



Oregon

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

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NOTICE OF ADOPTED AMENDMENT

June 28, 2006



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

FROM: Mara Ulloa, Plan Amendment Program Specialist

SUBJECT: City of Springfield Plan Amendment
DLCD File Number 004-06

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

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: July 14, 2006

This amendment was submitted to DLCD for review 45 days prior to adoption. Pursuant to ORS 197.830 (2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

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

***NOTE: THE APPEAL DEADLINE IS BASED UPON THE DATE THE DECISION WAS MAILED BY LOCAL GOVERNMENT. A DECISION MAY HAVE BEEN MAILED TO YOU ON A DIFFERENT DATE THAN IT WAS MAILED TO DLCD. AS A RESULT YOUR APPEAL DEADLINE MAY BE EARLIER THAN THE ABOVE DATE SPECIFIED.**

Cc: Gloria Gardiner, DLCD Urban Planning Specialist
Marguerite Nabeta, DLCD Regional Representative
Colin Stephens, City of Springfield

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DLCD NOTICE OF ADOPTION DEPT OF

This form must be mailed to DLCD within 5 working days after the final decision per ORS 197.610, OAR Chapter 660 - Division 18

JUN 26 2006

(See reverse side for submittal requirements)

LAND CONSERVATION AND DEVELOPMENT

Jurisdiction: City of Springfield

Local File No.: LRP2006-00009

(If no number, use none)

Date of Adoption: June 19, 2006

(Must be filled in)

Date Mailed: June 23, 2006

(Date mailed or sent to DLCD)

Date the Notice of Proposed Amendment was mailed to DLCD: February 17, 2006

Comprehensive Plan Text Amendment

XX Comprehensive Plan Map Amendment

Land Use Regulation Amendment

Zoning Map Amendment

New Land Use Regulation

Other:

(Please Specify Type of Action)

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached."

Redesignation of 2.8 acres of Medium Density Residential property to Community Commercial (CC). This Metro Plan Amendment is intended to allow PeaceHealth RiverBend Hospital to locate portions of a parking structure on the site. The zoning was changed from MDR to Medical Services (MS).

Describe how the adopted amendment differs from the proposed amendment. If it is the same, write "Same." If you did not give notice for the proposed amendment, write "N/A."

"SAME"

Plan Map Changed from : MDR

to CC

Zone Map Changed from:

to

Location: Gateway area of North Springfield

Acres Involved: 2.8

Specify Density: Previous: 10-20 du/acre

New: 0 du/acre

Applicable Statewide Planning Goals: 9, 10, 11, 12

Was an Exception Adopted? Yes: No: XX

DLCD File No.: 004-06 (15025)

ORDINANCE NO. 6174

AN ORDINANCE AMENDING THE METROPOLITAN AREA GENERAL PLAN DIAGRAM BY REDESIGNATING APPROXIMATELY 3.5 ACRES OF LAND FROM MEDIUM DENSITY RESIDENTIAL TO COMMUNITY COMMERCIAL AT THE GATEWAY MDR SITE (LRP2006-00009).

The City Council of the City of Springfield finds that:

- A. Article 7 of the Springfield Development Code sets forth criteria for Metro Plan Diagram amendments.
- B. On February 3, 2006 PeaceHealth initiated a Type II, Site Specific Metro Plan amendment.
- C. Timely and sufficient notice of the public hearing, pursuant to Section 14.030 of the Springfield Development Code was provided.
- D. On May 2, 2006 the Springfield Planning Commission voted four in favor, one opposed to forward a recommendation of approval, with conditions to the City Council.
- E. On June 5, 2006 a public hearing on the applications was convened before the City Council. The Development Services staff notes, including criteria of approval, findings, and recommendations, together with the testimony and submittals of those persons testifying at the hearing or in writing, have been considered and are part of the record of the proceeding.
- F. On June 19, 2006 The City Council voted to approve the ordinance.
- G. Evidence exists within the record and the findings attached hereto that the proposal meets the requirements of Article 7 of the Springfield Development Code.

NOW, THEREFORE, THE CITY OF SPRINGFIELD DOES ORDAIN AS FOLLOWS:

Section 1: The Metropolitan Area General Plan is hereby amended to redesignate approximately 3.5 acres of annexed Medium Density Residential designated property at the Gateway MDR to Community Commercial as depicted in Exhibit A.

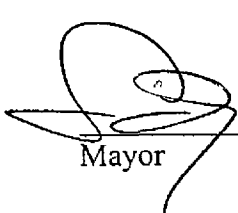
Section 2: The above findings (A through G), and the findings set forth in Exhibit B attached hereto and incorporated herein by reference are hereby adopted in support of the Metro Plan amendment.

Section 3: This Metropolitan Area General Area Plan Diagram amendment is subject to the conditions of approval attached hereto in Exhibit C.

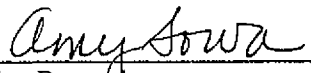
Section 4: If any section, subsection, sentence, clause, phrase, or portion of this Ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, that portion shall be deemed a separate, distinct and independent provision and that holding shall not affect the validity of the remaining portions of this Ordinance.

ADOPTED by the Common Council of the City of Springfield by a vote of 5
For and 0 against on this 19th day of June 2006. (1 Absent - Fitch)

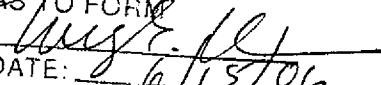
Attest:

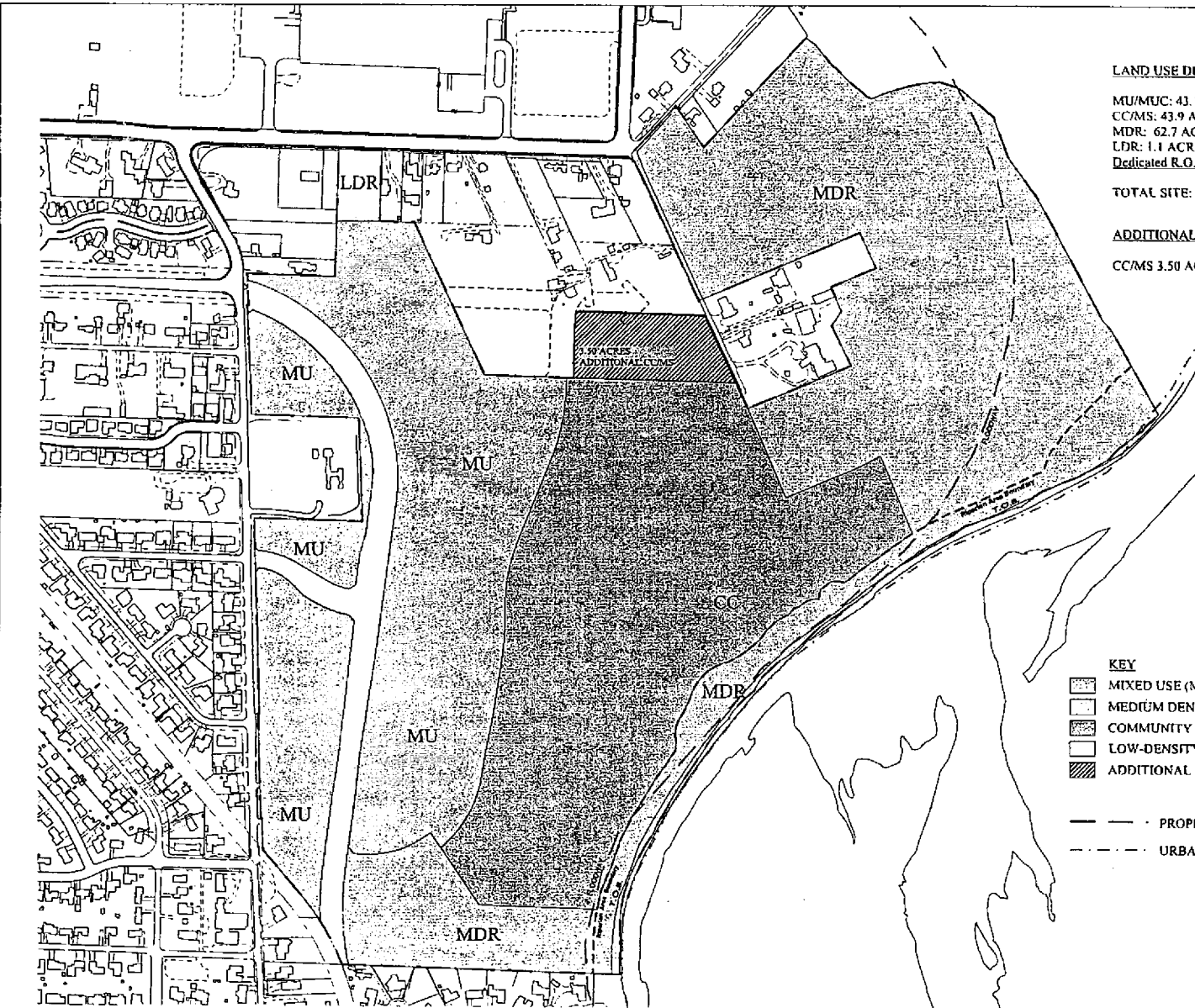


Mayor



City Recorder

REVIEWED & APPROVED .
AS TO FORM

DATE: 6/19/06
LEGAL COUNSEL



LAND USE DESIGNATIONS

MU/MUC: 43.1 ACRES
 CC/MS: 43.9 ACRES
 MDR: 62.7 ACRES
 LDR: 1.1 ACRES
Dedicated R.O.W.: 7.2 ACRES

TOTAL SITE: 158 ACRES

ADDITIONAL CC/MS

CC/MS 3.50 ACRES

KEY

- MIXED USE (MU)
- MEDIUM DENSITY RESIDENTIAL (MDR)
- COMMUNITY COMMERCIAL (CC)
- LOW-DENSITY RESIDENTIAL (LDR)
- ADDITIONAL COMMUNITY COMMERCIAL (CC)

- PROPERTY BOUNDARY
- URBAN GROWTH BOUNDARY

WIMBERLEY ALLISON TONG & GAO

ANSHEIN + ALLEN

WALKER MACY

KPFF CONSULTING ENGINEERS

IRH TRANSPORTATION ENGINEERING

DAVID EVANS AND ASSOCIATES

EXHIBIT A

River
Maste



PROJECT NUMBER

DATE: October 2014

DRAWN: C.W.C.

APPROVED: LIZ

PLAT DATE:

REVISIONS: March 4, 2004

AMENDMENT #1: November 2003

AMENDMENT #2: March 2004

METRO PLAN
DIAGRAM

Exhibit B

Metro Plan Diagram Amendment Findings of Fact (LRP 2006-00009)

Approval Criteria

Metro Plan Amendments

Type II Metro Plan amendments are evaluated according to the criteria of approval contained within SDC 7.070(3), which provides:

"The following criteria shall be applied by the City Council in approving or denying a Metro Plan amendment application:

- (1) The amendment must be consistent with the relevant Statewide planning goals adopted by the Land Conservation and Development Commission; and
- (2) Adoption of the amendment must not make the Metro Plan internally inconsistent."

Consistency With Statewide Planning Goals

Because the criteria for approval of both Metro Plan amendments and GRP amendments require compliance with Statewide Planning Goals, the following findings address compliance of the Metro Plan Diagram and GRP amendments with the Statewide Planning Goals.

Goal 1 – Citizen Involvement

Goal 1 addresses the need to develop a citizen involvement program to ensure citizen involvement in all phases of the land use planning process. Through the procedures established by the city, citizens will receive notice and the opportunity to be heard regarding the proposed amendments. The Planning Commission and the City Council hold public hearings for proposed amendments to the City Comprehensive Plan, Development Code, or maps. Notice of the public hearing will be given in accordance with Development Code requirements. Since the amendments will not change the City's citizen involvement program and the citizens will be involved in the procedure, the proposed amendments are consistent with Goal 1.

Goal 2 – Land Use Planning

Goal 2 requires that local comprehensive plans be consistent with the Goals, that local comprehensive plans be internally consistent, and that implementing ordinances be consistent with acknowledged comprehensive plans. Goal 2 also requires that land use decisions be coordinated with affected jurisdictions and that they be supported by an adequate factual base.

Exhibit B

The Metro Plan and the SDC, as well as the Statewide Planning Goals and applicable statutes, provide policies and criteria for the evaluation of comprehensive plan amendments. Compliance with these measures assures an adequate factual base for approval of the amendments. As discussed elsewhere in this document, the amendments are consistent with the Metro Plan and the Goals. Consequently, by demonstrating such compliance, the amendments satisfy the consistency element of Goal 2.

Goal 3 – Agricultural Lands

This goal is inapplicable because it applies only to agricultural lands and the subject property is within an acknowledged urban growth boundary. OAR 660-15-000(3).

Goal 4 – Forest Lands

Goal 4 does not apply within urban growth boundaries. OAR 660-06-0020. The areas affected by the plan amendments are inside an acknowledged urban growth boundary. Goal 4 is therefore inapplicable.

Goal 5 – Natural Resources

Goal 5 requires local governments to protect a variety of open space, scenic, historic, and natural resource values. Goal 5 and its implementing rule, OAR Ch. 660, Division 16, require planning jurisdictions, at acknowledgment and as a part of periodic review, to

- (1) identify such resources:
- (2) to determine their quality, quantity, and location:
- (3) to identify conflicting uses:
- (4) to examine the economic, social, environmental, and energy (ESEE) consequences that could result from allowing, limiting, or prohibiting the conflicting uses, and
- (5) to develop programs to resolve the conflicts.

The subject property is not on an acknowledged Metro Plan Goal 5 inventory. No threatened or endangered species have been inventoried on the site, and no archeological or significant historical inventoried resources are located on the site. Therefore, the proposed amendments to the Metro Plan and GRP are consistent with Goal 5.

Goal 6 - Air, Water, and Land Resources Quality

The purpose of Goal 6 is to maintain and improve the quality of the air, water and land resources of the state. Generally, Goal 6 requires that development comply with applicable state and federal air and water quality standards. In the context of a plan amendment, Goal 6 requires that the applicant demonstrate that it is reasonable to expect that applicable state and federal environmental quality standards can be met. Given that the subject property is currently zoned for medium density residential development, it is

Exhibit B

reasonable to conclude that the incremental increase in development allowable through this proposal will be able to comply with applicable state and federal environmental quality standards.

Goal 7 – Areas Subject to Natural Hazards

Goal 7 requires that development subject to damage or that could result in loss of life not be planned or located in known areas of natural hazards and disasters without appropriate safeguards. The goal also requires that plans be based on an inventory of known areas of natural disaster and hazards. Provisions of the Applicant's annexation agreement with the City and prior land use approvals required identification of a flood hazard boundary representing the "worst case" of FEMA flood base flood elevations and flood elevations established by the "Corrected Effective Measurement" developed by David Evans & Associates. Any future development within the subject property would be required to comply with Springfield Development Code provisions (SDC Article 27) regulating development within an "area of special flood hazard" using the above-referenced flood hazard boundary. Therefore, to the extent that any future development is planned within the flood hazard boundary, that development must comply with applicable standards set forth in SDC Article 27, which as been acknowledged by the state Land Conservation and Development Commission as being consistent with Goal 7.

Goal 8 – Recreational Needs

Goal 8 requires local governments to plan and provide for the siting of necessary recreational facilities to "satisfy the recreational needs of the citizens of the state and visitors," and where appropriate, provide for the siting of recreational facilities including destination resorts. The subject property is not included in an inventory of recreational sites, and the proposed amendments will not have an impact on the city's recreational facilities or recreational needs; therefore, the amendments do not implicate Goal 8.

Goal 9 – Economic Development

Goal 9 requires the city to provide adequate opportunities for a variety of economic activities vital to the health, welfare, and prosperity of the citizens. The proposed amendment to the Metro Plan diagram and GRP, when implemented through the amended master plan, will increase the city's capacity for economic development by adding approximately 3.5 acres of CC in place of the existing MDR designation, which will permit the construction of medical offices and required structured parking for the medical center.

Earlier adoption of amendments to the Metro Plan and the GRP were found to help reduce that deficit and therefore were consistent with Goal 9 and the City's Metro Plan provisions implementing Goal 9 through the SCLS. As a result of amendments to the text of the SCLS, the City allowed Metro Plan and GRP diagram amendments for up to 99 acres within the Gateway MDR site to be mapped for Community Commercial and Mixed Use land use designations, and subsequent rezoning to the Medical Services and/or Mixed Use Commercial districts.

Adding the 3.5 acres proposed to be rezoned, the MUC and MS zoned acreage on the RiverBend site totals only 90.5 acres – well within the proscribed limits in the SCLS and

Exhibit B

GRP, but helping to further reduce the deficit of needed commercially designated or zoned land. Because the requested zone change implements the SCLS, its approval is consistent with prior Plan amendments and with earlier demonstrations of compliance with Goal 9.

Goal 10 – Housing

LCDC's Housing goal requires cities to maintain adequate supplies of buildable lands for needed housing, based on an acknowledged inventory of buildable lands. The 1999 Eugene-Springfield Metropolitan Area Residential Land and Housing Study Policy Recommendation Report (RLS) was adopted by the Cities and recognized by DLCD. This report contains a technical analysis which assigns density to the buildable portions of the area subject to the requested zone change. The City's acknowledged refinement plan for the area includes Residential Implementation Action 12.6, which provides: *"...The adopted master plan shall demonstrate that the site will be able to accommodate the number of housing units within the range for the MDR land use designation in the Metro Plan and Gateway Refinement Plan"*.

The earlier approval of the RiverBend Master Plan established consistency with this GRP policy, and with Goal 10, by demonstrating that future residential development would be consistent with expectations in the RLS, as well as policies in the Metro Plan and GRP, and standards in the Springfield Development Code. The requested rezone removes a nominal acreage from residential Plan designation and zoning, but does not affect the Master Plan's continued ability to provide needed housing within the boundaries of the amended Master Plan, and still leaves the majority of the parent tax lot zoned and designated MDR, thus ensuring continued compliance with Goal 10.

Goal 11 – Public Facilities and Services

This goal requires the provision of a timely, orderly and efficient arrangement of public facilities and services. The subject property is located within the Springfield UGB, and is already designated for urban levels of use consistent with its MDR designation and the RiverBend Master Plan. The proposed amendments to the plan map designations from MDR to CC will not affect the ability to provide needed services, and all the required urban services shall be provided prior to or at the time of development as required through the Site Plan Review process.

Goal 12 – Transportation

Goal 12 requires local governments to provide and encourage a safe, convenient and economic transportation system. The proposed map amendments for 3.5 acres of property are not the result of any changes to the type or intensity of uses on the site, and will not increase the trip generation for the site as previously considered and approved by the city. The proposed amendments are needed only to make minor revisions to the boundaries of the RiverBend Master Plan in order to accommodate the previously approved medical buildings and parking structure.

Based upon technical analysis from JRH Transportation Engineering, the proposed amendments to the Master Plan, and concurrent changes to the applicable plan

Exhibit B

designations, will not increase trip generation beyond the identified Phase 1 trip cap (per GRP Residential Element Implementation Action 13.7). The proposed amendments will also provide access and circulation supporting the planned medical center. Further, the JRH traffic analysis demonstrates that the proposed amendment actually can be expected to reduce reasonably anticipated PM peak vehicle trips from the subject area by 57 trips.

Because the requested amendments do not alter the trip profile for the proposed development as demonstrated by the JRH Transportation Engineering analysis, the amendment will not result in a "significant effect" on any transportation facility, and the application is consistent with the requirements of the Transportation Planning Rule.

Goal 13 – Energy Conservation

The Energy goal is a general planning goal and provides limited guidance for site-specific map amendments. The proposed amendments will have no impact on energy conservation, and in fact will promote greater energy efficiency by enabling a more compact, efficient arrangement of uses with a high percentage of structured parking. The City's program to achieve Goal 13 does not rely on the designation of the subject 3.5 acres of property as MDR. The proposed amendments are consistent with Goal 13.

Goal 14 - Urbanization

Goal 14 requires local jurisdictions to provide for an "orderly and efficient transition from rural to urban land use." The subject property is within the Metro Area UGB, within the city limits of Springfield, and within an existing urbanized area of the community. Goal 14 is not applicable to this application.

Goal 15 – Willamette River Greenway

This goal is inapplicable because the subject property is not within the boundaries of the Willamette River Greenway.

Goals 16-19 – Coastal Goals

The coastal goals are not applicable to this application.

Metro Plan Consistency

The application requests amendment of the Metro Plan and GRP maps from MDR to CC for 3.5 acres of property. This section of the application narrative addresses the consistency of the amendment with the applicable policies of the Metro Plan.

Exhibit B

This narrative only addresses those policies that apply to the proposal, and does not discuss those portions of the Metro Plan that: (1) apply only to rural or other lands outside of the urban growth boundary, (2) apply to land uses other than the current or proposed designations for the site and will not be affected by the proposed Plan diagram and text amendments, or (3) clearly apply only to specific development applications (e.g., site plan review submittals or subdivisions). In many instances the goals, policies and implementation measures apply to specific development proposals that will be addressed through compliance with applicable City regulations during master plan and site development review.

The Metro Plan *Introduction*, Section D provides the following definitions:

A goal as a broad statement of philosophy that describes the hopes of the people of the community for the future of the community. A goal may never be completely attainable, but is used as a point to strive for.

An objective is an attainable target that the community attempts to reach in striving to meet a goal. An objective may also be considered as an intermediate point that will help fulfill the overall goal.

A policy is a statement adopted as part of the Plan to provide a consistent course of action moving the community towards attainment of its goals.

1. For the Metro Plan Map amendment, the amendment must not make the Metro Plan internally inconsistent (SDC 7.070(3)(b)).
2. For the Gateway Refinement Plan, the proposed amendments must demonstrate consistency with the Metro Plan (SDC 8.030(1)).

Except for the Growth Management Goals, which are addressed below, each of the Metro Plan policies are addressed in the order in which they appear in the Plan Element section of the Metro Plan.

A. Metro Plan Elements

Exhibit B

1. Growth Management

Policies

1. The urban growth boundary and sequential development shall continue to be implemented as an essential means to achieve compact urban growth. Provision of all urban services shall be concentrated inside the urban growth boundary.

The proposed amendments satisfy this policy because the subject property is inside the metropolitan UGB and as such, encourages compact urban growth. Also, urban services are available at sufficient levels to accommodate the development resulting from this application. The applicant is bound by annexation agreements that restrict development on the Gateway MDR site until such time that a full level of urban services are extended to serve that future development. The city's master plan and site plan review processes ensure that the appropriate level of services is extended to each phase of future development.

2. The UGB shall lie along the outside edge of existing and planned rights-of-way that form a portion of the UGB so that the full right-of-way is within the UGB.

The proposed amendments are consistent with this policy because all rights-of-way that currently serve the site and that are anticipated to serve future development are within the UGB. All of the streets that will eventually serve the site will be upgraded to full urban standards.

24. To accomplish the fundamental principle of compact urban growth addressed in the text and on the diagram, overall metropolitan-wide density of new residential construction but not necessarily each project, shall average six dwelling units per gross acre over the planning period.

Future residential construction proposed through the RiverBend Master Plan on the portions of the site will remain within the density range allowed for the MDR zoning district (*i.e.*, greater than 10 dwelling units to 20 d.u. per gross acre). Portions of Tax Lot 100 not rezoned will retain MDR zoning and be subject to this same density range. The proposed map amendments promote a compact urban form by allowing a nominal area to be included in the MS zone for the efficient design and construction of structured parking and medical buildings needed to support the planned medical center, while still allowing the opportunity for housing to be developed.

Exhibit B

2. Residential Land Use and Housing Element

Policies

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

This policy calls for ensuring an adequate supply of residentially designated land within the region, consistent with the requirements of Goal 10 requirement. The Eugene Springfield Metropolitan Area Residential Land and Housing Study Policy Recommendation Report (RLS), dated August 1999, was prepared as a periodic review task and acknowledged by DLCD. The report concluded that the area has a surplus of 3,646 MDR-designated units through the planning horizon. There are approximately 828 acres of MDR-designated land with a demand of 589 acres, leaving a surplus of 239 acres. Prior zone change approvals (for 43.1 acres from MDR to MUC and 43.9 acres from MDR to MS) at RiverBend left a surplus of approximately 1,584 MDR designated units and 152 acres through the planning horizon (the surplus of housing is based on a ratio of 16 units per flat buildable acre, which is consistent with the ratio used in the RLS).

A.8 Require development to pay the cost, as determined by the local jurisdiction, of extending public services and infrastructure. The cities shall examine ways to provide subsidies or incentives for providing infrastructure that support affordable housing and/or higher density housing.

Although no development is proposed or specifically authorized by the proposed map amendments, when development commences, PeaceHealth will be required to pay appropriate costs to extend public services and infrastructure to the site validly imposed on it by the city. In addition, the Annexation Agreements acknowledge that additional infrastructure may be required as a condition of specific development approval. These requirements will come in the form of required construction or in the assessment of systems development charges that have been calculated to capture the cost of providing regional service capacity. Through its annexation agreement with the city, PeaceHealth is obligated to assist in on-site and off-site infrastructure improvements without public subsidy.

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

Approval of the proposed map amendments will allow for efficient development of the medical center as an employment hub integrated with other commercial services and transit-supported developments along the extended RiverBend Drive, while retaining higher density residential opportunities on the remaining MDR-zoned portions of the site, consistent with this policy.

Exhibit B

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

The subject property has been annexed into the City of Springfield. The annexation agreement governing the site and the inclusion of the subject property into the RiverBend Master Plan (as well as requirement that the remainder of the affected tax lot outside of the proposed rezone be master planned) ensures that adequate level of infrastructure and services needed to serve future development will be provided. The concurrently proposed amendment to the RiverBend Master Plan calls for extension of roadways needed to serve the proposed medical center. Utilities needed to serve the subject area are provided as identified on the amended Master Plan. The proposed amendments still allow for open space and public access to the McKenzie River as approved in the Master Plan, consistent with the above policy and GRP Implementation Action 13.4.

A.13 Increase overall residential density in the metropolitan area by creating more opportunities for effectively designed in-fill, redevelopment, and mixed use while considering impacts of increased residential density on historic, existing and future neighborhoods.

The proposed map amendments will create an opportunity for more efficiently and effectively designing a suitable mix of uses on the RiverBend campus by allowing for more concentrated medical center development and use of structured parking, particularly within the area subject to rezoning. The map amendments will not eliminate the ability to otherwise provide for a robust mix of uses (*i.e.*, medical, office, residential and appropriately scaled commercial retail use) that will serve existing and future neighborhoods in the Gateway area.

A.17 Provide opportunities for a full range of choice in housing type, density, size, cost, and location.

The proposed amendments will not limit the City's ability to provide a full range of housing types. As stated above, there is a 239-acre surplus of MDR-designated land in the applicable planning horizon. The residential housing proposed for the Gateway MDR site will be part of a unique development that will allow people to live in proximity to their work, will offer easy access to transportation facilities, and will be located in a pleasant area with views of the McKenzie River and access to a trail system along the river.

A.22 Expand opportunities for a mix of uses in newly developing areas and existing neighborhoods through local zoning and development regulations.

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These map amendments will allow a properly designed mix of uses on the entire RiverBend campus, while effectively providing space for structured parking needed by the medical center. Even with the proposed rezoning, the amended RiverBend Master Plan retains suitable acreage for a mix of uses that are not otherwise permitted under solely MDR zoning.

3. Economic Element

Policies

B.1 Demonstrate a positive interest in existing and new industries, especially those providing above-average wage and salary levels, and increased variety of job opportunities, a rise in the standard of living, and utilization of our existing comparative advantage in the level of education and skill of the resident labor force.

The proposed amendments are consistent with this policy because they will help allow for increased opportunity for new health care related employment in the city, consistent with the approved RiverBend Master Plan and related conditions of approval regarding construction of a multi-level parking structure. In general, the hospital is expected to provide above-average wage and salary levels, an increased variety of job opportunities, a rise in the standard of living, and utilization of the region's existing comparative advantage in the level of education and skills of the resident labor force by providing a new and expanded job opportunity for medical professionals and other individuals at this location.

B.2 Encourage economic development which utilizes local and imported capital, entrepreneurial skills, and the resident labor force.

The eventual development enabled by the proposal will utilize both local and imported capital and will employ the resident labor force in a variety of skilled, semi-skilled, and unskilled positions. The construction of and the use of a hospital, associated medical uses and the retail and residential node that these proposal will permit and facilitate will utilize local and imported capital, encourage entrepreneurial skills and will employ members of the local labor force.

B.6 Increase the amount of undeveloped land zoned for light industry and commercial uses correlating the effective supply in terms of suitability and availability with the projections of demand.

The proposal will add approximately 3.5 acres of Community Commercial land, consistent with recommendations to increase the commercial lands inventory made in the Springfield Commercial Lands Study. The proposal supports this policy by increasing the amount of undeveloped land zoned for commercial uses.

Exhibit B

B.11 Encourage economic activities which strengthen the metropolitan area's position as a regional distribution, trade, health, and service center.

The amendments will facilitate the development of a regionally important medical center that will strengthen the metropolitan area's position as a premier locale for healthcare services.

B.22 Review local ordinances and revise them to promote greater flexibility for promoting appropriate commercial development in residential neighborhoods.

The proposed amendments are consistent with Policy 22, because the change from MDR to CC will allow for flexibility in arranging needed medical office buildings and parking facilities, including structured parking in the area proposed for rezoning, and thereby supporting appropriate medical and mixed use commercial uses outlined in the RiverBend Master Plan that will serve existing and future residential neighborhoods.

4. Environmental Resources Element

Policies

C.1 Springfield, Lane County, and Eugene shall consider downstream impacts when planning for organization, flood control, urban storm runoff, recreation, and water quality along the Willamette and McKenzie Rivers.

The city's urbanization, flood control, storm water, recreation and water quality provisions referenced by this policy are implemented through the city's various standards in the Springfield Development Code. When development of the site is proposed, all such development must comply with the SDC provisions implementing the referenced elements. However, the annexation agreement for the subject site and for the original Master Plan area obligates PeaceHealth to develop in accordance with state-of-the-art storm water quality measures to protect surface and groundwater quality by adequately managing and treating storm water runoff from the development site. PeaceHealth has prepared a storm water management plan, which includes all the Best Management Practices and requirements of the City to ensure water quality is preserved. PeaceHealth will comply with all applicable policies and regulations in the SDC that address water quality and uses along McKenzie River.

C.24 When planning for and regulating development, local governments shall consider the need for protection of open spaces, including those characterized by significant vegetation and wildlife. Means of protecting open space include but are not limited to outright acquisition, conservation easements, planned unit development

Exhibit B

ordinances, streamside protection ordinances, open space tax deferrals, donations to the public, and performance zoning.

The city's approval of the original RiverBend Master Plan took into account conservation of open spaces, particularly areas of significant vegetation and wildlife value - such as the Douglas fir grove identified on the city's Goal 5 inventory and the McKenzie River riparian area. However, the proposed map amendments and concurrently submitted amendments to the RiverBend Master Plan have no affect on any of these significant vegetation or open space areas, or on previously approved plans to conserve and enhance these areas.

The subject property includes a remnant filbert orchard. Nuts are harvested from this orchard, but given its small size, isolated location, potential for contraction of Eastern filbert blight, it does not have long-term viability as a commercial orchard and minimal value as an open space buffer or amenity. Therefore, although the Gateway Refinement Plan's Natural Assets policy (GRP Policy 8.3) calls for the City to "encourage" retention of such orchards as open space amenities, this small remnant orchard may ultimately be removed to accommodate the needed commercial uses allowed under the proposed map amendments. Because the proposal does not affect any Goal 5 resources or areas identified as Natural Assets in the GRP, the requested amendments do not affect compliance with this Metro Plan policy, the GRP, or obligations in PeaceHealth's annexation agreement with the city to protect and enhance the riparian corridor.

5. Willamette River Greenway, River Corridors, and Waterway Element

Policies

D.2 Land use regulations and acquisition programs along river corridors and waterways shall take into account all the concerns and needs of the community; including recreation, resource and wildlife protection; enhancement of river corridor and waterway environments; potential for supporting nonautomobile transportation; opportunities for residential development; and other compatible uses.

Because the subject property is distant from river corridors and waterways and does not affect plans to protect and enhance the riverfront included in the prior approved Master Plan, the proposed amendments will not change any of the regulations that implement the Metro Plan or GRP, or affect the RiverBend project's compliance with the above policy.

D.5 New development that locates along river corridors and waterways shall be limited to uses that are compatible with the natural, scenic, and environmental qualities of those water features.

The subject property is not immediately adjacent to a river corridor or waterway, so this policy is not directly applicable to this application. Moreover, any development resulting

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from this application will proceed through a thorough site plan review process that will consider environmental impacts on water features.

6. Environmental Design Element

Policies

E.1 In order to promote the greatest possible degree of diversity, a broad variety of commercial, residential, and recreational land uses shall be encouraged when consistent with other planning policies.

The proposed map amendments will add 3.5 acres of commercial land into the RiverBend Master Plan. Insofar as city previously approved the Master Plan, which includes a variety of commercial, residential and other land uses and was demonstrated to be consistent with the above and other planning policies, the proposed rezone does not affect the previously established conformance with applicable policies.

7. Transportation Element

Land Use Policies

F.1 Apply the nodal development strategy in areas selected by each jurisdiction that have identified potential for this type of transportation-efficient land use pattern.

Although the city did not apply the Nodal Development land use designation to the RiverBend site, the mix of uses and other provisions approved in the RiverBend Master Plan are consistent with the nodal development strategy. The request to include an additional 3.5 acres in the MS-zoned portion of the Master Plan area facilitates the development of structured parking, and a more transportation-efficient land use pattern as called for in the above policy.

F.3 Provide for transit-supportive land use patterns and development, including higher intensity, transit-oriented development along major transit corridors and near transit stations; medium- and high-density residential development within one-quarter mile of transit stations, major transit corridors, employment centers, and downtown areas; and development and redevelopment in designated areas that are or could be well served by existing or planned transit.

F.4. Require improvements that encourage transit, bicycles, and pedestrians in new commercial, public, mixed-use and multi-unit residential development.

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The proposed map amendments and concurrent amendments to the approved RiverBend Master Plan will enable the development of transit-supportive land use patterns and development by establishing RiverBend Drive as a major transit corridor, with a mix of intensive uses at transit-supportive densities on the site and within a ¼-mile of planned transit stations, consistent with the above policies.

Transportation Demand Management Policies

The TDM policies outlined on page III-F-6 of the Metro Plan are in place to create a management and implementation system for the Metro area that reduces the reliance on the automobile and the need for capital expenditure on transportation systems and to reduce the strain on road capacity. Developing nodal development areas throughout the Metro area is one of the approaches of supporting TDM policies and implementation goals. The subject property is located within potential nodal development area 7B in TransPlan.

GRP Implementation Action 13.6 requires identification of nodal development areas as part of the master plan process, if adopted prior to the city's own process for assessing and implementing nodal development, to ensure requirements of nodal development as outlined in the Metro Plan are satisfied. PeaceHealth has identified in the approved RiverBend Master Plan the ability to comply with nodal development objectives. The adopted Master Plan also includes a comprehensive TDM Plan intended to extend PeaceHealth's aggressive TDM program to the RiverBend campus.

8. Public Facilities and Service Element

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

The subject property is located in Springfield's UGB. PeaceHealth, through its annexation agreement, is obligated to contribute a significant amount of money for off-site and on-site improvements consistent with the Metro Plan. The approved RiverBend Master Plan otherwise established how urban services would be established and extended to serve proposed development. The proposed amendments do not affect the ability to provide needed services, and all the required urban services shall be provided prior to or at the time of development as required through the Site Plan Review process.

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The remaining policies outlined under the Public Facilities and Service Element pertain to locating utilities (*e.g.*, storm water lines, wastewater lines), modification to projects listed in the Public Facilities Services Plan, administrative guidelines to plan for large facilities (*e.g.*, hospitals), and services development within the urban growth boundary. These policies are more germane to, and were met through the review of the previously approved master plan. Although the amended Master Plan under concurrent review with this application modifies the location of certain utilities, neither the Master Plan amendments nor the proposed map amendments affects compliance with the above policy.

9. Parks and Recreation Facilities Element Policies

The proposed amendments are consistent with any applicable policies set forth in the Parks and Recreation Facilities Element.

10. Historic Preservation Element Policies

The proposed amendments are consistent with any applicable policies set forth in the Historic Preservation Element.

11. Energy Element Policies

None of the policies included in the Energy Element are applicable to this minor plan amendment.

Gateway Refinement Plan Consistency

On January 10, 2005, the City of Springfield City Council approved amendments to the Gateway Refinement Plan (GRP) diagram and text (and Metro Plan diagram), and to the text of the Springfield Commercial Lands Study, pertaining to portions of the 158-acre RiverBend Master Plan area. Consistent with applicable GRP policies, the plan diagram amendment allowed for rezoning of up to 49.5 acres on the Mixed Use designated portion of the site to Mixed Use Commercial, and rezoning of 43.9 acres on the Community Commercial (CC) - designated part of the site to Medical Services (MS). On March 21, 2005, the City Council approved the implementation of applicable GRP policies and implementation actions by rezoning 43.1 acres to MUC and 43.9 acres to MS, consistent with the GRP diagram and text (and Metro Plan diagram).

This section of the findings addresses the applicable Policies and Implementation Actions and Implementation Measures of the GRP as applied to the GRP diagram amendments. Certain Policies and Implementation Measures have been omitted from these findings

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where they either (1) impose a duty on the City to act in a certain way and that duty is clearly not affected by these amendments, (2) apply to land uses other than the current or proposed designations for the Gateway MDR site and will not be affected by the amendments, or (3) clearly apply only to development applications. Additionally, as discussed above with respect of the Metro Plan Goals and Objectives, these findings do not address the Goals of the GRP.

1. Residential Element Policies and Implementation Actions

Policy 12.0 Allow rezoning of land within the 'McKenzie-Gateway MDR site' to Medical Services (MS) on land designated Community Commercial or Mixed Use on the Metro Plan diagram, and rezoning to Mixed Use Commercial (MUC) on land designated Mixed Use on the Metro Plan diagram as implemented during Master Plan and/or during City's nodal implementation project.

This policy specifically allows medical services uses and MS zoning on land designated CC. Approval of the requested plan map and Master Plan amendments implements the above policy by allowing the application of the MS zone consistent with this policy.

Implementation Action 12.1 Redesignation of a total of 99 acres of land within the McKenzie/Gateway MDR site to Community Commercial and/or Mixed Use through the Metro Plan amendment process shall be allowed and shall be implemented by application of Mixed Use Commercial (MUC) or Medical Services (MS) zoning district through the Master Plan approval and/or during the City's nodal implementation process.

Approval of the requested plan map amendments and related rezone of 3.5 acres to Medical Services, combined with the other MS-zoned acreage on-site, results in a total of 47.4 acres of MS-zoned area within the McKenzie/Gateway MDR site. Adding the 43.1 acres of MUC-zoned acreage, the non-residentially zoned acreage on the amended RiverBend Master Plan area totals 90.5 acres, consistent with the limitation created by the above policy. Even including the area dedicated for right-of-way within the CC and MU designations, adding the proposed redesignated acreage allows the project to remain consistent with the above limitation.

Implementation Action 12.4 In addition to all applicable standards and provisions regulating development in Springfield, any development adjacent to McKenzie River or McKenzie River riparian setback shall provide public access to McKenzie River or McKenzie River riparian setback. Surface parking areas shall not be visible from the McKenzie River corridor and shall be screened from public streets.

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PeaceHealth's previously approved Master Plan demonstrated compliance with the above action by providing access to the river through an on-site trail system that will connect to on-street bike and pedestrian ways. The requested map amendments and concurrent Master Plan amendment do not affect the conformance of the Master Plan to the above policy.

Implementation Action 12.6 Within the city limits at the McKenzie-Gateway MDR Site, the Medical Services (MS) zoning district shall implement the Community Commercial designation if part of an approved Master Plan for development of a major medical facility. The adopted Master Plan shall demonstrate that the subject property will be able to accommodate the number of housing units within the range for the MDR land use designation in the Metro Plan and Gateway Refinement Plan. In addition to meeting the standards of the SDC, at the time of master plan approval, the City Council may attach specific conditions on all development within the MS or MUC zones including but not limited to building height and setbacks.

The subject property is within the city limits and is part of the approved RiverBend Master Plan. Approval of the proposed map amendment from MDR to CC will still allow for development of a suitable number of housing units at required MDR densities, as established in the original Master Plan approval.

2. Commercial Element

Goal 1. Improve the appearance and vitality of all commercial activities in the Gateway Refinement Plan area, especially those that promote regional economic development and provide everyday neighborhood services.

The CC designation and MS zoning will help to ensure the long-term vitality of the GRP area, and provide the opportunity for a compatible mix of medical, office, and commercial retail uses that will provide everyday support services to the site and allow for medical services that promote regional economic development.

Goal 2. Minimize potential conflicts between residential and commercial development.

Although no specific development is proposed as part of this application, the required master plan and any specific development proposals for the site will carefully consider the interaction of the commercial and residential uses of the site and the interaction of site

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uses with adjacent development. Designs can be evaluated through the site plan review process to determine if there are any potential conflicts between residential and commercial development, and how such conflicts may be minimized and/or mitigated.

Goal 3. Ensure availability of an adequate supply of land appropriate for commercial development.

Springfield's acknowledged Commercial Lands Study (SCLS) found there to be a deficit of needed commercial lands city-wide and specifically in the McKenzie-Gateway area. This application will result in an increased supply of commercial land and is, therefore, consistent with the SCLS and this goal.

Policies and Implementation Actions

Policy 1.0 Provide for appropriate buffering between commercial and adjacent residential uses.

The amendments will allow for the development of commercial uses as allowed in the CC plan district and MS zoning district. Such uses will be located adjacent to land designated for residential uses on and adjacent to the Gateway MDR site. As provided in the Master Plan, PeaceHealth will be required to provide an appropriate buffer between these different uses consistent with this policy and the regulations in the master planning process. The precise method and width of buffering will be addressed during the site plan review processes.

Policy 4.0 Recognize existing neighborhood commercial-scale uses; utilize NC and GO Refinement Plan designations to accommodate the uses where appropriate, providing a buffer for residential areas from more intensive commercial uses and arterial streets.

There are no existing neighborhood commercial scale uses on the site.

Policy 5.0 Provide for future appropriately planned Mixed Use, Community Commercial and nodal development designated areas east of Game Farm Road, within the City Limits at the McKenzie-Gateway MDR site as identified in TransPlan as potential nodal development sites.

Consistent with the above policy, the proposed plan map amendment will apply the Community Commercial designation on the subject property, which is located east of Game Farm Road and within the Springfield city limits in the McKenzie-Gateway MDR site.

Implementation Action 5.1 Rezoning of land within the city limits at the McKenzie-Gateway MDR site to Mixed Use Commercial (MUC) and

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Medical Services (MS) shall be allowed to implement the Mixed Use and/or Community Commercial plan designations. Zone changes shall demonstrate the ability to meet the demand for commercial lands identified in the Springfield Commercial Lands Study (SCLS) policy 1-B. Commercial uses allowed in zoning districts pursuant to GRP Policy 5.0 above shall be subject to Master Plan approval and shall be planned in a manner to minimize traffic, noise, and lighting conflicts with adjacent residential uses.

PeaceHealth is concurrently filing a zone change application that will apply the MS zone to the subject property, thereby implementing the proposed CC plan designation consistent with this implementation action. The proposed zone change application narrative demonstrates the ability to meet the demand for commercial lands identified in the SCLS, which found there to be a deficit of needed commercial lands city-wide and specifically in the McKenzie-Gateway area. Therefore, these applications will result in an increased supply of commercial land consistent with the SCLS and this implementation action.

3. Industrial Element

The GRP Industrial Element does not apply to this application.

4. Natural Assets, Open Space/Scenic Areas and Recreation Element

The GRP Natural Assets, Open Space/Scenic Areas and Recreation Element does not apply to this application.

5. Historic Resources Element

The GRP Historic Resource Element does not apply to this application.

6. Transportation Element

Approval of the RiverBend Master Plan and associated Traffic Impact Analysis demonstrated the project's consistency and planned future uses with goals and policies in the GRP Transportation Element. Consistent with the originally approved Master Plan, and as required by the City in Conditions of Approval #34 and 35, the concurrently submitted Master Plan amendment includes extensions and an intersection of RiverBend Drive and St. Joseph Place. The subject property is east of the RiverBend Drive extension and the proposed parking facilities on the rezoned area do not result in any greater traffic impact than had been projected in the original Master Plan, and will not generate additional trips beyond that allowed for Phase 1 development in the established trip cap. Therefore, the requested map amendments are consistent with the GRP's Transportation Element goals and policies. Specific implementation of these policies

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through planned transportation improvements is reflected in the Master Plan amendment submittal.

7. Public Facilities Element

PeaceHealth's annexation agreement and SDC provisions require the development of all necessary public infrastructure to support future development, which is assessed through the required master plan process – in this case review of the proposed Master Plan amendment. Nothing in this application conflicts with any aspect, policy or implementation action of the Public Facilities Element in the GRP.

EXHIBIT C

Conditions of Metro Plan Approval (Case Number LRP2006-00009)

CONDITION 1:

Master Plans for property at the McKenzie-Gateway MDR site that propose to employ the Mixed Use Commercial District (MUC) and/or the Medical Services District (MS) shall include a vehicle trip monitoring plan as a component of a complete application submittal. The approval of the plan shall be a requirement of Master Plan approval.

Trip generation estimates used to create the trip monitoring plan shall be performed using assumptions and methods which are consistent with those employed in the traffic impact analysis submitted to the City of Springfield on October 29, 2004 in support of Metro Plan and Gateway Refinement Plan amendment applications (City Journal Numbers 2002-08-243 & 2002-08-244)

Traffic generated by land uses within Master Plan boundaries where the MS and MUC zoning districts are proposed in Phase 1 of the development shall, prior to 2010, be limited to a maximum of 1,457 PM Peak Hour vehicle trips. Beginning in 2010 for Phase 2 of the development, such traffic shall be limited to 1,840 PM Peak Hour vehicle trips. PM Peak Hour vehicle trips are defined as the total of entering plus exiting trips measured for the PM Peak Hour of Adjacent Street Traffic. Subsequent Site Plan Review applications for sites within the Master Plan boundaries shall be in compliance with the approved trip monitoring plan.

Any proposal that would increase the number of allowable PM Peak-Hour vehicle trips for the MS and MUC area beyond the above specified limits shall be processed as a refinement plan amendment or a zoning map amendment or Master Plan approval pursuant to SDC 37.040 or Master Plan modification pursuant to SDC 37.040 and 37.060(3) and regardless of which type of process is sought, each shall demonstrate compliance with applicable provisions of the Transportation Planning Rule for such proposal.

CONDITION 2:

Prior to occupancy of the first phase of any hospital located at the Gateway MDR site as approved by a future Master Plan, a portion of TransPlan project 727 (chapter 3, page 31, Dec 2001 adopted version and as adopted by City of Springfield Ordinance No. 5990, dated September 17, 2001) shall be constructed by the applicant. The portion of the project to be constructed by the applicant is conceptually described as roadway and traffic signal improvements at the Pioneer Parkway/OR-126 Eastbound Ramps to:

1. Maintain two southbound through lanes on Pioneer Parkway at the OR 126 eastbound ramp terminal intersection;
2. Provide two southbound left turn lanes on Pioneer Parkway at the OR 126 eastbound ramp terminal intersection ;
3. Widen the eastbound on ramp to provide two lanes to accept the two eastbound turn lanes described above in Number 2. These two on ramp lanes will merge to one lane prior to merging with OR 126 traffic eastbound.
4. Widen the eastbound OR 126 off ramp to three lanes for a minimum distance of 300 feet west of Pioneer Parkway; and
5. Any necessary signal modifications to accommodate Numbers 1-4 above.

Any subsequent Master Plan application for property at the Gateway MDR site that proposes to apply the MS and/or MUC zoning district shall include specific design drawings for the above described improvements, which shall be submitted to ODOT for approval. ODOT approval of the proposed design shall be a condition of Master Plan approval.

CONDITION 3

The master plan required by Residential Element Policy 13.0, by the Annexation Agreement dated May 29th, 2002, Recorder's Reception No. 2002-043161, Lane County Deeds and Records and by the Annexation Agreement dated June 7, 2001, Recorder's Reception No. 2001-034714, Lane County Deeds and Records for property owned by PeaceHealth, a Washington non-profit corporation, on the date of Council approval of plan amendments 2002-08-243 and 2002-08-244 shall include a hospital as a component of the master plan.

Further, the hospital and other master plan development on the property referenced in this condition shall be phased as follows:

No uses will occur before 2008. Phase 1 will occur between 2008 and 2010 and is limited to uses generating no more than 1,457 PM Peak Hour vehicle trips. Phase 2 will open no earlier than 2010 and/or following construction of the Gateway Street/Beltline Road intersection improvements and will be limited to uses generating no more than 1,840 PM Peak Hour vehicle trips for all development on properties redesignated by this ordinance. These phases may occur earlier if needed transportation facilities are in place or if required mobility standards are lowered, provided mobility standards are maintained.

CONDITION 4

In the event that a master plan with a hospital fails to gain approval by the City Council by May 29, 2007 the City Council will initiate amendments to the Metro Plan and the Gateway Refinement Plan to revise the documents to adequately plan for development of the Gateway MDR site without a hospital.

CONDITION 5

Prior to occupancy of the first phase of any hospital located at the Gateway MDR site as approved by a future Master Plan, the applicant shall construct a portion of the Beltline Road/Gateway Street Intersection project, which is a component of TransPlan Project 606 (chapter 3, page 16, July 2002 adopted version). The portion of the project to be constructed by the applicant is a traffic signal at the Beltline Road /Hutton Road intersection.

CONDITION 6

Development on property at the McKenzie-Gateway MDR site where the MS and/or MUC zoning district are applied shall be subject to the following condition:

Any Subdivision or Site Plan Review application approval that relies upon transportation facility improvements to support the subject development shall be in compliance with an approved Master Plan. If the subject transportation improvements are not open to travel by the motoring public at the time they are needed to support the Subdivision or Site Plan Review development, the approval shall be subject to the enforcement and revocation proceedings of Springfield Development Code 1.050(1) and (2).