified conflicts. At each meeting staff reviewed aerial photos, zoning maps and other data for each tax lot where a conflict exists. Staff discussed the context of the conflicting lot, existing use of the lot itself, and the future prospect of development in the area. A recommendation was then recorded for each lot on a spreadsheet. The recommendations fell into three categories: 1) change the Metro Plan/Refinement plan designation; 2) change the zoning; and 3) defer a recommendation for future planning. The action that is being presented for consideration is for Metro Plan designation changes only and not zone changes.

Recommendations have been made for resolving 297 plan/zone conflicts. In many cases, the conflicts were located in neighborhood refinement plan areas where planning efforts are already in progress, such as Downtown and Glenwood. These conflicts were left unresolved awaiting the completion of those planning projects. Recommendations to resolve conflicts along the

Main Street Corridor, Pioneer Parkway and in the Jasper Natron area were also reserved for future planning.

Findings

Tables 1 through 6 below summarize the recommended changes to resolve Plan/Zone conflicts. The following findings can be made from these tables:

- Table 1 shows that about 177 lots are proposed to change to a more intensive use. These changes averaged about .75 acres each. This average drops to about .53 acres if you drop out the three Sand and Gravel parcels that were changed to Light-Medium Industrial which are largely unbuildable. Half-acre changes scattered throughout the city are not likely to have a significant affect on any single local transportation facility, particularly since the majority of these lots are already developed and the change reflects the current use of the parcels.
- Table 1 also shows that of the 177 lots that are proposed to change to a more intensive use, 126 lots are changing from Low Density Residential to Medium Density Residential. The average change per lot is .18 acres, or about 8,000 square feet, the size of a single family lot. Table 3 shows that only .68 acres of vacant Medium Density Residential Land will be added by the proposed changes.
- Table 2 shows the changes and acreages that represent more intensified uses. The largest single intensification of use in terms of acres added is again the Sand and Gravel conversion to Light-medium Industrial. Only about 13.6 acres of vacant Light Medium Industrial land will be added by the proposed action if you remove the unbuildable land added by the conversion of the Sand and Gravel parcels. The 13.6 acres is comprised of 16 small parcels lots (average .85 acres), not counting the Sand and Gravel conversion.
- Table 3 shows the land use designations that will significantly increase in acreage by the proposed actions. Table 4 shows that only two designations, Parks and Open Space (11.7 acres) and Light-Medium Industrial (38.72 acres) will gain vacant land. The majority of proposed changes simply reshuffle land that has already been developed.
- Table 5 shows the acreage for changes in vacant and developed land within ½ mile of the interchanges with I-5 and Hwy 126. Only about .65 acres of vacant buildable land are is located within ½ mile of the state highway interchanges if the Sand and Gravel conversion parcels are omitted. There are 23.53 acres of developed land within the ½ mile radius. Diagram 1 is a map of the parcels and affected interchanges.
- Table 6 shows the acreage for changes in vacant and developed land within ¼ mile of Franklin Blvd., Main Street, and South A Street. Only about .11 acres of vacant buildable land are is located within a ¼ mile of these streets. There are 4.73 acres of developed land within the ½ mile radius. Diagram 1 is a map of the parcels and the affected streets.
- It can be reasonably construed that proposed Metro Plan and Refinement Plan changes will not have a significant affect on Springfield's transportation facilities according the OAR 660-012-060, given the small number and parcel acreage of more intensified uses, and in particular vacant acreage that will be affected.

A key to the land use abbreviations used for Tables 1-6 may be found at the end of this document.

Table 1. Character of Recommended Metro Plan/Refinement Plan Amendments

Character of Recommended Changes	Change From:	Change To:	Number of Lots	Acres	Changes/Acre
Changes to a <u>more</u> intensive use:	POS	LDR	6	4.47	.75
	PLO	LDR	5	0.59	.12
	POS	MDR	2	0.44	.22
	POS	CC	1	1.92	1.92
	LDR	MDR	126	22.89	.18
	LDR	HDR	5	4.98	1.00
	LDR	CC	2	0.73	.37
	LDR	LMI	16	14.13	.88
	MRC	HDR	1	1.43	1.43
	MRC	CC	2	1.89	.95
	LMI	MDR	1	0.17	.17
	LDR	GE	1	2.21	2.21
	LDR	MRC	1	2.59	2.59
	MDR	CI	1	0.3	.3
	SG	LMI	3	25.21	8.40
	HI	LDR	2	0.06	.03
	HI	CC	2	3.74	1.87
POS	HI	1	0.07	.07	
SUBTOTAL			177	87.82	.75
Changes to a <u>less</u> intensive use:	Change From:	Change To:	Number of Lots	Acres	Changes/Acre
	CC	LDR	35	4.92	.14
	CC	MDR	15	2.61	.17
	CC	LMI	2	7.38	3.69
	MDR	LDR	29	6.77	.23
	MDR	POS	2	0.78	.39
	LMI-MU	LDR	2	0.84	.42
	LMI-MU	POS	3	4.12	1.37
	LDR	POS	6	1.75	.29
	LDR	HI	1	0.04	.04
	LMI	LDR	6	1.88	.31
	LMI	HI	1	1.75	1.75
	HDR	POS	1	4.76	4.76
	HI	POS	3	19.26	6.42
CI	POS	3	15.73	5.24	
SUBTOTAL			110	72.59	.65
Changes to a <u>similar</u> intensity:	Change From:	Change To:	Number of Lots	Acres	Changes/Acre
	CC	C/ND	2	15.81	7.9
	CI	LMI	4	9.54	2.39
	MU-LMI/CC	CC	3	1.17	.39
	LMI-MU	LMI	1	0.15	.15
SUBTOTAL			10	26.67	2.67
TOTAL OF ALL RECOMMENDED CHANGES			297	187.08	.63

Table 2. Metro Plan/Refinement Plan Changes that Intensify Uses

Recommended Changes	Affected Lots	Existing Designations Change From:								Total Acres
		HI	LDR	LMI	MDR	MRC	PLO	POS	SG	
CC	7	3.74	0.73			1.89		1.92		8.28
CI	1				0.3					0.3
GE	1		2.21							2.21
HDR	6		4.98			1.43				6.41
HI	1							0.07		0.07
LDR	13	0.06					0.59	4.47		5.12
LMI	19		14.13						25.21	39.34
MDR	129		22.89	0.17				0.44		23.5
MRC	1		2.59							2.59
Total Acres		3.8	47.53	0.17	0.3	3.32	0.59	6.9	25.21	87.82

Table 3. Overall Change in Plan Designations by Acreage

Plan Designation	From (Loss)	To (Gain)	Difference
Community Commercial	30.72	9.45	-21.27
Campus Industrial	25.27	.30	-24.97
High Density Residential	4.76	6.41	1.65
Heavy Industrial	23.06	1.86	-21.2
Low Density Residential	49.32	19.53	-29.79
Light Medium Industrial	3.8	56.41	52.61
Light Medium Industrial-Mixed Use	5.11	0	-5.11
Medium Density Residential	7.85	26.11	18.26
Major Retail Center	3.32	2.59	-.73
Mixed Use- Light Medium Industrial/Commercial	1.17	0	-1.17
Public Lands and Open Space	.59	0	-.59
Parks and Open Space	6.90	46.40	39.50
Sand and Gravel	25.21	0	-25.21
Government and Education	0	2.21	2.21
Community Commercial/ Nodal Development	0	15.81	15.81
	0	0	0
Total	187.08	187.08	0.0

Table 4. Changes in Vacant Acreage by Plan Designations

Plan Designation	From	To	Difference
Community Commercial	8.05	5.35	-2.70
Campus Industrial	18.99	.30	-18.69
High Density Residential	0	0	0
Heavy Industrial	3.07	.04	-3.03
Low Density Residential	3.63	4.41	.78
Light Medium Industrial	0	38.72	*38.72
Light Medium Industrial-Mixed Use	0	0	0
Medium Density Residential	1.33	.68	-.65
Major Retail Center	0	0	0
Mixed Use- Light Medium Industrial/Commercial	0	0	0
Public Lands and Open Space	2.01	.78	-1.23

Parks and Open Space	4.03	15.73	11.70
Sand and Gravel	25.13	0	-25.13
Government and Education	0	0	0
Community Commercial/ Nodal Development	0	.23	.23
Total	66.24	66.24	0.0

*Only about 13.6 acres of vacant Light Medium Industrial land will be added by the proposed action if you remove the unbuildable land added by the conversion of the Sand and Gravel parcels. The 13.6 acres is comprised of 16 small parcels lots (average .85 acres), not counting the Sand and Gravel conversion.

Table 5. Changes in Vacant and Developed Acres within ½ Mile of State Highway Interchanges on I-5 and Hwy 126

Change To:	<u>Vacant</u> Acreage within ½ Mile of Interchanges	<u>Developed</u> Acreage within ½ Mile of Interchanges
C	0.4	4.11
C/ND	0.23	
CC		1.89
HDR		6.41
LDR	.25	5.07
LMI	**26.73	.08
MDR		5.97
Total Acreage	27.38	23.53

**Includes 25.13 acres of Sand and Gravel proposed for Light- Medium Industrial that is not buildable. Only about .65 acres of vacant buildable land are is located within ½ mile of the state highway interchanges.

Table 6. *Changes in Vacant and Developed Acres within ¼ Mile of Franklin Blvd., Main Street and South A Street**

Change To:	<u>Vacant</u> Acreage within ¼ Mile of Franklin/Main/South A	<u>Developed</u> Acreage within ¼ Mile of Franklin/Main/South A
HI		1.75
LMI	.11	.77
MDR		2.21
Total Acreage	.11	4.73

***Resolution of the plan/zone conflicts for parcels located within ¼ mile of Franklin Blvd., Main Street and South A Street are being deferred until a comprehensive “corridor plan” can be completed. The figures in Table 6 represent those few parcels that are being considered for change through this plan/zone resolution action.

Key to Land Use Abbreviations Used in Tables 1-4

C	Commercial
CC	Community Commercial
CI	Campus Industrial
CC/ND	Community Commercial/ Nodal Development
HDR	High Density Residential
GE	Government and Education
HI	Heavy Industrial
LDR	Low Density Residential
LMI	Light Medium Industrial
LMI-MU	Light Medium Industrial-Mixed Use
MDR	Medium Density Residential
MRC	Major Retail Center
MU-LMI/CC	Mixed Use- Light Medium Industrial/Commercial
PLO	Public Lands and Open Space
POS	Parks and Open Space
SG	Sand and Gravel