



STAFF REPORT

May 5, 2020

AGENDA ITEM: File No. CPA-19006

Public Hearing to Consider a Comprehensive Plan Amendment and Zone Map Change application to change the zoning designation on multiple properties totaling 12.12 acres south of Bush Street between South 4th and South 1st Streets from C-2(M) Commercial-Medical to R-1-6 (Residential Single Family) and Civic. The project area is identified on the Jackson County Assessor's map as 37 2W 11BC, Tax Lots 800 through 5000 and 37S 2W 11BL, Tax Lots 100-700. **Applicant:** City of Central Point.

STAFF SOURCE:

Tom Humphrey AICP, Community Development Director

BACKGROUND:

The City is initiating minor comprehensive plan and zone map amendments in an area identified as the *C2M Land Use Study Area* in the Land Use Element of the City's Comprehensive Plan. This area has been in transition since the close of the Asante Medical Facility. The Asante property and adjoining home sites were designated for Commercial-Medical uses in the past but this designation is no longer applicable. At the time the Land Use Element was being considered for adoption in 2018 the Asante Corporation was negotiating the sale of their property and it is clear with its sale to School District #6 that the property will no longer be used for medical purposes.

The School District asked the City to initiate a zone change for their property alone but under the circumstances the City considers it wise to eliminate the medical zoning designation altogether. Since there are many single family homes in the C-2(M) zoning district, residents and property owners may wish to have their commercial zoning changed to residential zoning at no expense to them. The change will allow residents to maintain their single family homes or duplexes and to add ADUs if they choose. It will also allow the future expansion of School District #6 facilities. In consideration of this application, there are four criteria that should be addressed:

1. **Statewide Planning Goals.** A finding of consistency with the applicable statewide planning goals applies to both major and minor amendments to the Comprehensive Plan (reference CPMC, Chapter 17.96.500 Approval criteria). The proposed Comprehensive Plan Land Use revision and Map change constitute an amendment to employment and residential land uses in Central Point. In each case the City has performed a Buildable Lands Inventory the results of which support these changes.

The changes are compatible with 1) a Civic Goal: *To include in each land use category sufficient public lands for land uses related to community public facilities, such as city hall, public schools, community centers, etc.* and 2) a Residential Goal: *To preserve the value and character of older-single-family neighborhoods through proper zoning, including reasonable efforts to encourage maintenance and rehabilitation as an alternative to transitional development at higher densities.* Staff believes that proposed changes are consistent with Statewide Planning Goal 2 – Land Use Planning (Attachment B).

2. **Comprehensive Plan Compliance.** The current land use plan designation for the property is Commercial Medical and was designated a study area in the Comprehensive Plan Land Use Element because it was an area in transition. The proposed Low Density Residential and Civic land use and zoning designations would be consistent with the existing and the proposed uses in the neighborhood. The properties in question will be given more realistic land use categories that have been adopted by the City and are consistent with City goals, policies and actions.
3. **Compatibility with Surrounding Land Uses and Zoning.** The proposed zone map amendment occurs on thirty three (33) lots south of Bush Street between South 4th and South 1st Streets. South 2nd Street is the main entrance into the School District property. This is an established neighborhood of predominantly single family homes which is contiguous to other neighborhoods of single family homes and civic uses to the north, south and east.

Property owners and lenders have periodically questioned the legal non-conforming status of homes in this area during property sales and refinancing. This typically hasn't proven to be a problem in the C-2(M) zoning district but it will be much clearer in the future if the homes were zoned exclusively residential. Preliminary staff analysis indicated that rezoning will not change property tax assessment.

4. **Traffic Impacts/Transportation Planning Rule Compliance.** The State Transportation Planning Rule (TPR) in OAR 660-012-0060 requires changes to land use plans and land use regulations (i.e. Comprehensive Plan Map Amendments and Zoning Map Amendments) to be consistent with the function and capacity of existing and planned transportation facilities. The City contracted with a local engineering group (Ausland) who evaluated the impact the comp plan and zone change will have on traffic within the vicinity (Attachment (“C”). Their conclusion is that the proposed amendments will generate more daily trips than the current land use designations. Upon further investigation it appears that trips generated from homes in the *existing* zoning district were not included in the analysis. They do show up in the *proposed* zoning district. If assumptions are reexamined, there should be no net increase in Daily Trips from one zone to the next. The Planning Department Supplemental Findings (Attachment “B”) reflect the conclusions in the engineer’s analysis.

ISSUES:

Staff is awaiting an answer from the traffic consultant and a resolution of assumptions used for the traffic analysis.

ATTACHMENTS:

Attachment “A” – Comprehensive Plan and Zoning Maps
Attachment “B” – Planning Department’s Findings
Attachment “C” – Ausland Group Traffic Impact Analysis
Attachment “D” – Resolution No. 880 (Distributed at a later date)

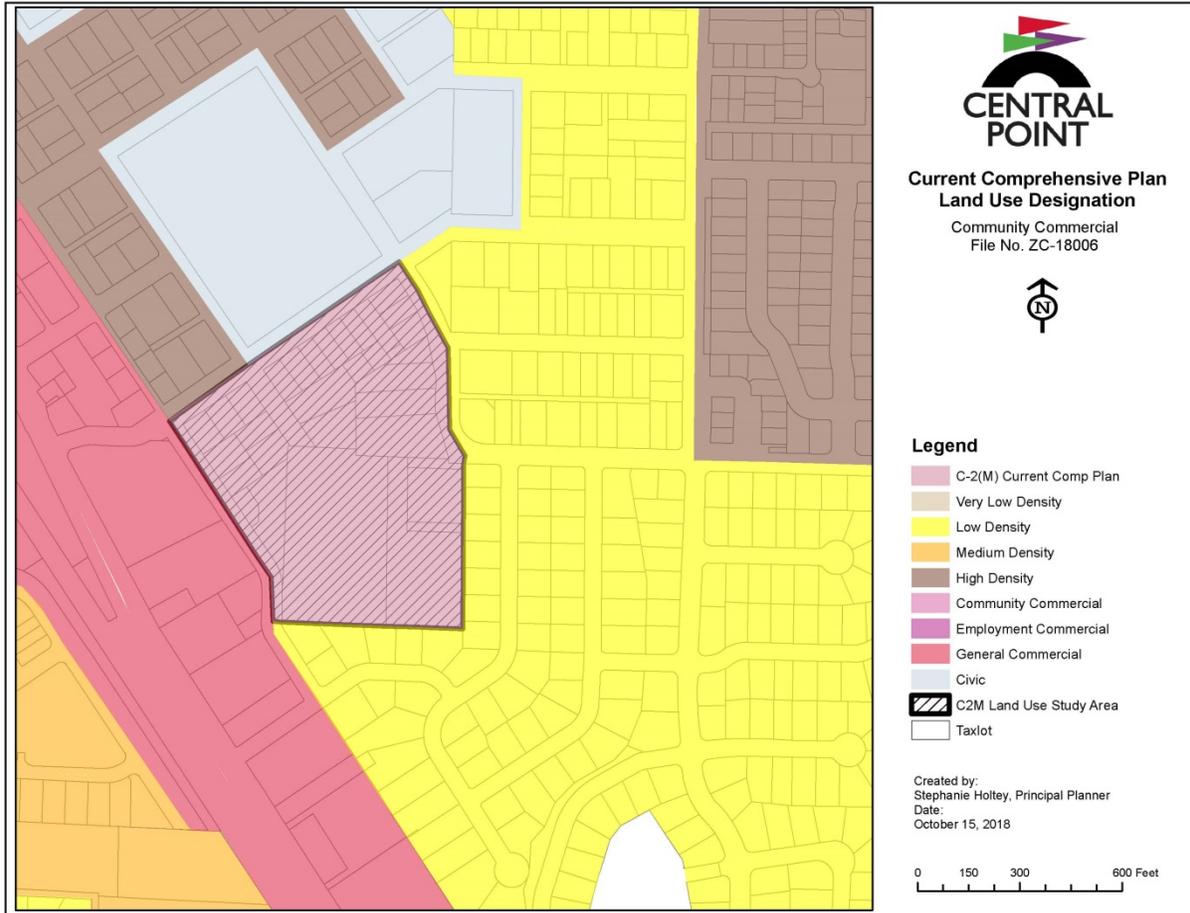
ACTION:

Open public hearing and consider the proposed amendment to the Zoning Map, close public hearing and 1) recommend approval to the City Council; 2) recommend approval with revisions; or 3) deny the application.

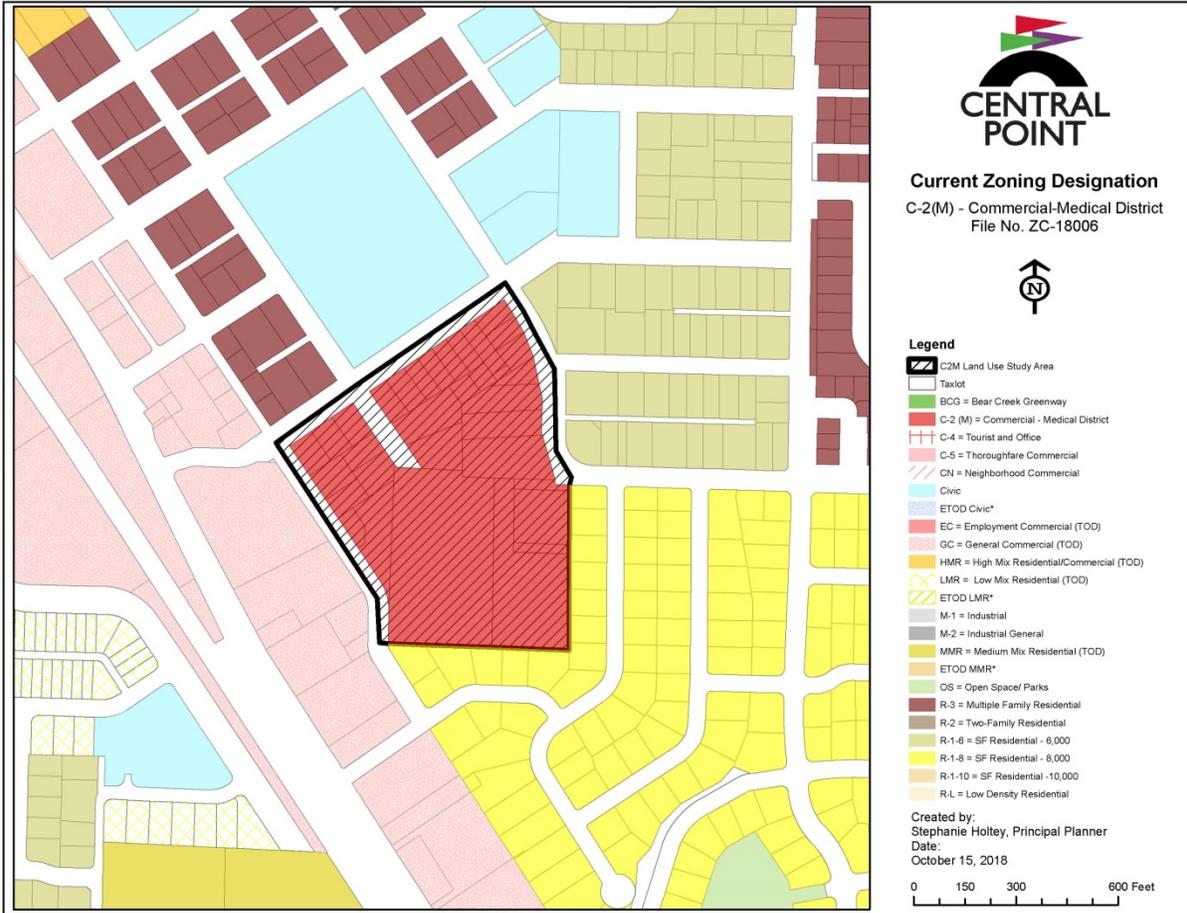
RECOMMENDATION:

Recommend approval of Resolution No. 880 Per the Staff Report dated May 5, 2020 and supported by Findings of Fact.

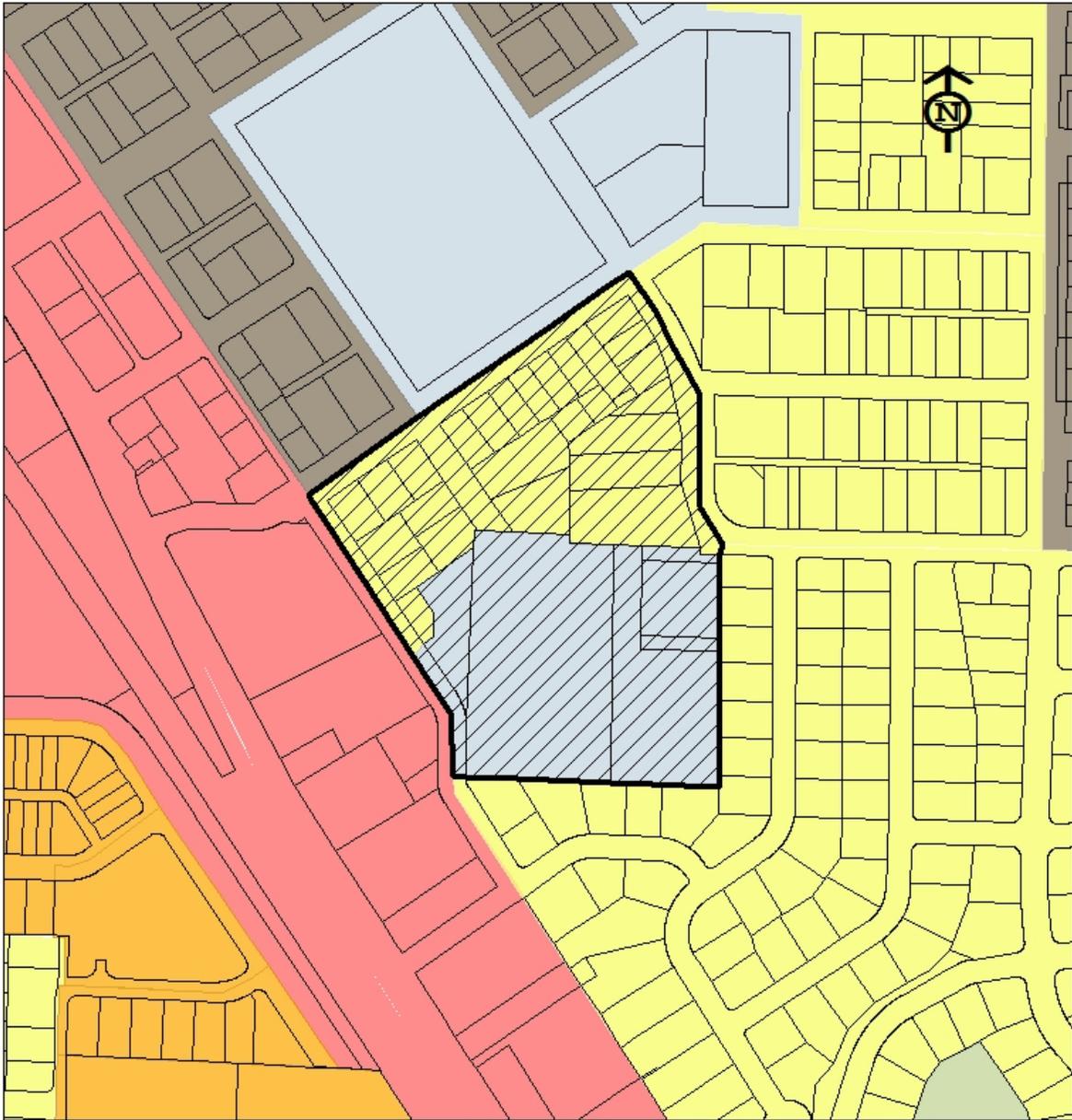
Current Comprehensive Plan Map



Current Zone Designation Map



Proposed Comprehensive Plan Designation

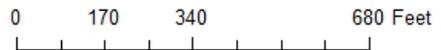


Proposed Land Use Designation



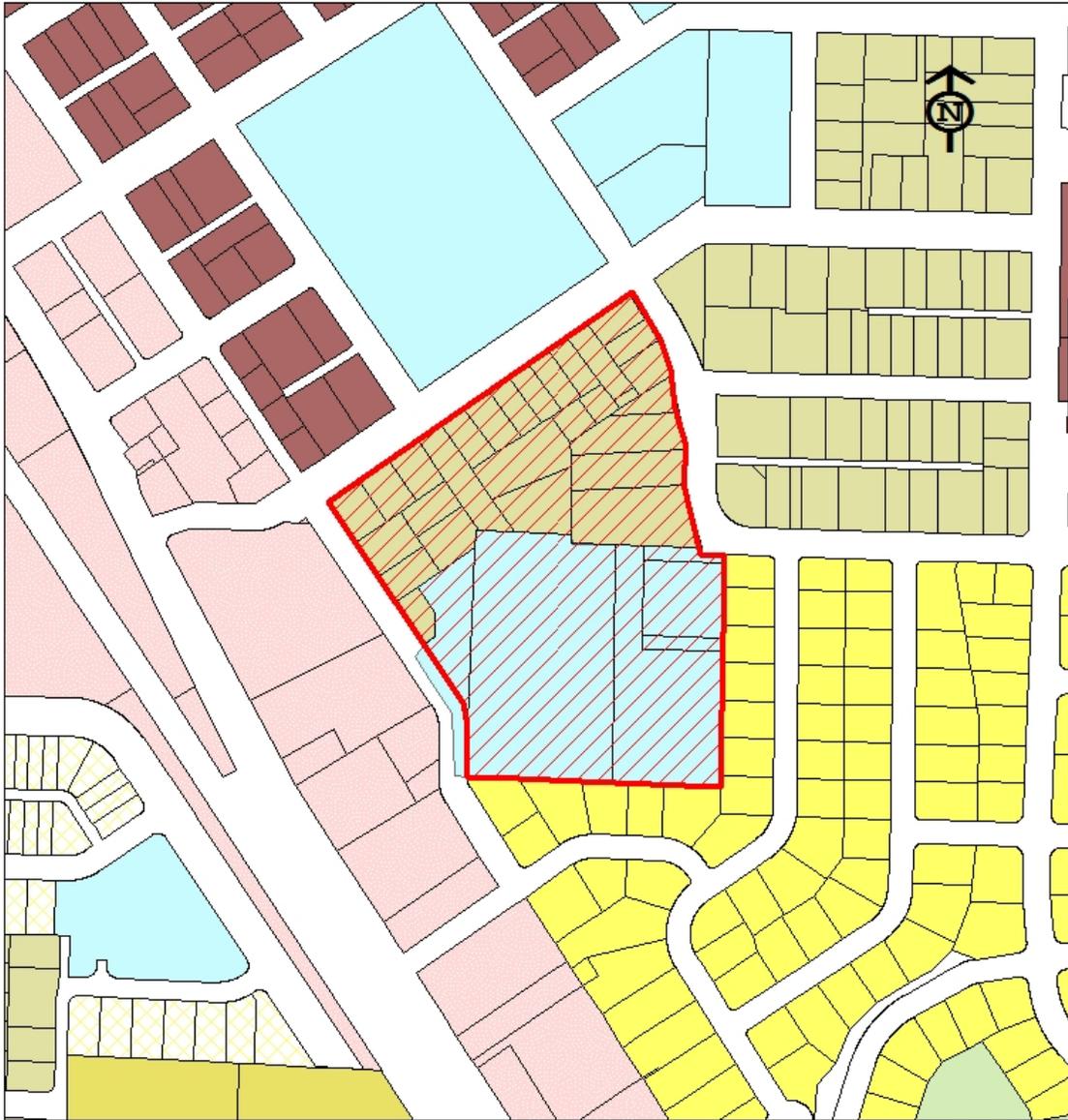
Legend

- | | |
|--|--|
|  Taxlots |  Low Density |
|  Study Area |  High Density |
|  OS |  Commercial |
|  Very Low Density |  Civic |
|  Medium Density | |



Created by:
Eileen Mitchell, Community Planner 1
Date: 9/30/2019

Proposed Zoning Map Change



Proposed Zoning Designation



Legend

- Study Area
- Taxlot
- Civic
- GC (TOD)
- LMR (TOD)
- MMR (TOD)
- OS
- R-3
- R-1-6
- R-1-8

0 170 340 680 Feet

Created by:
Eileen Mitchell, Community Planner 1
Date: 11/12/2019

**FINDINGS OF FACT
AND CONCLUSIONS OF LAW
File No. CPA-19006**

Before the City of Central Point Planning Commission

Consideration of a Comprehensive Plan Amendment and Land Use Redesignation on multiple properties totaling 12.12 acres south of Bush Street between South 4th and South 1st Streets. The property is identified on the Jackson County Assessor’s map as 37S2W 11BC, Tax Lots 800 through 5000 and 37S 2W 11BL, Tax Lots 100-700.

Applicant:

City of Central Point and) Findings of Fact
Central Point School District #6) and Conclusion of Law

**PART 1
INTRODUCTION**

The above referenced tax lots are proposed to be redesignated and rezoned to low density residential and civic uses to conform with existing residential activity and to allow the redevelopment of a former medical facility for civic activity. The proposal will not have a widespread and significant impact beyond the immediate area. These findings have been prepared with the understanding that both the Comprehensive Plan (Map) and Zoning Map will be changed to become consistent with one another.

The Comprehensive Plan Amendment involves a quasi-judicial map amendment, which is processed using Type III application procedures. These procedures are set forth in Section 17.05.400 and provide the basis for decisions upon standards and criteria in the development code and the comprehensive plan, when appropriate.

Applicable development code criteria for this Application include:

- 1. Statewide Planning Goals
- 2. Comprehensive Plan
- 3. State Transportation Planning Rule
- 4. CPMC, Chapter 17.96

Findings will be presented in six (6) parts addressing the requirements of Section 17.05.400 as follows:

- 1. Introduction
- 2. Statewide Planning Goals
- 3. Comprehensive Plan
- 4. Statewide Transportation Rule
- 5. Zoning Ordinance
- 6. Summary Conclusion

**PART 2
STATEWIDE PLANNING GOALS**

A finding of consistency with the applicable statewide planning goals applies to both major and minor amendments to the Comprehensive Plan (reference CPMC, Chapter 17.96.500 Approval criteria).

Goal 2: Land Use Planning

PART I – PLANNING

To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions ...

Finding: The proposed Comprehensive Plan Land Use revision and Map change constitute an amendment to employment and residential land uses in Central Point. In each case the City has performed a Buildable Lands Inventory the results of which support these changes. The changes are compatible with a Civic Goal: *To include in each land use category sufficient public lands for land uses related to community public facilities, such as city hall, public schools, community centers, etc.* and a Residential Goal: *To preserve the value and character of older-single-family neighborhoods through proper zoning, including reasonable efforts to encourage maintenance and rehabilitation as an alternative to transitional development at higher densities.* The proposed language reflects land use changes made by the City over time and identifies current land uses and zones approved by the City and acknowledged by the state. The Oregon Department of Land Conservation and Development was notified of this Comprehensive Plan Amendment and has not yet commented.

Conclusion: Consistent with Statewide Planning Goal for Land Use Planning.

PART 3 COMPREHENSIVE PLAN

The Comprehensive Plan Land Use Map currently designates the properties in question as the C2M Land Use Study Area and the land use application proposes to re-designate this land for Low Density Residential and Civic uses to match neighborhood designations. This area has been in transition since the close of the Asante Medical Facility. The Asante property and adjoining homesites were designated for Commercial-Medical uses but this designation no longer applicable. At the time the Land Use Element was being considered for adoption the Asante Corporation was negotiating the sale of their property and it is clear with its sale to School District #6 that the property will no longer be used for medical purposes.

Finding: The properties in question will be given land use categories that have been adopted by the City and are consistent with City goals, policies and actions.

Conclusion: Consistent.

PART 4 STATEWIDE TRANSPORTATION RULE

Section 660-012-0060(1) Where an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, the local government shall put in place measures as provided in section (2) of this rule to assure that allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility. 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;*

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 types or levels of land uses that would result in 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.

Finding 660-012-0060(1)(a): The proposed plan amendment and zone change does not change the functional classification of an existing or planned transportation facility. The proposed zone change from C-2(M) to R-1-6 and Civic will not necessitate a change to any of the surrounding street classifications. Bush Street and South 1st, 2nd and 4th Streets are all local residential streets.

Conclusion 660-012-0060(1)(a): No significant affect.

Finding 660-012-0060(1)(b): A traffic analysis was performed for the proposed plan amendment and zone change however an error in an assumption of existing conditions rendered an incorrect conclusion about daily trips generated. Once the assumption is corrected it is expected that there will be no or an insignificant increase in daily trips from the existing zoning to the proposed zoning. Consequently, the proposed amendments will not cause a change to standards implementing the City's transportation system.

Conclusion 660-012-0060(1)(b): No significant affect.

Finding 660-012-0060(1)(c)(A): The proposed plan amendment and zone change will not cause an increase in land uses that would result in levels of travel or access that would be inconsistent with the City's functional street classification system for existing and planned transportation facilities.

Conclusion 660-012-0060(1)(c)(A): No significant affect.

Finding 660-012-0060(1)(c)(B): There are no known operational or safety concerns as a result of the proposed land use amendment and zone change. The proposed zone change will not reduce the performance of any existing or planned transportation facilities below the minimum acceptable performance standard identified in the Master Plan, or in the City's Transportation System Plan.

Conclusion 660-012-0060(1)(c)(B): No significant affect.

Finding 660-012-0060(1)(c)(C): The proposed plan amendment and zone change will not cause the worsening of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the Master Plan or

Comprehensive Plan. No capital improvements are scheduled in the City's TSP nor are they anticipated in this sector of the community.

Conclusion 660-012-0060(1)(c)(C): No significant affect.

PART 5 ZONING ORDINANCE

17.10.300 Quasi-judicial amendments.

A. Applicability of Quasi-Judicial Amendments. Quasi-judicial amendments are those that involve the application of adopted policy to a specific development application or code revision, and not the adoption of new policy (i.e., through legislative decisions). Quasi-judicial zoning map amendments shall follow the Type III procedure, as governed by Section 17.05.400, using standards of approval in subsection B of this section. The approval authority shall be as follows:

- 1. The planning commission shall review and recommend land use district map changes that do not involve major amendments;*
- 2. The planning commission shall make a recommendation to the city council on an application for a comprehensive plan map amendment. The city council shall decide such applications; and*
- 3. The planning commission shall make a recommendation to the city council on a land use district change application that also involves a comprehensive plan map amendment application. The city council shall decide both applications.*

Finding 17.10.300(A): A plan amendment and zone change application has been submitted to redesignate 12.12 acres from Commercial-Medical to Low Density Residential and Civic. The proposal will not have a widespread and significant impact beyond the immediate area. The proposal will be considered by the planning commission and a recommendation will be made to the City Council for final decision.

Conclusion 17.10.300(A): Consistent.

B. Criteria for Quasi-Judicial Amendments. A recommendation or a decision to approve, approve with conditions or to deny an application for a quasi-judicial amendment shall be based on all of the following criteria:

- 1. Approval of the request is consistent with the applicable statewide planning goals;*

Finding 17.10.300(B)(1): See Part 2, Statewide Planning Goals findings and conclusions.

Conclusion 17.10.300(B)(1): Consistent

- 2. Approval of the request is consistent with the Central Point comprehensive plan;*

Finding 17.10.300(B)(2): See Part 3, Comprehensive Plan findings and conditions.

Conclusion 17.10.300(B)(2): Consistent.

3. *The property and affected area is presently provided with adequate public facilities, services and transportation networks to support the use, or such facilities, services and transportation networks are planned to be provided in the planning period; and*

Finding 17.10.300(B)(3): Public facilities, services and transportation networks have been established pursuant to the City's TSP and are sufficient to serve the allowable uses. The proposal will not significantly increase the demand on public facilities over the current uses.

Conclusion 17.10.300(B)(3): Consistent.

4. *The change is in the public interest with regard to neighborhood or community conditions, or corrects a mistake or inconsistency in the comprehensive plan or land use district map regarding the property which is the subject of the application.*

Finding 17.10.300(B)(4): The proposed plan amendment and zone change are consistent with Strategic Planning goals, are in the interest of the community, are compatible with surrounding land uses and correct inconsistencies in the Comprehensive Plan and zoning maps.

Conclusion 17.10.300(B)(4): Consistent.

17.10.600 Transportation planning rule compliance.

Section 660-012-0060(1) *Where an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, the local government shall put in place measures as provided in section (2) of this rule to assure that allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility. 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;*
- 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 types or levels of land uses that would result in 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.*

Finding 17.10.600(1): See Part 4, Statewide Transportation Planning Rule findings and conclusions.

Conclusion: Consistent.

PART 6
SUMMARY

Conclusion: As evidenced in findings and conclusions, the proposed plan amendment and zone change are consistent with applicable standards and criteria in the Central Point Municipal Code, including the Statewide Planning Goals (where applicable), Comprehensive Plan, and Statewide Transportation Planning Rule.



March 17, 2020

Tom Humphrey AICP
City of Central Point
 130 S. 3rd. Street
 Central Point, OR 97502

**Re: Traffic Impacts of Comprehensive Plan & Zone Change for Former Asante Property
 (CPA-19006, Map 37-2W-11BC)**

Dear Mr. Humphrey,

This letter provides a summary of findings regarding the traffic impact of the pending Comprehensive Plan Amendment and Zone Change for the former Asante property located south of Bush Street between S. 1st Street and S. 4th Street (Map 37-2W-11BC).

BACKGROUND

A Comprehensive Plan Amendment (CPA) and Zone Change (ZC) joint application has been submitted for the subject properties, which include the former Asante property (formerly Cascade Community Hospital) and 24 existing single-family residential properties. The current land use designation is proposed to change from Commercial-Medical District (C-2(M) Zone) to a mix of Residential-Low Density (R-1-6) and Civic (C), as the Jackson County School District 6 has acquired this property. These properties and the changes are as depicted in Figures 1-4.

TRIP GENERATION ANALYSIS

The pending CPA and ZC require an assessment of the potential traffic increase from the proposed land use changes. Accordingly, we began our trip generation analysis by looking at the existing land use scenario versus the proposed scenario. We then matched up the land use categories (per the Central Point Municipal Code) with the most similar classifications in the Institute of Transportation Engineers (ITE) *Trip Generation Manual*, 9th Edition. Utilizing the ITE data for each classification, we were able to calculate the total number of daily trips, as well as AM and PM peak trips. In some cases, the ITE allows for "pass-by" trips... a reduction in the number of daily trips. However, since this pass-by reduction only applies to commercial and retail developments it has no effect in these scenarios. The trip counts are summarized in Table A.

3935 Highland Avenue
 Grants Pass, OR 97526
 office: 541.476.3788

321 Mill Street, Ste #3
 Eugene, OR 97401
 office: 541.345.1094

130 A Street, Ste #6F
 Ashland, OR 97520
 office: 541.482.0923

WWW.AUSLANDGROUP.COM

Figure 1. Current Comprehensive Plan Map

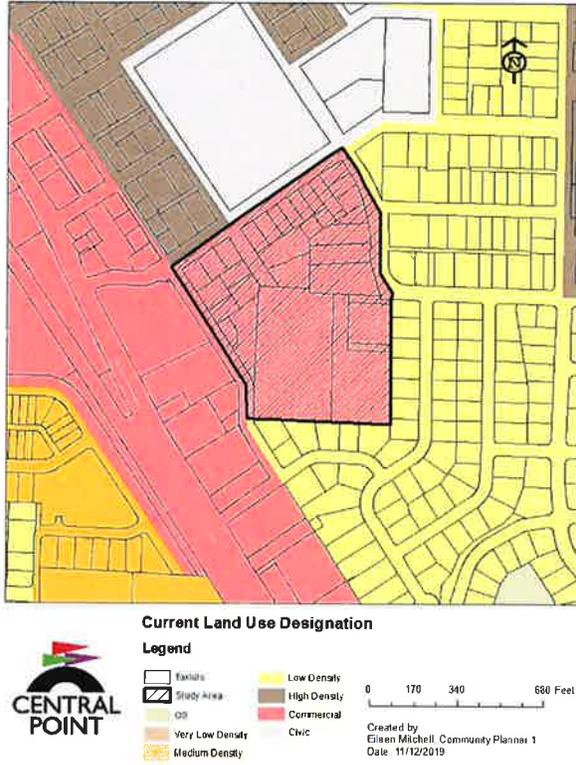


Figure 2. Proposed Comprehensive Plan Map

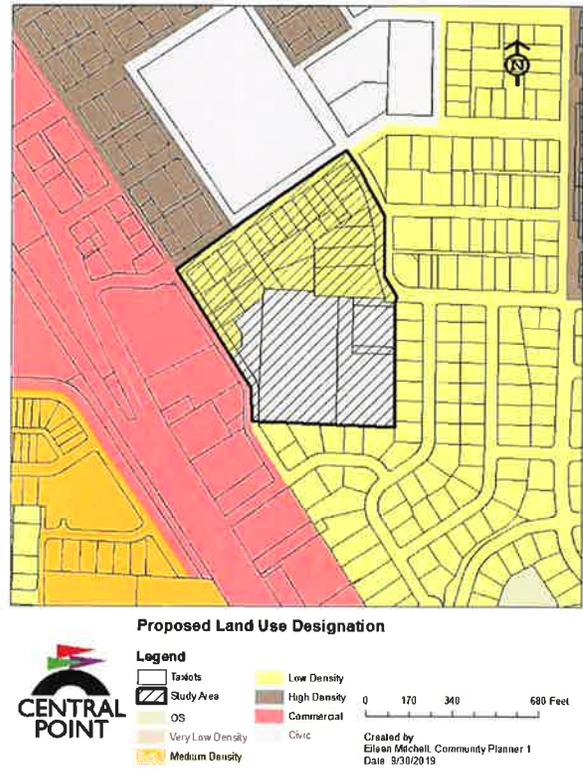


Figure 3. Current Zoning Map



Figure 4. Proposed Zoning Map



Table A – Estimated Trip Generation (Weekday Daily, AM and PM Peak)

	Existing	Proposed		Net Change (Prop-Exist)
Zoning	C-2(M)	R-1-6	Civic	
Land Use	Commercial Medical District	Residential Low Density	Civic	
Tax Lot	All Tax Lots in Study Area	TL100-1900, 2000- 2500, 4800, 5100	TL 5000-5303	
ITE Land Use	Hospital	Single-Family Detached	Elementary School	
ITE Code	610	210	520	
Building Size (KSF)	25.90	0.00	25.90	0.00
Dwelling Units	0.00	24	0	24
Lot Size (AC)	12.12	5.53	6.59	0.00
Daily Trip Rate (Trip/KSF or Trip/DU)	13.22	9.52	15.43	-
Daily Trips	342.40	228.48	399.64	285.72
Passby Reduction	0%	0%	0%	-
Daily Trips w/ Passby Reduction	342.40	228.48	399.64	285.72
Daily Trips/Acre	28.25	41.32	60.64	73.71
AM Peak Trip Rate (Trip/KSF or Trip/DU)	0.95	0.75	5.2	-
AM Peak Trips	24.61	18.00	134.68	128.08
AM Peak Trips w/ Passby Reduction	24.61	18.00	134.68	128.08
PM Peak Trip Rate (Trip/KSF or Trip/DU)	0.93	1	1.21	-
PM Peak Trips	24.09	24.00	31.34	31.25
PM Peak Trips w/ Passby Reduction	24.09	24.00	31.34	31.25

References: Trip Generation Manual, 9th Ed., Institute of Transportation Engineers, 2012
 Trip Generation Handbook, 2nd Ed., Institute of Transportation Engineers, 2004.

CONCLUSION

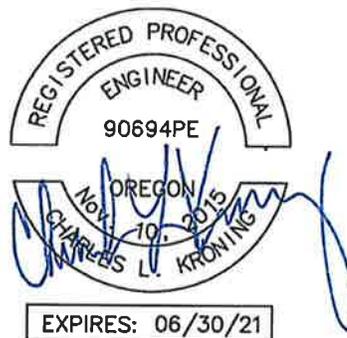
Per Table A, the Existing land use scenario generates 342 daily trips, and the Proposed scenario generates 628 daily trips. This results in an increase of 286 daily trips, in addition to an increase of 128 AM peak trips, and an increase of 31 PM peak trips. Therefore, there is definitely an increased traffic impact for the pending CPA and ZC on the subject parcels.

Per the City of Central Point Municipal Code Article 17.05.900 Traffic Impact Analysis; a traffic impact analysis (TIA) is required if a non-residential development is projected to generate an increase in peak hour volume of a particular movement to and from the state highway by twenty percent or more, or increase in site traffic volume generation of two hundred fifty (250) average daily trips (ADT) or more. Since the pending CPA and ZC generate an increase of 285 daily trips, **a TIA is required.**

Sincerely,

Charles Kroning

Charles L. Kroning, PE
 Sr. Civil Engineering Manager



PLANNING COMMISSION RESOLUTION NO. 880

A RESOLUTION FORWARDING A FAVORABLE RECOMMENDATION TO THE CITY COUNCIL TO APPROVE COMPREHENSIVE PLAN AND ZONE MAP AMENDMENTS ON MULTIPLE PROPERTIES FROM COMMERCIAL-MEDICAL C-2(M) TO RESIDENTIAL SINGLE FAMILY, R-1-6 AND CIVIC ON 12.12 ACRES LOCATED SOUTH OF BUSH STREET BETWEEN SOUTH 4TH AND SOUTH 1ST STREETS.

(37S 2W 11BC, Tax Lots 800 through 5000 and 37S 2W 11BL, Tax Lots 100-700)

File No. CPA-19006
Applicant: City of Central Point

WHEREAS, the Comprehensive Plan Land Use Map is proposed to re-designate the property identified by the Jackson County Assessor's Map as 37S 2W 11BC Tax Lots 800 through 5000 and 37S 2W 11BL, Tax Lots 100 to 700 as Low Density Residential (R-1-6) and Civic; and

WHEREAS, the proposed R-1-6 and Civic zoning is consistent with the Comprehensive Plan and surrounding land uses; and

WHEREAS, adequate public services and transportation networks are available to the site; and

WHEREAS, the proposed zone change from C-2(M) to R-1-6 and Civic has been determined to be consistent with the State Transportation Planning Rule.

NOW, THEREFORE, BE IT RESOLVED, that the City of Central Point Planning Commission, by this Resolution No. 880, does recommend that the City Council approve the change of zone on the property identified by the Jackson County Assessor's Map as 37S 2W 11BC Tax Lots 800 through 5000 and 37S 2W 11BL, Tax Lots 100 to 700. This decision is based on the Staff Report dated May 5, 2020 including Attachments A through D attached hereto by reference and incorporated herein.

PASSED by the Planning Commission and signed by me in authentication of its passage this 5th day of May, 2020.

Planning Commission Chair

ATTEST:

City Representative