AGENDA

Meeting Location:
Sloat Room—Atrium Building
99 W. 10th Avenue
Eugene, Oregon 97401

Phone: 541-682-5481
www.eugene-or.gov/pc

The Eugene Planning Commission welcomes your interest in these agenda items. Feel free to come and go as you please at any of the meetings. This meeting location is wheelchair-accessible. For the hearing impaired, FM assistive-listening devices are available or an interpreter can be provided with 48 hour notice prior to the meeting. Spanish-language interpretation will also be provided with 48 hour notice. To arrange for these services, contact the Planning Division at 541-682-5675.

MONDAY, JANUARY 9, 2017 – REGULAR MEETING (11:30 a.m.)

I. PUBLIC COMMENT **11:30 AM**

The Planning Commission reserves 10 minutes at the beginning of this meeting for public comment. The public may comment on any matter, **except for items scheduled for public hearing or public hearing items for which the record has already closed.** Generally, the time limit for public comment is three minutes; however, the Planning Commission reserves the option to reduce the time allowed each speaker based on the number of people requesting to speak.

II. ACTION: FINAL ORDER FOR CHAMOTEE TRAILS PUD (PDT 15-1) REMAND **11:40 AM**

Lead Staff: Erik Berg-Johansen, 541-682-5437
erik.berg@ci.eugene.or.us

III. WORK SESSION: UGB ADOPTION PACKAGE **11:50 AM**

Lead Staff: Terri Harding, 541-682-5635
terri.l.harding@ci.eugene.or.us

IV. WORK SESSION: PARKS AND RECREATION SYSTEM PLAN UPDATE **12:35 PM**

Lead Staff: Carolyn Burke, 541-682-4914
carolyn.j.burke@ci.eugene.or.us

V. ITEMS FROM COMMISSION AND STAFF **1:20 PM**

A. Other Items from Commission
B. Other Items from Staff
C. Learning: How are we doing?

Commissioners: Steven Baker; John Barofsky (Vice Chair); John Jaworski; Jeffrey Mills; Brianna Nicolello; William Randall; Kristen Taylor (Chair)

AGENDA ITEM SUMMARY
January 9, 2017

To: Eugene Planning Commission

From: Erik Berg-Johansen, Associate Planner

Subject: Chamotee Trails PUD (City File PDT 15-1)

ACTION REQUESTED

To take action on the Land Use Board of Appeal's (LUBA) reversal of the Planning Commission's denial of the Chamotee Trails tentative planned unit development (PUD) application (PDT 15-1).

BACKGROUND INFORMATION

Extensive background information on this proposal and the previous Hearings Official and Planning Commission decisions are included in the full record. Staff has also included LUBA's Final Opinion & Order as Attachment A to the Planning Commission Final Order (Attachment 1).

To summarize, on appeal, the Planning Commission decided to uphold the Hearings Official's decision to deny the needed housing PUD application. Discussion during the Planning Commission's deliberations was focused on the "19-lot rule" (EC 9.8325(6)(c)), and also EC 9.8325(3) which requires implementation of a landscape buffer. Through these deliberations the Planning Commission found that the Hearings Official correctly applied the "19-lot rule," and that based on a full reading of the criterion, it is a "clear and objective" standard. State law requires that the city apply only clear and objective standards to applications for needed housing.

LUBA disagreed with the Planning Commission, finding that that the "19-lot rule" is not clear and objective and therefore cannot be applied to the subject needed housing application. Since this standard was the Planning Commission's only basis for denial, LUBA reversed the decision and ordered the City to approve the subject application.

NEXT STEPS

Staff has prepared a Final Order for consideration and final action, which is included as Attachment 1. Staff requests that the Planning Commission review the Final Order and prepare to take action at the January 9, 2017 meeting. Staff will be prepared to answer any questions the Planning Commission may have regarding LUBA's decision.

ATTACHMENTS

1. Planning Commission Final Order

FOR MORE INFORMATION:

Please contact Erik Berg-Johansen, Associate Planner, City of Eugene Planning Division, at 541-682-5437 or via email at erik.berg@ci.eugene.or.us

Eugene Planning Commission

FINAL ORDER OF THE EUGENE PLANNING COMMISSION
ON LUBA'S REVERSAL OF THE PLANNING COMMISSION DECISION:
CHAMOTEE TRAILS PUD (PDT 15-1)

I. BACKGROUND

On February 18, 2015, the applicant submitted a Needed Housing application for a tentative Planned Unit Development (PUD) application. On December 3, 2015, the Hearings Official issued his decision, finding that the PUD did not meet the approval criterion at EC 9.8325(6)(c), which is referred to as the "19-lot rule." The Eugene Planning Commission held a public hearing on a local appeal of the Hearings Official's decision on January 26, 2016. After deliberations concluded on February 22, 2016, the Planning Commission affirmed the Hearings Official's decision to deny the subject PUD application based on the "19-lot rule."

Bill Kloos, on behalf of the applicant, filed an appeal to the Oregon Land Use Board of Appeals (LUBA). The applicant argued that the "19-lot rule" violates the Needed Housing statute (ORS 197.307), which states that a local government may adopt and apply only *clear and objective standards*, conditions and procedures regulating the development of needed housing on buildable land described in subsection (3) of this section. (*emphasis added*).

In its final opinion, LUBA held that the "19-lot rule" is not clear and objective and therefore cannot be applied to the subject application. Since this standard was the Planning Commission's only basis for denial, LUBA reversed the decision and ordered the City to approve the subject PUD application.

II. FINAL ORDER

Based on LUBA's final opinion and order, issued October 5, 2016 (included as Attachment A), and its Notice of Appellate Judgment (included as Attachment B), issued November 29, 2016, the Eugene Planning Commission hereby approves the Chamotee Trails tentative PUD (PDT 15-1).

The foregoing conclusion is adopted as the Final Order of the Eugene Planning Commission, for Chamotee Trails PUD (PDT 15-1), this 9th day of January, 2017.

_____
Kristen Taylor, Chair
Eugene Planning Commission

Attachment A: LUBA Final Opinion & Order
Attachment B: Notice of Appellate Judgement

BEFORE THE LAND USE BOARD OF APPEALS

OF THE STATE OF OREGON

TOM WALTER,
and WALTER DEVELOPMENT COMPANY,
Petitioners,

06/30/16 AM 8:49 LUBA

vs.

CITY OF EUGENE,
Respondent,

LUBA No. 2016-024

FINAL OPINION
AND ORDER

Appeal from City of Eugene.

Bill Kloos, Eugene, filed the petition for review and argued on behalf of petitioners. With him on the brief was Law Office of Bill Kloos PC.

Anne C. Davies, Assistant City Attorney, Eugene, filed the response brief and argued on behalf of respondent.

RYAN, Board Member; HOLSTUN, Board Chair; BASSHAM, Board Member, participated in the decision.

REVERSED 06/30/2016

You are entitled to judicial review of this Order. Judicial review is governed by the provisions of ORS 197.850.

Opinion by Ryan.

NATURE OF THE DECISION

Petitioners appeal a planning commission decision denying an application for planned development approval of a ten-lot subdivision.

FACTS

The subject property is a 5.19-acre parcel zoned Low-Density Residential (R-1) with a planned unit development (PUD) overlay. The property is located to the south of and abuts West Amazon Drive, a local street with a sixty-foot right-of-way and an eighteen-foot paved width. Record 495. The public right of way of West Amazon Drive extends from its intersection with Fox Hollow Road, located to the west of the subject property, northeasterly where it intersects with Martin Street. However, the right-of-way is currently improved only from its intersection with Fox Hollow Road to a point approximately 1,000 feet northeast of the subject property, where the improved road ends and a gate blocks motor vehicle access. Under current conditions, the only improved street access from the property to the city's improved street system is via West Amazon Drive to Fox Hollow Road. In 2014, the city purchased the properties surrounding the unimproved portion of the West Amazon Drive right of way between the gate and Martin Street. According to the staff report, the city plans to maintain that land as a natural area and part of a trail system.

1 Petitioners applied to divide the subject property into ten lots, with one
2 open space lot. Three of the lots would have direct access onto West Amazon
3 Drive, and the remaining seven lots would access West Amazon Drive via a
4 shared driveway. The hearings officer denied the application for
5 noncompliance with Eugene Code (EC) 9.8325(6)(c), which requires that "the
6 street layout of the proposed PUD shall disperse motor vehicle traffic onto
7 more than one public local street * * *." Petitioners appealed the decision to the
8 planning commission. The planning commission affirmed the decision and
9 adopted the hearings officer's decision as its own. This appeal followed.

10 **SECOND AND FOURTH ASSIGNMENTS OF ERROR**

11 **A. The Needed Housing Statute**

12 The application is for "needed housing" as that term is used in ORS
13 197.303(1).[1] Accordingly, ORS 197.307(4) requires that the city apply only

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[1] ORS 197.303(1) provides:

> "As used in ORS 197.307, 'needed housing' means housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels, including at least the following housing types:
>
> "(a) Attached and detached single-family housing and multiple family housing for both owner and renter occupancy;
>
> "(b) Government assisted housing;
>
> "(c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490;

1 "clear and objective standards" to the proposed PUD.[2] Relatedly, ORS
2 227.173(2) provides that for applications for permits:

> 3 "When an ordinance establishing approval standards is required
> 4 under ORS 197.307 to provide only clear and objective standards,
> 5 the standards must be clear and objective on the face of the
> 6 ordinance."

7 In *Rogue Valley Assoc. of Realtors v. City of Ashland*, 35 Or LUBA 139, 158
8 (1998), *aff'd* 158 Or App 1, 970 P2d 685 (1999), *rev den* 359 Or 594, we
9 explained that approval standards are not clear and objective if they impose
10 "subjective, value-laden analyses that are designed to balance or mitigate
11 impacts of the development on (1) the property to be developed or (2) the
12 adjoining properties or community."

13 ORS 197.831 places the burden on the local government to demonstrate,
14 before LUBA, that standards and conditions imposed on needed housing that

---

> "(d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions; and
>
> "(e) Housing for farmworkers."

[2] ORS 197.307(4) provides:

> "Except as provided in subsection (6) of this section, a local government may adopt and apply only clear and objective standards, conditions and procedures regulating the development of needed housing on buildable land described in subsection (3) of this section. The standards, conditions and procedures may not have the effect, either in themselves or cumulatively, of discouraging needed housing through unreasonable cost or delay."

1 are required to be clear and objective "are capable of being imposed only in a
2 clear and objective manner."[3] By its terms, the statute applies to decisions that
3 "impos[e] the provisions of the ordinance[]."

4 **B. EC 9.8325(6)(c) - The 19-Lot Rule**

5 EC 9.8325 provides the tentative PUD approval criteria for "needed
6 housing," and is sometimes referred to as the "needed housing track."[4] As
7 relevant here, EC 9.8325(6)(c) (the 19-Lot Rule) provides that the applicant
8 must demonstrate that "[t]he PUD provides safe and adequate transportation
9 systems through compliance with all of the following:

10 "The street layout of the proposed PUD shall disperse motor
11 vehicle traffic onto more than one public local street * * * when
12 the sum of proposed PUD lots and the existing lots utilizing a
13 local street as the single means of ingress and egress exceeds 19."

14 As explained above, the paved portion of West Amazon Drive terminates
15 approximately 1,000 feet to the northeast of the subject property, where it is

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[3] ORS 197.831 provides:

"In a proceeding before [LUBA] or an appellate court that involves an ordinance required to contain clear and objective approval standards, conditions and procedures for needed housing, the local government imposing the provisions of the ordinance shall demonstrate that the approval standards, conditions and procedures are capable of being imposed only in a clear and objective manner."

[4] ORS 197.307(6) allow a local government to provide for a development track for needed housing that does not have clear and objective standards, subject to several restrictions, including that the applicant has the option of proceeding under a clear and objective track.

1 blocked by a gate. The hearings officer's single basis for denying the
2 application is that the hearings officer concluded that EC 9.8325(6)(c) was not
3 met:

> 4 "Here, where the 'layout' of the PUD relies on only one public
> 5 street to disperse motor vehicle traffic, that traffic at a minimum
> 6 must be able to go somewhere in two different directions that do
> 7 not terminate in a dead end." Record 47.

8 The hearings officer also adopted the staff report, which concluded:

> 9 "The proposal does not include any new streets within the PUD,
> 10 and the unimproved segment of West Amazon Drive to the north
> 11 precludes its use for dispersal of motor vehicle traffic onto more
> 12 than one public local street. Yet, the applicant does not address the
> 13 plain meaning of this requirement in consideration of the full text
> 14 of the standard, except to assert that the unimproved street
> 15 segment 'must be included in the analysis of the 19-Lot Rule'
> 16 based on the definition of a street. *Their application materials do*
> 17 *not address the fact that motor vehicles cannot actually use this*
> 18 *unimproved right of way as a means of secondary access, and the*
> 19 *reality that there is only one way in or out, where West Amazon*
> 20 *Drive connects to Fox Hollow Road.* In other words, to satisfy this
> 21 criterion, the proposal cannot simply rely on a line on a map."
> 22 Record 45 (emphasis added).

23 In these findings, we understand the hearings officer to have concluded that the
24 unimproved portion of West Amazon Drive does not qualify as a "public local
25 street" within the meaning of EC 9.8325(6)(c). We also understand the
26 hearings officer to have interpreted EC 9.8325(6)(c) as requiring the applicants
27 to show that where access to a PUD is provided by a single public local street,
28 a motor vehicle must be able to travel in either direction on that single street,
29 and connect to other public streets. We understand the hearings officer to have

1 concluded that because the current paved portion of West Amazon Drive dead
2 ends to the east, and does not currently connect to any public street in that
3 direction, the proposed PUD does not "disperse motor vehicle traffic onto more
4 than one public local street."

5 **C. Second Assignment of Error**

6 In their second assignment of error, petitioners argue that the 19-Lot
7 Rule is not a "clear and objective standard[]" within the meaning of ORS
8 197.307(4), and therefore the city erred in applying it to petitioners'
9 application. Petitioners seek reversal of the city's decision. ORS
10 197.835(10)(a)(A). Petition for Review 19, 49.

11 Petitioners argue that the number of different interpretations that the 19-
12 Lot Rule is subject to render it so ambiguous as to allow the type of subjective,
13 discretionary decision making that is prohibited under ORS 197.307(4).
14 According to petitioners, the 19-Lot Rule can reasonably be interpreted in at
15 least two ways:

16 "Here there are two plausible interpretations: (1) Traffic must be
17 able to leave the site in two directions on a 'public local street' as
18 defined in the code, which includes an unimproved street; this is
19 the 'get out' meaning; (2) Traffic must be able to leave the site in
20 each direction and go around to the point of beginning; this is the
21 'go around' meaning; as explained by staff and the Hearings
22 Official, it is the same as having 'secondary access.' As the
23 Hearings Official said: 'Traffic at a minimum must be able to go
24 somewhere in two different directions that do not terminate in a
25 dead end.'" Petition for Review 24.

1 Petitioners' two arguably plausible interpretations are less than clear.
2 The primary problem appears to be that the term "disperse" is not defined, and
3 as used in the 19-Lot Rule it could have different meanings.[5] It could mean
4 that dispersal is complete to two public local streets if West Amazon Drive (a
5 local street) connects with the city's street system in both directions, without
6 regard to whether West Amazon Drive is currently improved to allow such a
7 connection today. We understand that to be petitioners' first interpretation—
8 the "get out" meaning. But dispersal can also be interpreted to require that
9 West Amazon Drive be currently improved sufficiently to actually provide an
10 existing connection with the city's street system via Martin Street to the
11 northeast, as well as the connection with the existing Fox Hollow Road to the
12 west. That is petitioners' second meaning—the "go around" meaning.
13 As petitioners explain it, under the "get out" interpretation, the proposal
14 satisfies the 19-Lot Rule because West Amazon Drive is a "public local street,"
15 while under the "go around" interpretation, which is the city's interpretation,
16 the proposal does not satisfy the 19-Lot Rule. In such a circumstance,
17 petitioners argue, the city cannot demonstrate that the 19-Lot Rule is "capable
18 of being imposed only in a clear and objective manner" as required by ORS

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[5] A secondary problem that the parties apparently do not recognize is that the 19-Lot Rule appears to apply only when the proposed PUD proposes a "street layout." The proposed PUD in this case proposes no new streets, only driveways that connect to existing streets. Since the parties do not address this point we do not address it further either.

1 197.831. In support, petitioners cite *Group B LLC v. City of Corvallis*, 72 Or
2 LUBA74 (2015), *aff'd* 275 Or App 577, 366 P3d 847 (2015), *rev den* 359 Or
3 667 (2016). In *Group B*, we concluded that a condition of approval in a
4 previous planned development approval that imposed a setback from a property
5 line to the approved development was not "clear and objective" within the
6 meaning of ORS 197.307(4) regarding whether additional development was
7 allowed or precluded in the setback area, and that therefore the city was
8 prohibited from applying the standard in a manner that prevented approval of
9 an application for needed housing in the setback area.

10 The city concedes that the 19-Lot Rule contains some ambiguity, but
11 argues that merely because it can be interpreted in more than one way does not
12 mean it fails to be "clear and objective" as required by ORS 197.307(4). In
13 support, the city cites *SE Neighbors v. City of Eugene*, 68 Or LUBA 51, *aff'd*
14 259 Or App 139, 314 P3d 1004 (2013), and *Rudell v. City of Bandon*, 64 Or
15 LUBA 201, 208 (2011), *aff'd* 249 Or App 309, 275 P3d 1010 (2012). In *SE*
16 *Neighbors*, we rejected an argument that EC 9.8325(5), a standard that
17 prohibited grading on portions of a development site that meet or exceed 20
18 percent slope, was not "clear and objective," where the petitioner challenged
19 the five-foot contour interval method that the city used to calculate whether
20 portions of the site exceeded 20 percent slope. We concluded that the absence
21 of language in the code provision requiring slope to be measured using five-
22 foot contour intervals did not mean the provision was not clear and objective,

1 where the city's application form notified applicants that slope would be
2 measured using five-foot contour intervals. In *Rudell*, we concluded that a city
3 code provision that prohibited structures from being located on any "identified
4 foredune" was "clear and objective," where the code defined the term
5 "foredune" with reference to the "lee or reverse slope" of a dune, and the slope
6 of a property is an objectively determinable fact.

7 We agree with petitioners that the 19-Lot Rule is not "clear" or
8 "objective." *See Rogue Valley Assoc. of Realtors*, 35 Or LUBA at 156 (quoting
9 dictionary definitions of the words "clear" and "objective"). The 19-Lot Rule is
10 much more similar to the standard at issue in *Group B* than the standards at
11 issue in *SE Neighbors* and *Rudell.* As we have already noted, the biggest
12 problem with the 19-Lot Rule is that the key term "disperse" is undefined and,
13 because it is ambiguous when used in this context, it leads to very different
14 results.

15 Further, although not always, where the purpose of a standard is clear
16 from the text of the standard, that standard is more likely to be a "clear and
17 objective" standard. A good example is EC 9.8325(5)'s slope standard,
18 discussed above, the purpose of which is to prevent development on steep
19 slopes.[6] Another example is EC 9.8325(9), which requires all proposed

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[6] Petitioners move to strike a statement in the response brief that takes the position that EC 9.8325(5) is "* * * intentionally rigid to ensure adequate protections related to erosion and slope failure." Response Brief 21. Petitioners move to strike the statement and argue that the statement is not supported by

1 dwellings within a proposed PUD to be "within 1/4 mile radius (measured from
2 any point along the perimeter of the development site) of an accessible
3 recreation area or open space that is at least 1 acre in size and will be available
4 to residents," the purpose of which is to ensure residents of a proposed PUD of
5 proximate open space or recreation.

6 The 19-Lot Rule has been a part of various sections of the EC for many
7 years. During the proceedings below, petitioners introduced a 1999 planning
8 staff report from a multi-year code revision exercise that explained:

> 9 "The '19 Lot Rule' is recommended for elimination due to the
> 10 adoption of the Eugene Local Street Plan which incorporates a
> 11 comprehensive set of requirements to address street connectivity.
> 12 In general the street connectivity standards provide an effective
> 13 tool for the City to acquire necessary right-of-way, including the
> 14 appropriate alignment, as each land division application is
> 15 submitted, *whereas the '19 Lot Rule' is intended to ensure that*
> 16 *adequate street connections are already in place. However, this*
> 17 *provision can severely impact the ability to develop infill parcels*
> 18 *even though many sites can demonstrate compliance with the*
> 19 *City's new connectivity requirements.* <u>If there is interest to</u>
> 20 <u>maintain the '19 Lot Rule,' staff recommends that it be revised to</u>
> 21 <u>address existing deficiencies</u>." Record 150-51 (italics and
> 22 underlining added.)

23 When the code revision exercise concluded, the city decided to retain the 19-
24 Lot Rule verbatim for applications under the needed housing track, but
25 eliminated it altogether from the discretionary approval track when it adopted

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the record. We do not think that the city is required to support to demonstrate that the record supports the statement, when the language of the code standard is clear that it is intended to prohibit grading on slopes that exceed 20 percent. Petitioners' motion is denied.

1 the two-track system in 2001.[7] Record 457, 459. It is not clear from the
2 legislative history included in the record why the city chose to retain the 19-Lot
3 Rule for needed housing, without apparently "address[ing] existing
4 deficiencies" as advised by the planning staff.

5 Whatever its purpose, the 19-Lot Rule and the city's interpretation of it
6 appear designed to "balance or mitigate" the impacts of a proposed PUD on the
7 public street system and other developed properties in the vicinity of the
8 proposed PUD, a subjective exercise that is contrary to the needed housing
9 statute. *Rogue Valley*, 35 Or LUBA at 158. The multiple possible
10 interpretations of the ambiguous language in the 19-Lot Rule, coupled with the
11 lack of a clear purpose, allow the city to exercise significant discretion in
12 choosing which interpretation it prefers to serve one or more unstated purposes,
13 in order to approve or deny needed housing development.

14 ORS 197.831 places the burden of proof on the city to demonstrate that
15 the 19-Lot Rule is capable of being imposed "only in a clear and objective
16 manner." For the reasons explained above, we agree with petitioners that the
17 city has not demonstrated that the 19-Lot Rule is "capable of being imposed
18 only in a clear and objective manner."

19 The second assignment of error is sustained.

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[7] The discretionary approval track includes a requirement that applications "comply with the provisions of the Traffic Impact Analysis Review of EC 9.8650 through 9.8680 where applicable." EC 9.8320(5)(c).

1 **D. Fourth Assignment of Error**

2 EC 9.8325(3) requires petitioners to demonstrate that:

3 "[t]he PUD provides a buffer area between the proposed
4 development and surrounding properties by providing at least a 30
5 foot wide landscape area along the perimeter of the PUD
6 according to EC 9.6210(7)."

7 The city did not require a landscape buffer along the northern boundary of the
8 property that is adjacent to West Amazon Drive, where three lots will take
9 access directly from West Amazon Drive, or across the proposed driveway that
10 will provide access from West Amazon Drive to seven of the lots. The city
11 required a landscape buffer along the eastern, southern and western property
12 boundaries. Petitioners did not want to provide a landscape buffer along the
13 western boundary of the property that is separated from Fox Hollow Road by a
14 20-foot wide city-owned riding trail. During the proceedings below, petitioners
15 argued that EC 9.8325(3) is not "clear and objective" and therefore the city
16 could not apply it to petitioners' application. Record 345-46. The hearings
17 officer rejected petitioners' argument. Record 40-41. Petitioners now make the
18 argument at LUBA.

19 The crux of petitioners' challenge is that the city's application of EC
20 9.8325(3) to not require a landscape buffer on areas of the proposed PUD that
21 provide direct access to a street is inconsistent with the express language of EC
22 9.8325(3), which does not provide any express exception at all to the buffer
23 area requirement. We understand petitioners to argue that, properly interpreted,
24 EC 9.8325(3) requires a buffer around the entire PUD perimeter, including the

1 access points. Because no PUD could possibly gain access under EC 9.8325(3)
2 as petitioners interpret it, that standard is essentially a prohibition on needed
3 housing and therefore contrary to the needed housing statute. In any case,
4 petitioners argue, the city's contrary interpretation of EC 9.8325(3) to not
5 require a buffer in places where PUD access is required demonstrates that EC
6 9.8325(3) is not clear and objective, and therefore the standard cannot be
7 applied to require petitioners to provide any buffers at all.

8 We disagree with petitioners that the city's application of the landscape
9 buffer requirement as not applying to proposed driveways and streets in a
10 manner that would require the landscape buffer to block the streets or
11 driveways renders EC 9.8325(3) something other than clear and objective.
12 Petitioners cannot manufacture an interpretation of a standard under which all
13 development would be precluded, and thereby argue that the standard prohibits
14 needed housing, and then complain that the standard is not clear and objective
15 when the city rejects their interpretation. The city applied EC 9.8325(3) in the
16 only way it can reasonably be applied: to allow access to the PUD. To the
17 extent EC 9.8325(3) requires any interpretation, it is more consistent with the
18 needed housing statues for the city to reject an applicant's proffered
19 interpretation that effectively prohibits needed housing because of a lack of
20 access to a site, and instead apply the standard in a way that allows needed
21 housing.

22 The fourth assignment of error is denied.

1 **FIRST AND THIRD ASSIGNMENTS OF ERROR**

2 In their first assignment of error, petitioners argue that the hearings
3 officer improperly construed the 19-Lot Rule when he interpreted it to require
4 that motor vehicle traffic be able to travel to both Fox Hollow Road and Martin
5 Street on West Amazon Drive. Because we determine in our resolution of the
6 second assignment of error above that the 19-Lot Rule is not "capable of being
7 imposed only in a clear and objective manner," the city may not apply it to
8 prohibit petitioners' proposed PUD. Accordingly, we need not resolve
9 petitioners' first assignment of error. We do not reach the first assignment of
10 error.

11 In their third assignment of error, petitioners argue that the city
12 committed a procedural error that prejudiced their substantial rights when the
13 city attorney advised the planning commission that in her opinion the planning
14 commission lacked authority to address petitioners' argument that the 19-Lot
15 Rule is not "clear and "objective" within the meaning of ORS 197.307(4). For
16 the reasons set forth in the city's response brief, we reject petitioners'
17 argument.

18 The third assignment of error is denied.

19 **REMEDY**

20 We have sustained petitioners' challenge to the city's single basis for
21 denial of the application. Petitioners argue that LUBA should reverse the city's

1 decision and order the city to approve the application. Petition for Review 2,
2 19. The city does not argue that remand is the appropriate remedy.

3 ORS 197.835(10)(a) provides, in part:

4 "The board shall reverse a local government decision and order the
5 local government to grant approval of an application for
6 development denied by the local government if the board finds:

7 "(A) Based on the evidence in the record, that the local
8 government decision is outside the range of discretion
9 allowed the local government under its comprehensive plan
10 and implementing ordinances[.]"

11 The question posed under ORS 197.835(10)(a)(A) is whether the city's
12 decision to deny petitioners' application was "outside the range of discretion
13 allowed the local government under its comprehensive plan and implementing
14 ordinances[.]" The city denied petitioners' application on a single basis, a basis
15 that is barred by ORS 197.307(4), because the application is an application for
16 approval of "needed housing" and the standard that the city found was not met
17 under its interpretation is not "clear and objective." The city's decision was
18 therefore "outside the range of discretion allowed the local government under
19 its comprehensive plan and implementing ordinances[.]" *Parkview Terrace*
20 *Development, LLC v. City of Grants Pass*, 70 Or LUBA 37, 57 (2014).

21 The city's decision is reversed, and the city is ordered to approve
22 petitioners' application.

Certificate of Mailing

I hereby certify that I served the foregoing Final Opinion and Order for LUBA No. 2016-024 on June 30, 2016, by mailing to said parties or their attorney a true copy thereof contained in a sealed envelope with postage prepaid addressed to said parties or their attorney as follows:

Anne C. Davies
Assistant City Attorney
City of Eugene
125 E 8th Avenue
Eugene, OR 97401

Bill Kloos
Law Office of Bill Kloos PC
375 W. 4th Avenue Suite 204
Eugene, OR 97401

Dated this 30th day of June, 2016.

Kelly Burgess
Paralegal

Kristi Seyfried
Executive Support Specialist

BEFORE THE LAND USE BOARD OF APPEALS

OF THE STATE OF OREGON

TOM WALTER and WALTER
DEVELOPMENT COMPANY,
Petitioners,

vs.

CITY OF EUGENE,
Respondent,

LUBA No. 2016-024

NOTICE OF APPELLATE JUDGMENT

The Court of Appeals issued an opinion in *Walter v. City of Eugene*, CA A162680, on October 5, 2016. The appellate judgment was filed on November 22, 2016.

The appellate court decision in this case requires no change in our final opinion and order dated June 30, 2016.

Dated this 29th day of November, 2016.

Melissa M. Ryan
Board Member

AGENDA ITEM SUMMARY
January 9, 2017

To: Eugene Planning Commission

From: Terri Harding, City of Eugene Planning Division

Subject: Envision Eugene Urban Growth Boundary Adoption Process and Draft Community Engagement Plan

ISSUE STATEMENT

The City of Eugene is preparing to adopt a new urban growth boundary (UGB), following several years of community input, technical analysis, revisions and policy check-ins. The City Council provided the final piece of direction necessary to complete the UGB adoption package in October, 2016: how to plan for the remaining 1,600 multi-family homes of our 20 year housing need. In November, 2016, the Planning Commission reviewed the latest information on multi-family housing and the results of summer outreach on the proposed UGB expansion.

At this work session, the Commission will shift its focus to preparing for the formal adoption process. There are two goals for this meeting: 1) to familiarize the Commission with the legal framework for the Planning Commission's role in the adoption process, and 2) to provide the Commission an opportunity to review and comment on the draft Community Engagement Plan for the UGB adoption phase of the Envision Eugene project.

BACKGROUND

UGB Adoption Process Legal Framework

At the work session, Assistant City Attorney Emily Jerome will walk the Commission through the steps in preparing to adopt Eugene's new UGB. This information will focus on the role of the Planning Commission in making a recommendation on the UGB adoption package to the elected bodies of Eugene and Lane County. It will also cover the structure of the UGB proposal being prepared for submittal to the state, and the role of the Lane County Planning Commission in upcoming meetings.

Draft Community Engagement Plan

Heather O'Donnell will present the draft UGB adoption process Community Engagement Plan. Consistent with Commission direction provided on December 12, staff asked the Planning Commission's Public Involvement subcommittee to review a first draft of the engagement plan. The plan in **Attachment A** incorporates feedback received from subcommittee members via email.

The proposed engagement plan includes ongoing communication via the website, e-newsletters, and videos, advertising, a series of Community Information Sessions, looping back with

underrepresented groups, and attending existing group meetings. Heather will walk the Commission through these ideas during the work session, and seek Commission feedback on the engagement plan. Once direction is received, staff plan to present the revised draft engagement plan to the City Council for their approval.

NEXT STEPS

A timeline of future public meetings and events for adopting our UGB is included in **Attachment B.** Once meeting dates are finalized, staff will share them with the Commission and the public. Future Commission work sessions in January and February will focus on specific components of the UGB proposal, including how the City plans to address our land needs for employment, schools, parks, and homes, as well as amendments to adopted plans, zone changes, and land use code amendments necessary to implement the UGB proposal.

The public hearing on the UGB adoption package will be held jointly with the Lane County Planning Commission on March 7 at 6 pm in Harris Hall. Additional information is available on the Envision Eugene website at www.EnvisionEugene.org.

ATTACHMENTS

A. UGB Adoption Process Draft Community Engagement Plan
B. Envision Eugene UGB Adoption Process and Timeline

FOR MORE INFORMATION

Contact Terri Harding at 541-682-5635, terri.l.harding@ci.eugene.or.us

Eugene Planning

Draft Community Engagement Plan for
UGB Adoption Package
Formal Adoption Process
Winter/Spring 2017

Goals

- Provide community members ample and convenient opportunities to learn about the UGB adoption package and how to provide feedback during the formal adoption process
- Provide interested community members the information they need and convenient ways to share this information with others, including about:
  - the UGB adoption package materials
  - key issues and how they are addressed
- Obtain community members' feedback during the formal process about how the adoption package reflects 5 years' worth of community input and issues identified throughout the Envision Eugene process, including the seven pillars
- Awareness that this is a joint City/County project
- Strive for an inclusive and equitable process that reflects the diversity of Eugene's residents

Timing	Engagement Activity / Process
On-going	EE newsletter- regular emails of upcoming meetings to about 600 Email addresses and to other listservs
On-going	Social media- Facebook and twitter posts of events, EE newsletter links, relevant information
On-going	Comment log- to track and share all public comments; updated regularly and posted on-line
On-going	Meet with neighborhood groups, relevant boards and committees, partners, and community-based organizations
	Draft Version 1
Mid Dec	Video – post and share short video regarding adoption package and adoption process
Mid Dec	EE Newsletter- (Focus- video, upcoming community sessions, PC public hearing date)
Jan 9-13	Website- Publish Version 1 UGB adoption package materials and contact information
Jan 9-13	Press release- (Focus- milestone of submittal to State, community session dates, PC public hearing)
Jan 9-13	Print and TV media contacts- (Focus- community sessions, UGB package)
Jan 9-13	Newspaper, website, social media advertisements, print advertisements for community sessions and public hearing
Jan 9-13	Urban Growth Boundary information packet for distribution
Jan-Feb	Community Information Sessions - 4 weeks throughout city (Focus- UGB package, participation in adoption process) 1. Willamette High School Library (date TBD) 2. North Eugene High School Library (date TBD) 3. South Eugene High School Library (date TBD) 4. Sheldon High School Library (date TBD) 5. Churchill High School Library (date TBD)

6. Downtown (date TBD)

Jan-Feb	Follow-up with underrepresented members and groups of the community
Jan-Feb	Check-ins with interested community members and groups; work with partners to spread information
Jan-Feb	Planning Commission work sessions; UGB adoption package overview & key themes heard
Mid Feb	Meet with Editorial Board
Mar 7	City / County Planning Commissions Joint Work Session and Public Hearing
Mar-Apr	Updates as above; through EE newsletter and other listservs, website, social media, print and TV media contacts
Mar-Apr	City / County Planning Commissions deliberations and recommendation work sessions

Draft Version 2 – Planning Commission Recommendation

April	Website- Publish Version 2 UGB adoption package materials and contact information
May	City Council work sessions; UGB adoption package overview & key themes heard, PC recommendation
May	Newspaper, website, social media advertisements, print advertisements for public hearing
May-June	City Council / County Board of Commissioners joint Public Hearing
May-July	Updates as above; through EE newsletter and other listservs, website, social media, print and TV media contacts
June-July	City Council/ County Board of Commissioners deliberations and action meetings

Publish approved urban growth boundary documents!!!

*****Meetings or other outreach and engagement activities will be added to the above list as needed. Any interested person can request a meeting.

Measures

A well-informed public is the cornerstone of good decision making. At the same time, participation is voluntary. While no amount of outreach can inform and involve our community as much as we'd like, we can learn and improve by measuring our efforts and adapting our approach. As part of the outreach plan, staff will be tracking information such as media coverage, website hits, social media engagement, video views, meeting attendance, and the e-newsletter open rate. This information will be provided to the Planning Commission and City Council.

Envision Eugene UGB Adoption Package Timeline

UPDATED Jan. 2017

COMMUNITY INFORMATION SESSIONS

SEE PUBLIC EVENTS @ **EnvisionEugene.org**

2017

JAN | FEB | MAR | APR | MAY | JUNE | JULY

EUGENE AND LANE COUNTY PLANNING COMMISSION HEARING PROCESS

Draft 1 UGB Adoption Package → **Work Sessions** → **Public Hearing** → **Deliberations & Recommendation**

CITY COUNCIL & BOARD OF COMMISSIONERS HEARING PROCESS

Draft 2 UGB Adoption Package → **Work Sessions** → **Public Hearing** → **Deliberations** → **Action**

Eugene's NEW UGB!

1/9 Eugene Planning Commission Work Session

Web → **Department of Land Conservation and Development Notice** & Findings & Council Memo

1/23 Eugene Planning Commission Work Session

2/13 Eugene Planning Commission Work Session

2/21 Lane County Planning Commission Work Session

3/7 Eugene/ Lane County Planning Commission Joint Work Session & Public Hearing

Web

www.EnvisionEugene.org

AGENDA ITEM SUMMARY
January 9, 2017

To: Eugene Planning Commission

From: Carolyn Burke, Parks Planning and Ecological Services Manager

Subject: Parks and Recreation System Plan Update

ISSUE STATEMENT

In 2015, the Parks and Open Space and Recreation Services divisions launched a process to establish a plan for the future of the Parks and Recreation System. The goals of the system plan are to address current challenges, plan for future population growth and trends, and create a vision to benefit current and future generations. This work session provides the Planning Commission with an update on the *PARKS and RECreate* planning process.

BACKGROUND

The Planning Commission last received an update in February 2016 that included the results of extensive public engagement efforts and needs assessment findings. This information and more can be found at www.eugparksandrec.org.

Community Engagement

Over the summer of 2016, additional public outreach was conducted to share ideas for the future and identify community priorities. Combined with phase one outreach activities, over 10,000 contacts have been made with community members to support this work. Outreach methods include:

- *Picture Your Parks* newsletter mailed to all 83,000 Eugene households
- An online survey with over 800 respondents
- A random-sample telephone survey with 300 respondents
- *Little Red* pop-up tour in 10 locations reaching over 1,500 people
- Neighborhood, community group and stakeholder meetings

Also, an Advisory Group of fifteen community members with broad interests and representing neighborhoods across Eugene has been formed to assist staff with recommendations for the final plan. The Parks and Recreation Advisory Group roster is included as Attachment A.

Project Priorities

Four principles, resulting from community input, continue to guide decision-making as draft priorities and funding strategies are identified. The principles are:

- Care for and make the most of what we have- Provide safe, clean and fun parks and

recreation facilities, and enhance their value for the community to enjoy.

- Serve the entire community- Provide equitable and welcoming access to parks and recreation facilities, regardless of neighborhood, culture, ability or income.
- Create more connections- Build on Eugene's strong foundation of connected open spaces and trail networks by completing and making new connections at the regional, city and neighborhood levels.
- Build better partnerships- Forge new relationships and reinvent old partnerships across all sectors- community health and social services, land use and transportation, education, arts and culture and economic development.

Draft prioritized project lists have been developed for each planning area (Bethel; River Road/ Santa Clara; Willakenzie; City Central; South east; South west Eugene, and city-wide). A prioritization criteria was applied to each project that took into account current facility conditions, the unique needs and community desires of each planning area and triple bottom line considerations of social equity, environmental health and economic prosperity. The criteria is included as Attachment B and draft prioritized project lists and maps organized by planning area are included as Attachment C.

These project lists are considered preliminary for two reasons:

1. They have not yet been reviewed by the public. Input will be sought throughout the winter to refine the draft priorities.
2. The amount of funding that will be available for both operations and capital has not been determined and will be based on future City Council decisions. The amount of planned funding will affect the number of projects that can be accomplished within the given timeframes.

Implementation and Funding Options

There are two distinct paths, each with different funding mechanisms, which are required for implementation of the Parks and Recreation System Plan:

- Parks Operations and Maintenance (O&M) Funding- As discussed for years, current funding levels are not adequate to steward existing park assets, nor to grow the system. An increase in funding of $2.3 million annually is needed to meet critical maintenance needs, address safety and security concerns, and allow for modest development of new parks in areas of high need. Attachment D provides additional information on the current state of parks and funding needs.
- Parks and Recreation Capital Funding- As discussed above, priority projects have been identified that require capital investment to protect existing assets and/or improve service equity. Attachment E provides additional information on the current state of Eugene's recreation facilities. (Note that some capital projects, such as building a new community center or expanding pool hours, will require additional operating funds as well.)

NEXT STEPS

City staff will continue to meet with the Advisory Group, and engage stakeholders and neighborhood and community groups to refine project priorities and actions. Direction from the City Council regarding funding options for both O&M and capital projects will be sought in early 2017, at which time the implementation plan can be finalized and prepared for City Council adoption. Adoption of a plan is anticipated in late spring of 2017.

ATTACHMENTS

A. Parks and Recreation Advisory Group Roster, November 2016
B. Capital Project Prioritization Criteria, November 2016
C. DRAFT Prioritized Capital Project Lists and Maps by Planning Area, November 2016
D. State of Parks Update Report, November 2016
E. State of Recreation Facilities Report, November 2016

FOR MORE INFORMATION

Carolyn Burke, 541-682-4914, carolyn.j.burke@ci.eugene.or.us

Parks and Recreation Advisory Group Membership

10/25/2016

Community Member	**Planning Area**
Coyote Jones (youth representative)	Willakenzie
Dr. Richard Kincade	Springfield
Hugh Prichard	Southeast
Joe Maruschak	Willakenzie
Kelly Prusz	Willakenzie
Kelly Reis	Southwest
Kevin Shanley	Southeast
Lyllye Parker	Willakenzie
Marjorie Smith	City Central
Lucy McGuire (youth representative)	Southwest
Misenga Scott	Southeast
Pat McGillivray	Bethel
Penny Wardle	Bethel
Rosalia Marquez	River Road/ Santa Clara
Scott Sanders	River Road/ Santa Clara
City Staff	
Carolyn Burke, Project Manager	
Craig Carnagey, Parks and Open Space Director	
Craig Smith, Recreation Services Director	
Philip Richardson, POS Staff	
Sandy Shaffer, Recreation Staff	

PARKS & RECreate Project Prioritization

Park and Habitat Projects

11/8/2016

A: Addresses challenges			Points
	1	Improves sense of safety	5; 10
	2	Addresses maintenance challenge	5; 10
	3	Improves geographic distribution of parks	10
	4	Addresses identified special facility/amenity gap	5
B: Survey Results			
	5	Community-wide points	up to 5
	6	Planning area points	up to 5
C: Timing/ Urgency (all that apply)			
	7	Mitigating failure	5
	8	Opportunity lost	5
	9	Regulatory mandate	2; 5
	10	Low hanging fruit	2
D: Leverages opportunities (all that apply)			
	11	Connectivity/access	2
	12	Natural resource	2
	13	Multiple benefits (outside realm of P&R)	2
	14	Programming/ education	2
	15	Partner/donation funding	2
	16	Revenue generating	2
	18	Supports green infrastructure	2
E: Addresses trends (all that apply)			
	19	Growing community (capacity enhancing)	2
	20	Specifically targets programmng to serve 55+	2
	21	Location serves diversity	2
	22	Location serves low-income (+youth and density)	2
	23	Addresses climate change	2
Sub-Total			
F: Other circumstances (up to 5 pts)			5
		Total Points	

Recreation Projects

11/8/2016

A: Addresses challenges			Points
	1	Addresses Rec Facility capacity/function limitations	5
	2	Improves geographic distribution	10
B: Survey Results			
	3	Community-wide Points	up to 4
	4	Planning Area Points	up to 4
C: Timing/ Urgency (all that apply)			
	5	Mitigating failure	10
	6	Addresses condition issues/ historic preservation	5
D: Leverages opportunities (all that apply)			
	7	Multiple benefits	2
	8	Programming/ education	2
	9	Strong opportunity for partnership	2
	10	Revenue generating	up to 5
	11	Improves sense of safety	2
	12	Improves operating/staffing efficiency	2
	13	Improves energy efficiency/ sustainability	2
E: Addresses trends (all that apply)			
	14	Growing community (capacity enhancing)	2
	15	Specifically targets programmng to serve 55+	2
	16	Location serves diversity	2; 3
	17	Location serves low-income families	2; 3
	18	Addresses climate change	2
		Subtotal	
F: Other circumstances			up to 5
		Total Points	

DRAFT Prioritized Capital Project List
Citywide Projects

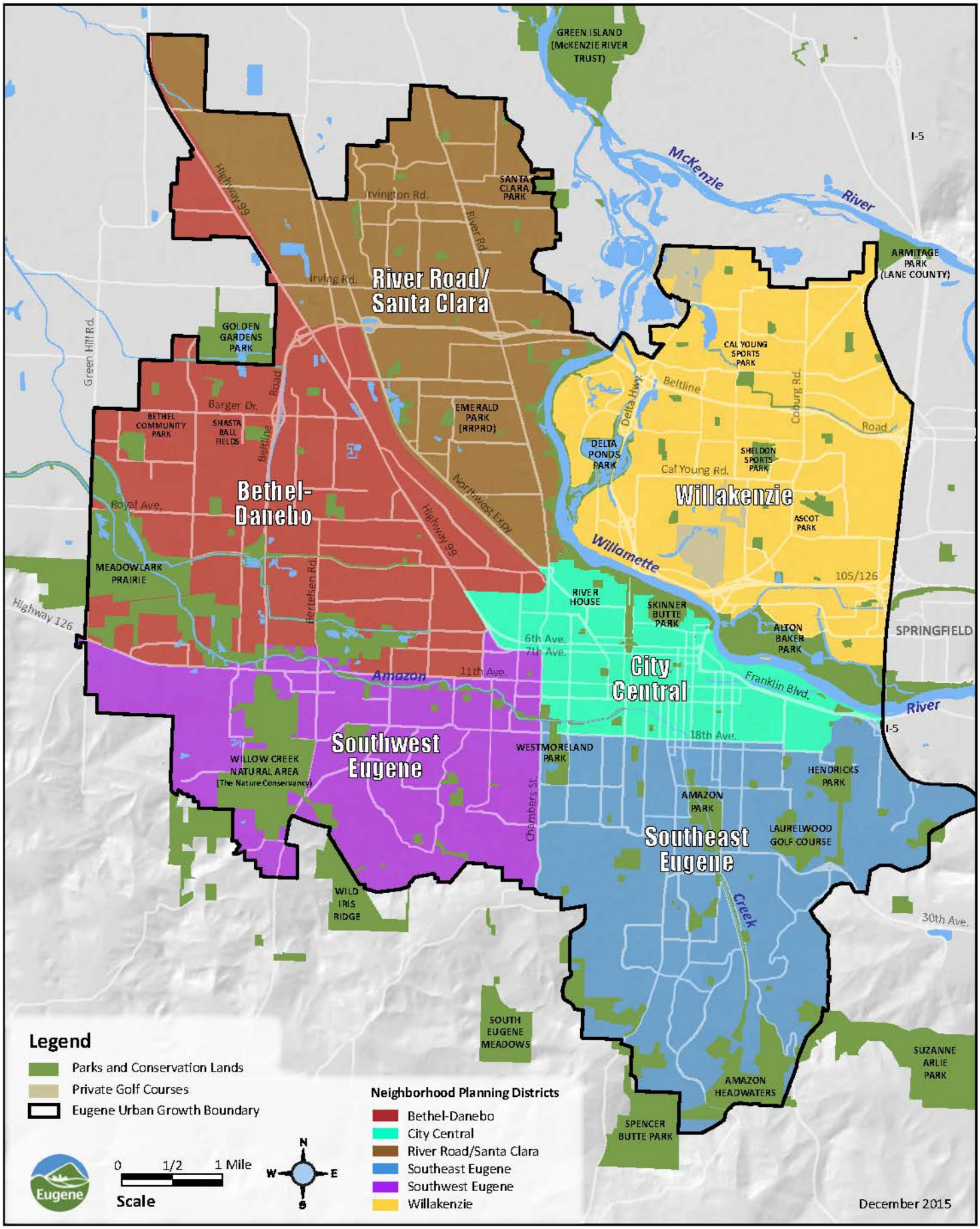
11/21/2016

1= 1-5yrs
2= 6-10 yrs
3= beyond

Project #	Project Description	DRAFT Priority
E1	Improve areas for informal family gatherings (Latino Engagement findings)	1
E2	Implement comprehensive signage improvements	1/2/3
E3	Install additional benches throughout system	1
E4	Develop and implement a city-wide irrigation system water management plan	1/2/3
E5	Develop and implement a comprehensive approach to locating inclusive play	1/2/3
E6	Update school playground usage agreements and partner to provide renovations as needed	1/2
E7	Develop and implement a city-wide restroom system master plan	1/2/3
E8	Develop and implement a comprehensive approach to locating multi-generational playgrounds/exercise equipment	1/2/3
E9	P'etanque Court improvements	2
E10	Pickleball Court conversion	1
E11	Neighborhood park lighting improvements	1/2/3
E12	Nature Education Center/ Event rental facility	3
E13	Riverfront equipment rental facility	3
E14	Plan and implement new wetland mitigation bank to support Envision Eugene	1
E15	River visioning project implementation to improve safe access to the Willamette River for swimming, fishing, paddling and nature viewing while maintaining or improving habitat for fish and wildlife	1/2/3
E16	Trails Plan Special Studies	1/2/3
E17	Amazon Creek water trail feasibility study	2
E18	Feasibility study of bicycle/ ped bridge over Willamette River to connect path system to Springfield	2
	Total Planning Area Approximate Project Costs= $26.8 million	

Neighborhood Planning Districts

Eugene Parks and Recreation System



DRAFT Prioritized Capital Project List

Bethel Planning Area

11/21/2016

1= 1-5yrs
2= 6-10 yrs
3= beyond

Project #	Project Description	DRAFT Priority
B1	Acquire 2 new neighborhood park sites in underserved areas (Bc; Be)	2
B2	Golden Gardens Park general park development to serve Ba	1
B3	Grasshopper Meadow Park development	3
B4	Royal/Elizabeth Park development	3
B5	Build 2 new neighborhood park sites in underserved areas (Bc; Be)	3
B6	Lark Park major renovation	2
B7	State Street Park major renovation	2
B8	Trainsong Park major renovation	1
B9	Bethel Community Park rehabilitation	2
B10	Petersen Park rehabilitation	2
B11	Irwin Park rehabilitation	2
B12	Mangan Park rehabilitation	3
B13	Enhance and provide interpretation for Bethel Community Park wetland	2/3
B14	Golden Gardens Park habitat restoration	2/3
B15	Fir Butte habitat restoration (BLM)	1
B16	Willamette Daisy Meadow and Green Hill to Fern Ridge habitat restoration	2
B17	Habitat renovation at priority West Eugene Wetland sites (Meadowlark Prairie, Dragonfly Bend)	1/2/3
B18	Bethel Community Park spray play	1
B19	Build playground at Echo Hollow Pool to serve Bd	1
B20	Improve access to Irwin Park from Bb	1
B21	Improve access to Malabon Elementary playground to serve Bd	1
B22	Improve access to Petersen Park to serve Bf	1
B23	Petersen Park community garden	2
B24	Golden Gardens sports complex	2/3
B25	Meadowview turf field replacement (Bethel SD)	1
B26	Shasta Ballfields major renovation (Bethel SD)	1
B27	Willamette HS turf field replacement (Bethel SD)	1
B28	A2 Channel to Meadowlark Prairie Trail (Trails Plan #C9)	2
B29	Farm Belt Trail connection from Hwy 99 (Metro Wastewater Poplar Plantation) to A2 Channel	1/2/3
B30	Kalapuya High School to Dragonfly Bend trail (Trails Plan #38)	2
B31	A-3 Channel Trail development (Trails Plan #27)	3
B32	Bertelsen Nature Park trail development (Trails Plan #26)	3
B33	Bethel Community Park running trail (Trails Plan #44)	2
B34	Golden Gardens Park running trail (Trails Plan #30)	3
B35	West Eugene Wetlands at Greenhill to Fern Ridge Reservoir/ Fir Butte Road trail development (Trails Plan #29)	2/3
B36	Meadowlark Prairie to Hwy 126 shared-use trail (Bethel portion of Trails Plan #C1)	3
B37	Murin Street path connection (TSP)	3
B38	Fern Ridge West path connection at Royal (TSP)	3
B39	Eugene Recreational Walking Routes Planning/ Neighborhood Greenways: Bethel	1
B40	Echo Hollow Pool expansion/ remodel	1
B41	Petersen Barn expansion/ remodel	2
	Total Planning Area Approximate Project Costs= $70.7 million	

Other Sub-Area Project
Location to be Determined
B39

Index
RR/SC, W, BD, CC, SW, SE

DRAFT

Legend
- Bethel-Danebo Sub-Area
- City of Eugene Parks
- Other Conserved Lands
- Park Facility on School Property
- Public School
- Recreation Facility
- Existing Hard-Surface Shared-Use Paths
- Existing Soft-Surface Trails
- Eugene Urban Growth Boundary

Proposed Projects
- New or Improved Recreational Facility
- Improvement of Existing Park or Natural Area
- New Park or Park Amenity
- New Park Site Acquisition
- New Trails, Paths, and Access Improvements
- New Soft-Surface Trail Conceptual Alignment*

* Land acquisition required for some proposed trail corridors (see table).

Fern Ridge Reservoir
BODENHAMER RD
CLEAR LAKE RD
To Willamette River
A-2 Channel
A-2 CHANNEL
GOLDEN GARDENS
B2, B14, B24, B34
HIGHWAY 99
STATE STREET
B7, B28
IRWIN
B11
MANGAN
B12
BARGER DR
Shasta MS
Clear Lake ES
B20
Willamette HS
Meadow View School (K-8)
B25, B9
BETHEL COMMUNITY PARK
B33, B18
B26
SHASTA BALLFIELDS
B40, B19
Echo Hollow Pool
Cascade MS
B27, B21
Malabon ES
Amazon
Amazon Creek
Amazon Channel Diversion
SEE-SIL SAVANNA (BLM)
FIR BUTTE (BLM)
B15
FIR BUTTE RD
B35
GREEN HILL TO FERN RIDGE
AVALON ST
B13
Danebo ES
B30
Kalapuya HS
CANDLELIGHT
BELTLINE RD
ECHO HOLLOW RD
DRAGONFLY BEND
B1, B5
ROYAL AVE
B17
B38
Prairie Mountain School (K-8)
GRASSHOPPER MEADOW
B3
B4
ROYAL ELIZABETH
B23
PETERSEN
B10
B41
Peterson Community Center
Fairfield ES
BETHEL DR
HIGHWAY 99
NORTHWEST EXPRESSWAY
GILBERT
B8
TRAINSONG
B22
ELMIRA RD
GREEN HILL RD
N TERRY ST
B37
B31
A3 Channel
DANEBO POND (EUGENE,LANE COUNTY,ODOT)
ROOSEVELT CHANNEL
LARK
B6
ROOSEVELT BLVD
B36
OAK HILL (BLM,ODOT)
MEADOWLARK PRAIRIE (BLM, EUGENE)
DANEBO AVE
BERTELSEN RD
W 1ST AVE
WILLAMETTE DAISY MEADOW (BLM,EUGENE,ODOT)
B16
TSAL LUK-WAH (BLM,EUGENE)
A-3 CHANNEL
B32
BERTELSEN NATURE PARK (BLM, EUGENE, ODOT)
SENECA
W 5TH AVE
W 7TH AVE
MCKINLEY ST
W 11TH AVE
BAILEY HILL
HIGHWAY 126
To Spencer Butte
CREEK

Eugene

0 1/4 1/2 Mile
Scale

N W E S

DRAFT
November 2016

Proposed Facilities Map: Bethel-Danebo Sub-Area

Eugene Parks and Recreation System

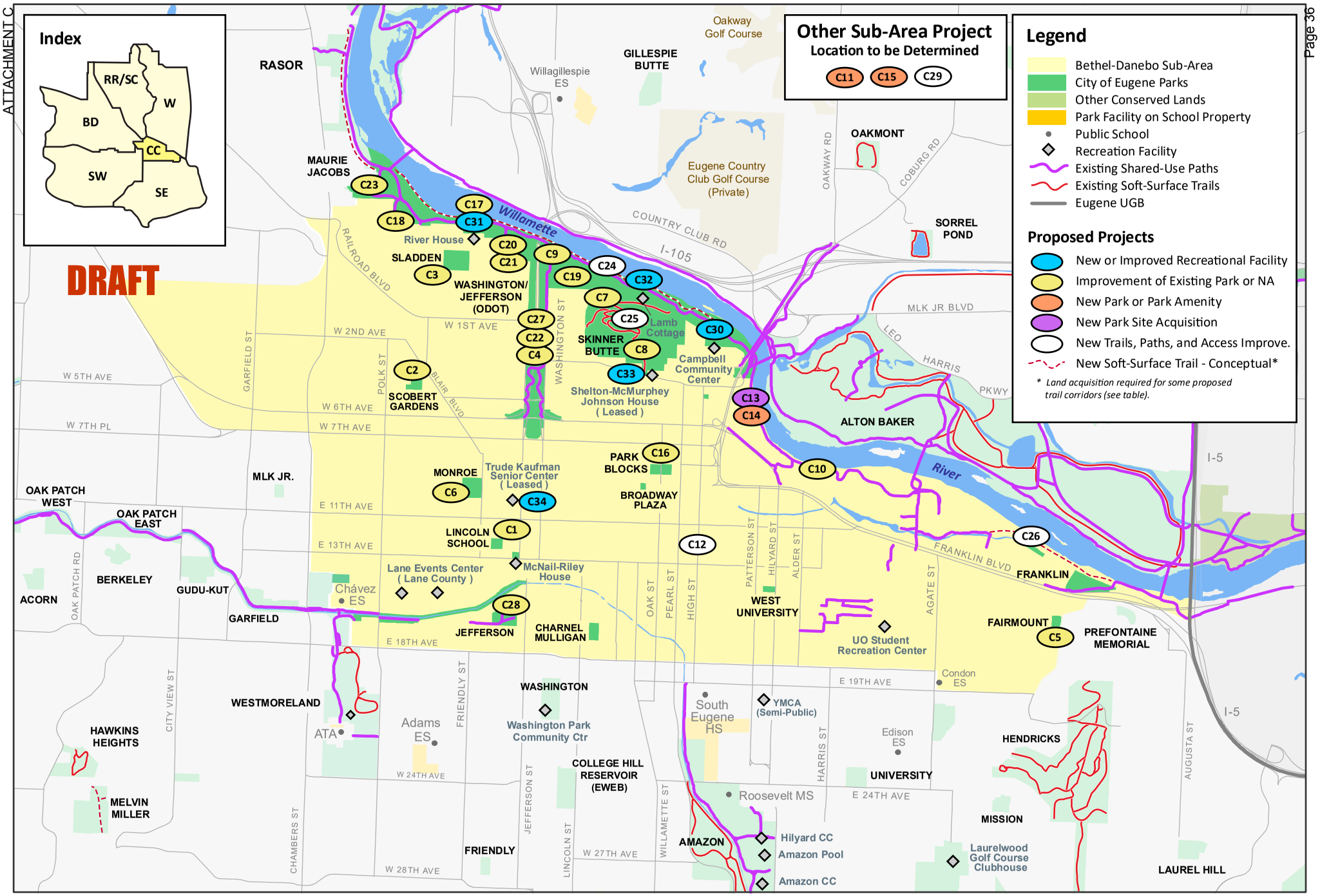
DRAFT Prioritized Capital Project List

City Central Planning Area

11/21/2016

1= 1-5yrs
2= 6-10 yrs
3= beyond

Project #	Project Description	DRAFT Priority
C1	Lincoln School Park renovation	1
C2	Scobert Gardens renovation	1
C3	Sladden Park renovation	1
C4	Washington/Jefferson Park master plan and renovation	2/3
C5	Fairmount Park rehabilitation	3
C6	Monroe Park rehabilitation	2
C7	Skinner Butte Park rehabilitation	3
C8	Skinner Butte Park habitat restoration	1/2
C9	Maurie Jacobs and Skinner Butte Park lighting improvements	1/2
C10	South Bank Path realignment and lighting (EWEB to Frohnmayer Bridge)	1
C11	Downtown play area to serve CCa	1
C12	Increase access along High Street (from 19th to the Ruth Bascom Riverfront Path) to improve access between Amazon Park and river to serve CCb and SEa	1
C13	Acquire Riverfront Park at former EWEB site to serve CCa	1
C14	Riverfront Park at former EWEB site to serve CCa	1/2/3
C15	City Central dog park (location TBD)	2
C16	Park Blocks renovations	1
C17	River House Community Garden Rehabilitation	1
C18	Whiteaker Community Garden Rehabilitation	1
C19	Skinner City Farm Community Garden Rehabilitation	2
C20	Owen Rose Garden Management Plan	2
C21	Owen Rose Garden rehabilitation	3
C22	Washington/Jefferson Park basketball court rehabilitation	1
C23	Maurie Jacobs Field rehabilitation	2
C24	South Bank running trail from Greenway Bridge to DeFazio Bridge (Trails Plan #32)	1
C25	Skinner Butte Park pedestrian trails (Trails Plan #43)	1/2
C26	South Bank Path feasibility study for riverfront path continuation in vicinity of Walnut Station	3
C27	Washington Jefferson Park lighting improvements	2/3
C28	Jefferson Park Improvements	3
C29	Eugene Recreational Walking Routes Planning/ Neighborhood Greenways: City Central	2
C30	Campbell Community Center expansion/ remodel	1
C31	River House Outdoor Center expansion/ remodel	1
C32	Lamb Cottage Improvements	3
C33	Shelton-McMurphey Johnson House Improvements	3
C34	Kaufman Center Improvements	3
	Total Planning Area Approximate Project Costs= $33.4 million	



DRAFT: November 2016

Proposed Facilities Map: City Central Sub-Area

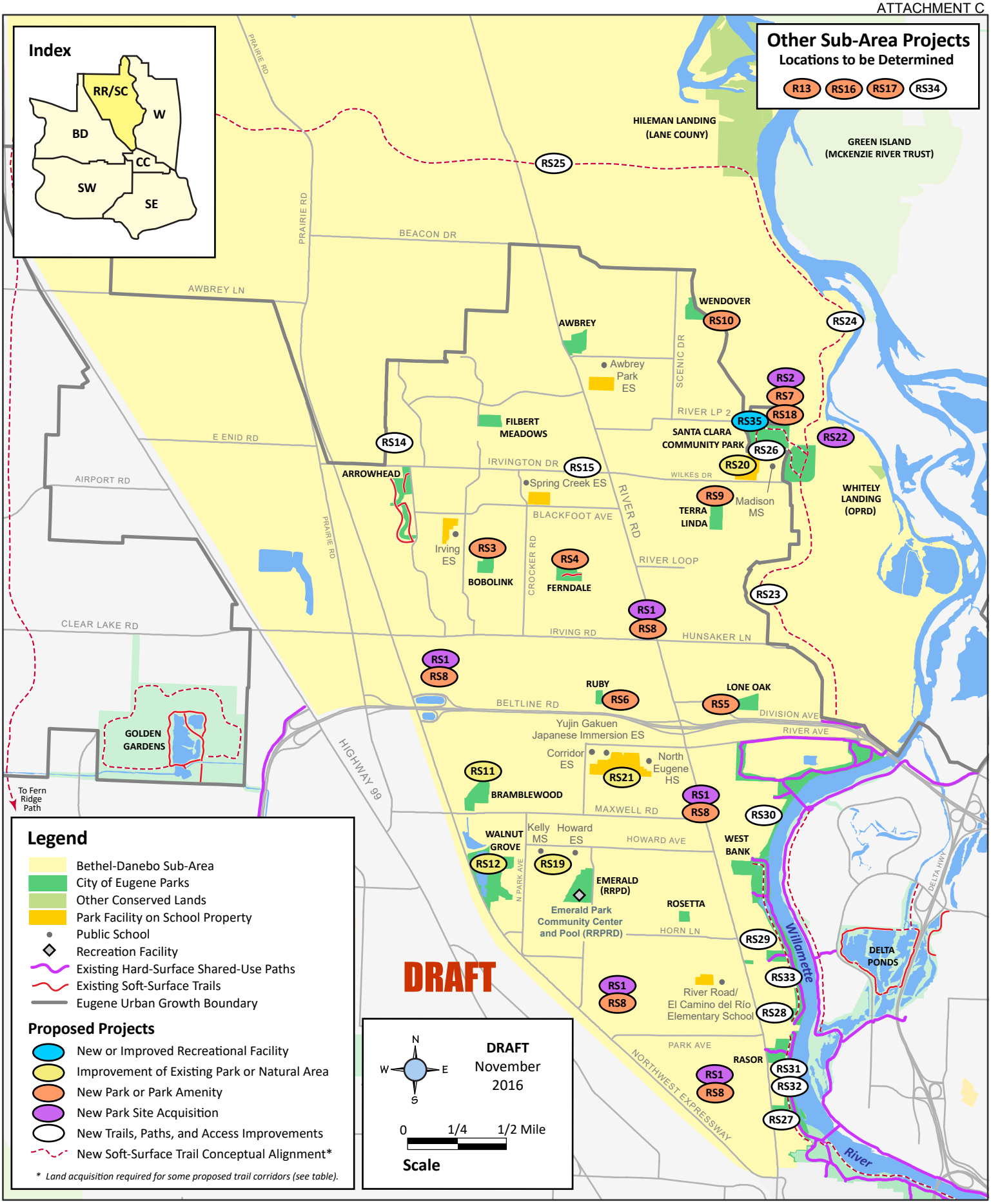
Eugene Parks and Recreation System

DRAFT Prioritized Capital Project List
River Road/ Santa Clara Planning Area

11/21/2016

1= 1-5yrs
2= 6-10 yrs
3= beyond

Project #	Project Description	DRAFT Priority
RS1	Acquire 5 new neighborhood park sites in underserved areas (RSc; RSd; RSe; RSg; RSh)	1/2/3
RS2	Santa Clara Community Park acquisition	1/2/3
RS3	Bobolink Park development	3
RS4	Ferndale Park development	1
RS5	Lone Oak Park development	2
RS6	Ruby Park development	1
RS7	Santa Clara Community Park development	1/2/3
RS8	Build 5 new neighborhood park sites in underserved areas (RSc; RSd; RSe; RSg; RSh)	3
RS9	Terra Linda Park development	2
RS10	Wendover Park development	3
RS11	Bramblewood Park rehabilitation and nature trail development	3
RS12	Walnut Grove Park rehabilitation	3
RS13	West Bank Park playground(s) to serve RSe and RSh	1
RS14	Improve access to Arrowhead Park from RSa	1
RS15	Improve access to Spring Creek Elementary School from RSb	1
RS16	RR/SC community garden (location TBD)	1
RS17	RR/SC dog park (location TBD)	1
RS18	RR/SC spray play at Santa Clara Community Park	3
RS19	Kelly MS turf field replacement (4J)	2
RS20	Madison MS turf field replacement (4J)	1
RS21	North Eugene HS turf field replacement (4J)	2
RS22	Acquire riverfront property between between Beltline and Hileman Landing to continue West Bank Path and provide a connected corridor north of Beltline and south of Hileman Landing (Trails Plan #C11)	1/2/3
RS23	UGB/West Bank Path Continuation north of Beltline, south of Wilkes (Trails Plan #C11)	1
RS24	UGB/West Bank Path continuation north of Wilkes, south of Hileman Landing (Trails Plan	3
RS25	Acquire and Build Farm Belt Trail connection from Hileman Landing to Hwy 99 (Metro Wastewater Poplar Plantation) (Santa Clara portion of Trails Plan #C10)	1/2/3
RS26	Santa Clara Community Park running trail (Trails Plan #C37)	1
RS27	Hansen Lane path connection to West Bank Path (TSP)	2
RS28	McClure Lane path connection to West Bank Path (TSP)	2
RS29	Arbor Drive path connection to West Bank Path (TSP)	2
RS30	West Bank Path Completion (TSP)	2
RS31	West Bank Path rehabilitation	2
RS32	West Bank lighting improvements	1
RS33	West Bank Path running trail (Trails Plan #31)	3
RS34	Eugene Recreational Walking Routes Planning/ Neighborhood Greenways: River Road/ Santa Clara	1
RS35	New multipurpose community center and pool facility	2/3
	Total Planning Area Approximate Project Costs= $66 million	



Proposed Facilities Map: River Road/Santa Clara Sub-Area

Eugene Parks and Recreation System

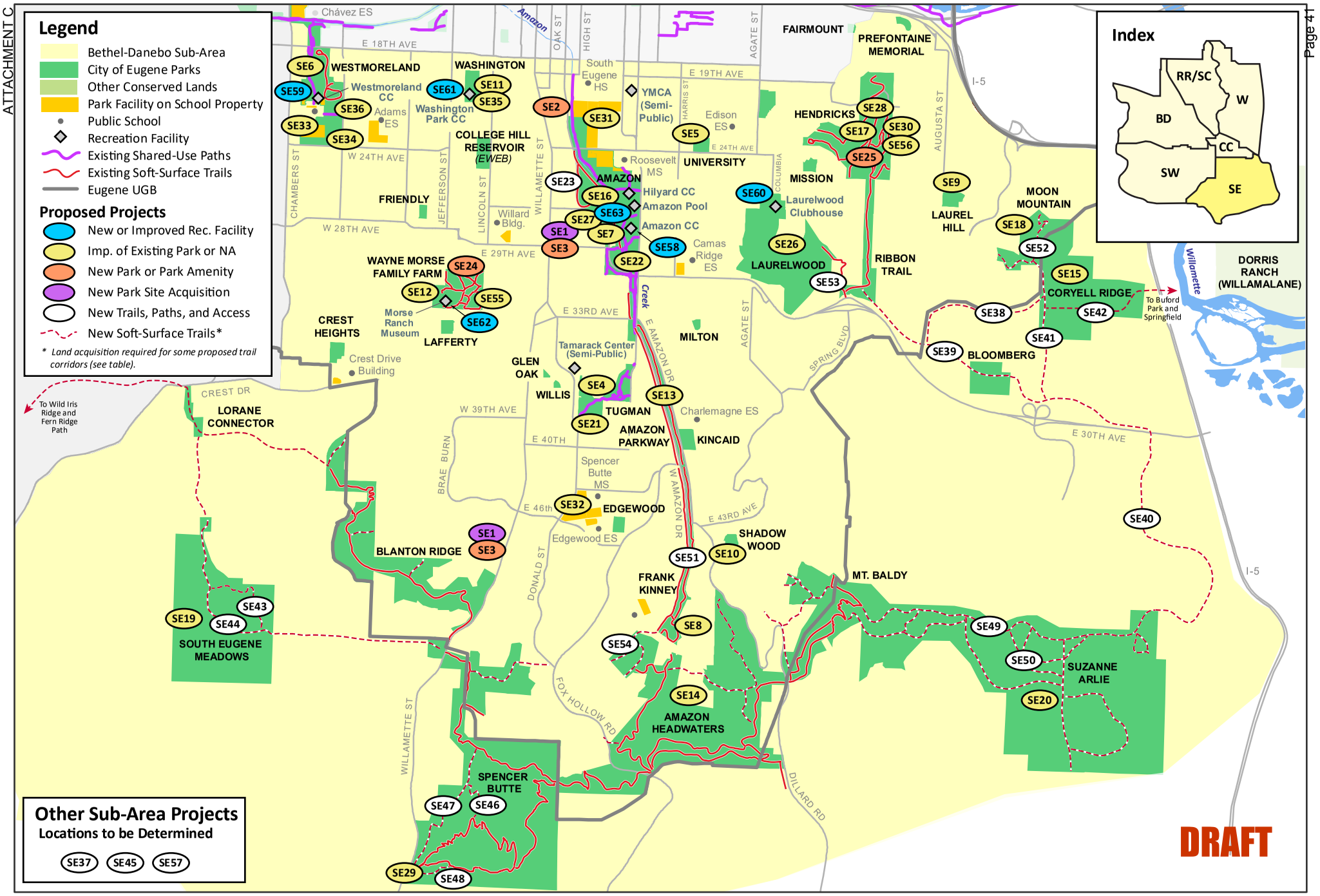
DRAFT Prioritized Capital Project List
South East Planning Area

11/21/2016

1= 1-5yrs
2= 6-10 yrs
3= beyond

Project #	Project Description	DRAFT Priority
SE1	Acquire two new neighborhood park sites in underserved areas (SEb; SEf)	3
SE2	Civic Stadium Park development to serve CCb and SEa	3
SE3	Build two new neighborhood park sites in underserved areas (SEb; SEf)	3
SE4	Tugman Park renovation	1/2
SE5	University Park renovation	1
SE6	Westmoreland Park master plan, renovation and lighting	2/3
SE7	Amazon Park rehabilitation	3
SE8	Frank Kinney Park rehabilitation	3
SE9	Laurel Hill Park rehabilitation	2
SE10	Shadow Wood Park rehabilitation	3
SE11	Washington Park rehabilitation	2
SE12	Wayne Morse Family Farm rehabilitation	2
SE13	Amazon Creek habitat restoration	1/2/3
SE14	Amazon Headwaters habitat restoration	2/3
SE15	Coryell Ridge habitat restoration	1/2/3
SE16	Habitat renovation in Amazon ash forest and wet prairie sites	1/2
SE17	Hendricks Park habitat restoration	3
SE18	Moon Mountain habitat restoration	2
SE19	South Eugene Meadows habitat restoration	1/2
SE20	Suzanne Arlie habitat restoration	1/2
SE21	Tugman Park habitat restoration	2
SE22	Amazon Path lighting improvements	1/2
SE23	Increase access to Amazon Park to serve SEb	1
SE24	Wayne Morse Family Farm nature play to serve SEb	2
SE25	Hendricks Park nature play to serve SEc	2
SE26	Laurelwood Golf Course master plan and renovation	3
SE27	Amazon Park Community Garden rehabilitation	1
SE28	Hendricks Park Rhododendron Garden management plan and rehabilitation	1/2/3
SE29	Spencer Butte Challenge Course rehabilitation	2
SE30	Hendricks Park rehabilitation	2/3
SE31	South Eugene HS turf field replacement (4J)	2
SE32	Spencer Butte turf field replacement (4J)	1
SE33	Jefferson ATA turf field replacement (4J)	1
SE34	Westmoreland Graham field renovation	2
SE35	Washington Park tennis court renovation	2
SE36	Westmoreland Park tennis court renovation	1
SE37	Spur and neighborhood connector trails in various locations (Trails Plan #5, 7, 8, 9, 10, 13, 15, 16)	2/3
SE38	Moon Mountain to 30th Avenue trail connector loop (Trails Plan #21)	3
SE39	Ribbon Trail to Bloomberg Park trail (Trails Plan #22)	2/3
SE40	Suzanne Arlie Park to 30th Avenue trail (Trails Plan #C7)	2/3
SE41	30th Avenue to Moon Mountain Park trail (Trails Plan #C8)	2/3

Project #	Project Description	DRAFT Priority
SE42	Moon Mountain to Willamette River basin trail (Trails Plan #C12)	2/3
SE43	South Eugene Meadows pedestrian trail (Trails Plan #3)	1
SE44	South Eugene Meadows to Ridgeline Trail at Willamette Street (Trails Plan #4)	2
SE45	Spur and neighborhood connector trails in various locations (Trails Plan #11, 14, 17)	1
SE46	Spur and neighborhood connector trails in various locations (Trails Plan #12b)	3
SE47	Spencer Butte Park west side pedestrian trail (Trails Plan #12a)	1
SE48	Spencer Butte Park barrier-free trail (Trails Plan #39)	2
SE49	Suzanne Arlie Park Ridgeline Trail extension (Trails Plan #18)	1
SE50	Suzanne Arlie Park connector trails and trailhead (Trails Plan #C19)	2
SE51	Upper Amazon (Rexius) running trail renovation (Trails Plan #42)	1
SE52	Moon Mountain Park shared-use trail and trailhead (Trails Plan #20)	2
SE53	Spring Boulevard Path from Central to East 30th (TSP)	1
SE54	West Amazon Drive Path from Martin (TSP)	3
SE55	Wayne Morse habitat restoration	2/3
SE56	Hendricks Park lighting improvements	3
SE57	Eugene Recreational Walking Routes Planning/ Neighborhood Greenways: Southeast Eugene	2
SE58	Amazon Community Center expansion/ remodel	3
SE59	Westmoreland Community Center expansion/ remodel	3
SE60	Laurelwood Golf Course buiding improvements	3
SE61	Washington Park Annex improvements	3
SE62	Wayne Morse Ranch building improvements	3
SE63	Amazon Pool cover and building upgrades	
	Total Planning Area Approximate Project Costs= $50.7 million	



0 1/4 1/2 Mile

Scale

DRAFT: November 2016

Proposed Facilities Map: Southeast Sub-Area

Eugene Parks and Recreation System

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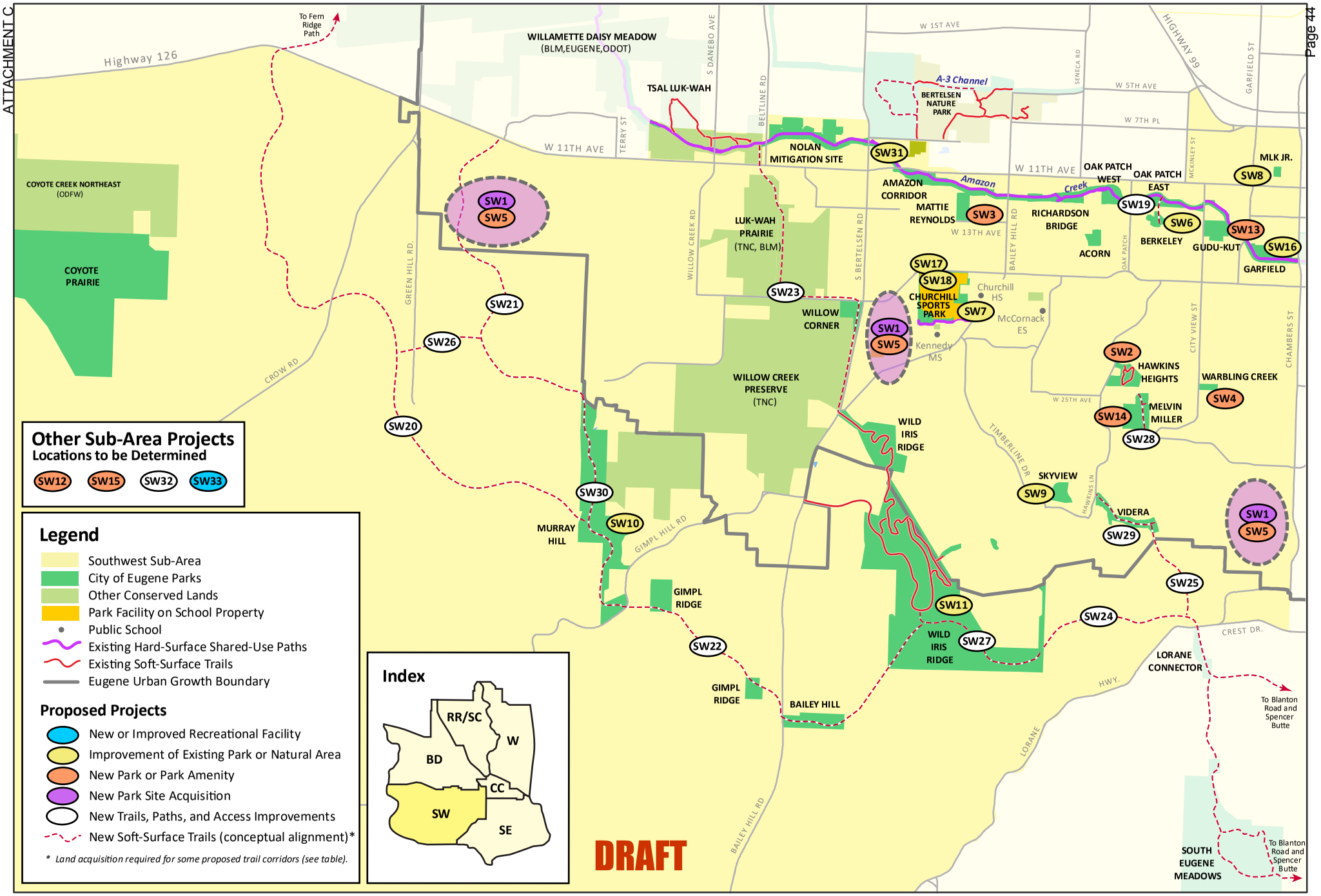
DRAFT Prioritized Capital Project List

South West Planning Area

11/21/2016

1= 1-5yrs
2= 6-10 yrs
3= beyond

Project #	Project Description	DRAFT Priority
SW1	Acquire 3 new neighborhood parks in underserved areas (Swa; SWc; SWg)	2/3
SW2	Hawkins Heights Park development	3
SW3	Mattie Reynolds Park development	1
SW4	Warbling Creek Park development	2
SW5	Build 3 new neighborhood parks in underserved areas (Swa; SWc; SWg)	3
SW6	Berkeley Park renovation	1
SW7	Churchill Sports Park renovation	2
SW8	MLK Jr Park renovation	1
SW9	Skyview Park rehabilitation	3
SW10	Murray Hill habitat restoration	2
SW11	Wild Iris Ridge habitat restoration	1/2
SW12	Southwest spray play (location TBD)	3
SW13	Playground near Amazon channel to serve SWd	1
SW14	Melvin Miller nature play to serve SWg	1
SW15	Southwest dog park (location TBD)	2
SW16	Matthews community garden rehabilitation	1
SW17	Churchill HS turf field replacement (4J)	2
SW18	Churchill HS tennis court renovation (4J)	1
SW19	Berkeley Park to Fern Ridge Path connector trail	1
SW20	Murray Hill to Hwy 126 trail (South West portion of Trails Plan #C1)	3
SW21	Willow Creek Rd to West 11th Ave trail (Trails Plan #C2)	3
SW22	Murray Hill to Wild Iris Ridge trail (Trails Plan #C3)	3
SW23	Wild Iris Ridge to Fern Ridge Path trail (Trails Plan #C4)	1
SW24	Wild Iris Ridge to Blanton Road and South Eugene Meadows trail (Trails Plan #C5)	1/2/3
SW25	Lorane Hwy to Videra Creek trail (Trails Plan #C6)	3
SW26	C1 and C2 connector trail (Trails Plan #C13)	3
SW27	Wild Iris Ridge (south end) shared-use trail (Trails Plan #2)	2
SW28	Melvin Miller pedestrian trail (Trails Plan #35)	3
SW29	Videra Creek pedestrian trail (Trails Plan #36)	3
SW30	Murray Hill shared-use trail (Trails Plan #41)	2
SW31	Fern Ridge Path lighting improvements	1
SW32	Eugene Recreational Walking Routes Planning/ Neighborhood Greenways: Southwest Eugene	1
SW33	New multipurpose community center and pool facility	2/3
	Total Planning Area Approximate Project Costs= $52 million	



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Scale

N W E S

DRAFT
November 2016

Proposed Facilities Map: Southwest Sub-Area

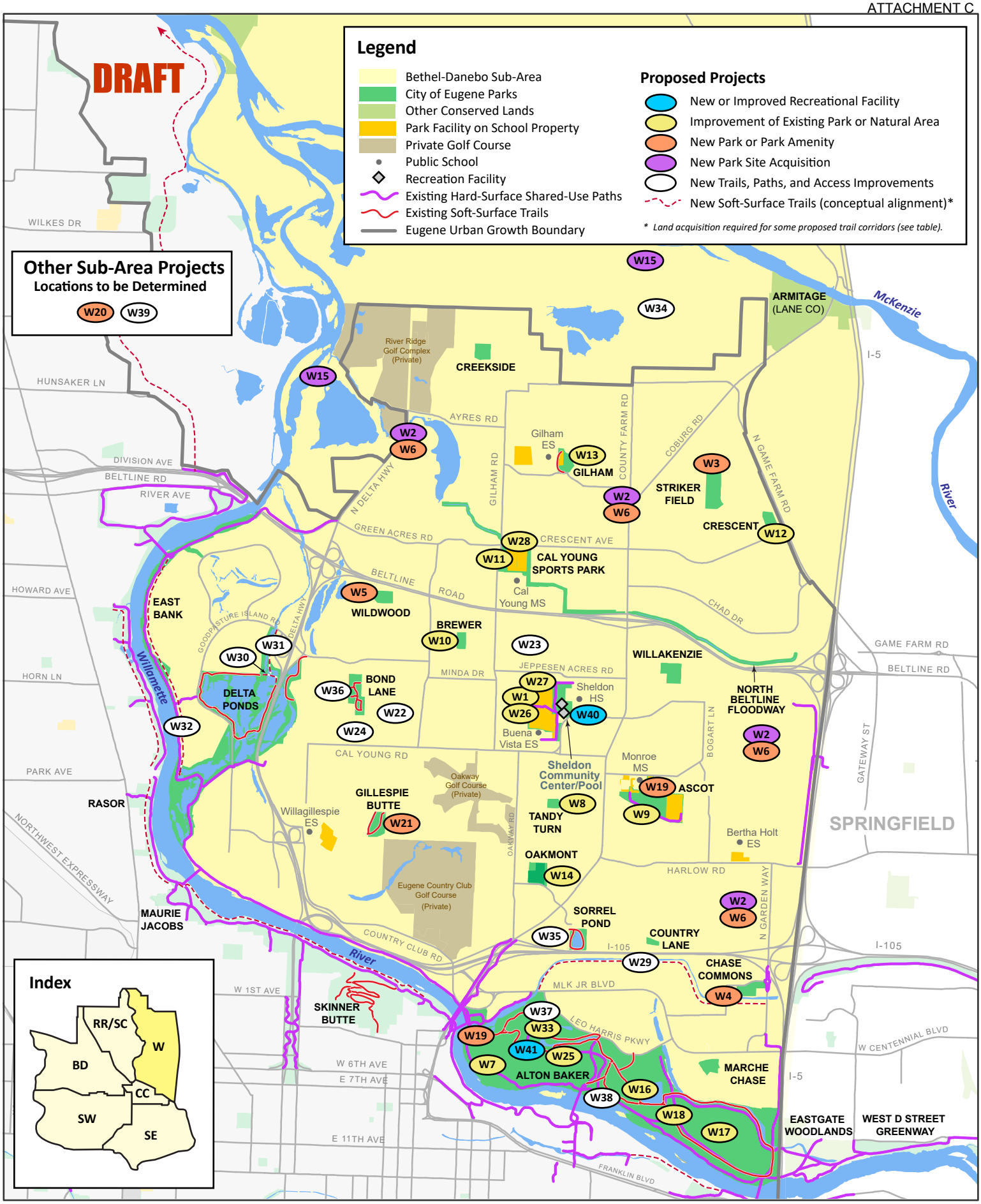
Eugene Parks and Recreation System

DRAFT Prioritized Capital Project List
Willakenzie Planning Area

11/21/2016

1= 1-5yrs
2= 6-10 yrs
3= beyond

Project #	Project Description	DRAFT Priority
W1	Sheldon Sports Park renovation	3
W2	Acquire 4 new neighborhood park sites in underserved areas (Wb; Wc; Wf; Wh)	2/3
W3	Striker Field development	1/2/3
W4	Chase Commons development	1/3
W5	Wildwood Park development	3
W6	Build 4 new neighborhood park sites in underserved areas (Wb; Wc; Wf; Wh)	3
W7	Alton Baker Park (west) master plan update and renovation (including RiverPlay 2)	1/2/3
W8	Tandy Turn Park renovation	3
W9	Ascot Park rehabilitation	2
W10	Brewer Park rehabilitation	3
W11	Cal Young Sports Park rehabilitation	3
W12	Crescent Park rehabilitation	3
W13	Gilham Park rehabilitation	3
W14	Oakmont Park rehabilitation	3
W15	Acquire natural areas along the Willamette and McKenzie Rivers, north of Beltline	3
W16	Alton Baker Park Canoe Canal restoration	2/3
W17	Whilamut Natural Area of Alton Baker Park master plan update and implementation	1/2/3
W18	Alton Baker lighting improvements	1/2
W19	Ascot Park playground development	3
W20	East Bank Park playground(s) to serve Wi	3
W21	Gillespie Butte nature play to serve Wg	3
W22	Increase access to Bond Lane Park from Wd	1
W23	Increase access to Sheldon Sports Park from We	1
W24	Increase access to Bond Lane Park from Wg	1
W25	Alton Baker Park Community Garden rehabilitation	1
W26	Sheldon HS turf field replacement (4J)	2
W27	Sheldon HS tennis court renovation	1
W28	Cal Young turf field replacement (4J)	1
W29	Patterson Slough trail from MLK Blvd to Garden Way (Trails Plan #28)	3
W30	Delta Ponds bridge and trail to complete loop (Trails Plan #34)	1
W31	Debrick Slough trail to connect to Good Pasture Island Rd (Trails Plan #34)	2
W32	East Bank running trail from Owosso Bridge to Delta Ponds (Trails Plan #33)	2
W33	Alton Baker Park Canoe Canal feasibility study	1
W34	East Bank Path near Beltline to Armitage Park feasibility study	2
W35	Sorrel Pond trail rehabilitation	2
W36	Bond Lane Park trail rehabilitation	2
W37	Canoe Canal Path rehabilitation	2
W38	North Bank Path rehabilitation	2
W39	Eugene Recreational Walking Routes Planning/ Neighborhood Greenways: Willakenzie	2
W40	Sheldon Community Center and Pool expansion/ remodel	1/3
W41	Cuthbert Amphitheater back of house improvements	3
	Total Planning Area Approximate Project Costs= $70.9 million	



0 1/4 1/2 Mile

Scale

DRAFT: November 2016

Proposed Facilities Map: Willakenzie Sub-Area

Eugene Parks and Recreation System

Playground Equity Map

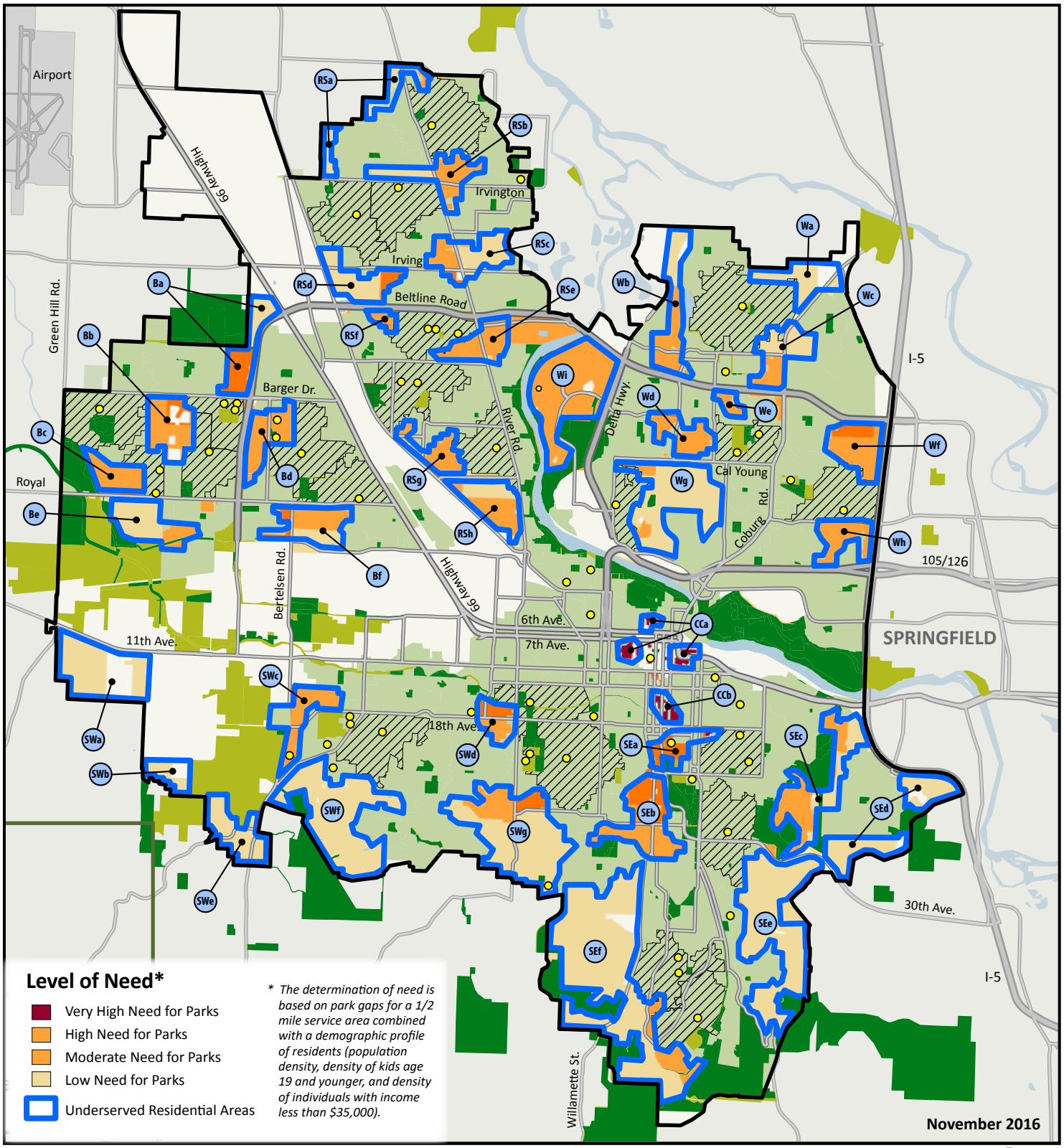
Eugene Parks and Recreation System

Legend

- School Facilities
- City of Eugene Parks
- Other Conservation Lands (non-City)
- Eugene Urban Growth Boundary (UGB)
- Half-Mile Park Service Areas
- Half-Mile School Service Areas
- SWa Underserved Area Code

N W E S

0 1/2 1 Mile
Scale



State of Eugene's Parks

2016 Update

A recent survey of over 7,000 Eugene residents found that half are enjoying parks on a daily or weekly basis, and two thirds are visiting at least monthly. This adds up to **more than 9 million adult visits each year.** It is our role as the City of Eugene Parks and Open Space Division to care for these highly-used parks and work collaboratively with the community to steward their development into the future.

This report is an update of the 2014 State of Eugene's Parks Report. It provides a closer look at the present condition of parks, the challenges affecting their condition and how we are working to address those challenges, and **our action plan for improvements.**

Eugene Parks & Open Space

Park Condition Ratings

One of the ways in which we track the health of developed parks is having a staff team from diverse work areas come together every two years to assess and grade various categories in 10 to 15 parks, with a goal of assessing each developed park at least once every five years.

Sample findings that contribute to a lower grade include:

- Aging playground equipment that, although safe, was not in compliance with national standards and/or was missing components to make it functional
- Closed restrooms
- Reoccurring illegal dumping of trash and debris that overwhelm staffing levels
- Graffiti found on park features
- Playground not yet converted from sand to woodchips to comply with safety and accessibility standards
- Paved surfaces are aging and cracked, creating trip hazards
- Turf areas in distressed conditions, brown or completely bare
- Landscape beds are weedy and overgrown with invasive species
- Nonfunctioning wading pools onsite

Park Condition Grade Changes—2009 to 2016

Challenges Impacting Eugene's Parks

- Annual costs to operate and maintain parks have risen over the past 10 years, and general fund revenues have not kept pace. **Compared to 10 years ago, there are fewer full time staff maintaining parks, while total park acreage has more than doubled.**
- Bond funding guided the purchase of 980 additional acres for natural areas and future developed parks **without the corresponding funding needed to stabilize these lands**. Funding was redirected from other necessary services to provide a minimum level of stabilization through activities such as securing property with fencing, creating access points, removing some fuel loads and invasive species, and mitigating illegal dumping.
- Reductions in park staff mean that **aging park assets are not getting the attention they need and are wearing out sooner**. There is a growing backlog of maintenance needs and amenities that need replacement.
- **Illegal camping continues to rise and set new records.** Staff are spending an increasing amount of time trying to keep parks safe and clean, and less time on other operational needs.

- In addition to camping, **illicit activities, such as theft, vandalism, drug use and sales, graffiti and dumping garbage, are taking a toll on parks**. In the first nine months of 2016, over 7,450 bags of garbage and 3,500 needles were removed from camp sites, and there were over 4,000 Eugene Police Department incidences in parks.
- 17 parks sites across Eugene are poised to serve Eugene's growing population and underserved areas but there is currently **no funding to maintain these sites if developed**.

Removed From Parks This Year:*

7,450 bags of garbage and

3,500 needles

*Jan.–Sept., 2016

Meeting The Challenges

- We continue to **adapt maintenance services** to the evolving needs of park users and park infrastructure. For example, although reducing irrigation in parks was a cost savings measure following budget reductions, trees were suffering and dry soils were causing irrigation system failures. Brown turf also made it less inviting for users. Staff continues to focus maintenance activities on the highest use areas in each park and evaluate the effects on areas where maintenance has been reduced. In the summer of 2016, the watering schedule was increased to preserve these assets.
- Our **expanding use of mobile technology and geographic information systems** allows us to more efficiently manage parks assets and provide better customer service. For example, Urban Forestry staff can now use their iPhones in the field to monitor and update detailed geographic information about tree planting dates and locations, pruning schedules and health conditions.
- Our **Eugene Outdoors volunteers play an important role** in helping care for Eugene's parks and building a closer relationship between us and the community we serve. In FY16, individuals, adoption groups and service organizations contributed 15,500 volunteer hours valued at over $365,000.
- **Partnerships and grants help boost our resources**. Between January 1, 2015 and October 31, 2016 three grants totaling $259,910. This funding went toward fuels reduction, invasive species removal and the introduction of native plants in natural areas.

In FY16, individuals, adoption groups and service organizations contributed **15,500** volunteer hours valued at over **$365,000.**

- Over the summers of 2015 and 2016, Park Ambassadors and Eugene Police bike patrol officers **worked full time addressing illicit activities** in the Riverfront Park System and providing community outreach. This work provided a model for how safety concerns could be addressed across the park system year round.

Eugene's Parks and Natural Areas

4,698 Total Acres

3,801 Acres of Natural Areas

67 Developed Parks

52 Playgrounds

47 Miles of Trails

17 Future Developed Park Sites

Our Plan of Action

- We will be working to **solve our $2.3 million operations and maintenance funding gap in order to sustain a healthy and vibrant park system** which would mean opening closed restrooms, increasing custodial service levels, restoring ongoing and preventative maintenance services on amenities, and fully stabilizing undeveloped park sites by creating controlled access points, managing invasive species, addressing fire hazards, and mitigating illegal dumping.
- Solving the operations gap will allow us to **focus on the growing need for a year-round security presence in Eugene's parks** which will be comprised of park ambassadors, a dedicated police officer and seasonal bike patrol officers.
- Solving the maintenance and operations gap will put us in a position to be able to **develop five neighborhood parks and one community park in underserved areas** over the next five years.
- Through extensive work to get community input and a thorough analysis of the system's strengths, challenges, and opportunities, the **Parks and Recreation System Plan is creating a vision and implementation plan that will pave the way forward for future park improvements.** It is anticipated that the plan will be ready for City Council adoption by spring 2017.
- We will **build on the successful Parks and Recreation System Plan engagement efforts** by getting out and meeting the people we serve in person and boosting social media efforts in order to foster better communication and collaboration.

Eugene Parks & Open Space
1820 Roosevelt
541-682-4800
eugene-or.gov/parks

Memorandum

Date: November 22, 2016
To: Eugene City Council
From: Craig Smith, Recreation Division Manager
Subject: Attachment F: State of Recreation Facilities Report– Community Centers and Pools

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Recreation Community Centers and Pools

Understanding the Inventory

Beginning with Washington Park, the first community center built in 1947, and concluding with Hilyard Community Center, completed in 1990, the City of Eugene Recreation Division has a unique mix of facilities that exist because of donation, acquisition, or built new. Each one of these facilities, despite their age and design continue to contribute to the health and wellness, artistic endeavors, educational opportunities, and social connectedness of the Eugene community. This inventory includes a total of 16 unique facilities.

The core of the inventory includes 6 community centers that are actively staffed and programmed:

- Campbell CC (1962)
- Sheldon CC (1968)
- River House Outdoor Center (1972)
- Amazon CC (1973)
- Petersen Barn CC (1976)
- Hilyard CC (1990)

The core inventory also includes 3 aquatic facilities;

- Amazon Pool (built 1957and remodeled in 2001)
- Sheldon Pool (1968)
- Echo Hollow Pool (1969)

The additional inventory includes 7 facilities that are leased to variety of local agencies, are used as alternative programming sites or community rental facilities. They also include facilities that hold historic significance in our community. They include; Westmoreland CC (Boys and Girls Club of Emerald Valley), Kaufman House (leased by OSU Extension Services), Shelton- McMurphy Johnson House (Historic Site, S-MJ Association), Wayne Morse Family Farm (Historic Site, rental facility), Washington Park & Lamb Cottage (rental facilities) and Laurelwood Golf Course Club House (leased to private contractor).

For a complete detailed summary of the current status of the Recreation Community Centers and Pools, please see the Recreation Facility Assessment, an appendix to the Parks and Recreation System Needs Assessment.

Recreation Community Centers and Pools - Challenges

<u>From the Eugene Parks and Recreation 1989 Master Plan:</u> "Existing Constraints: Community centers are not always able to fully achieve their potential to serve as social and recreational centers for their adjacent neighborhoods because of the lack of space and facilities, less than optimal locations, lack of amenities…….. or outdated designs. "

<u>Aging Facilities</u>
Since the 1989 Master Plan, the City has added one new community center, Hilyard, and had one major renovation of a pool, Amazon. The facilities have been maintained so they are available to use safely and effectively every day of the year, but overall community centers and pools are currently operating with systems that have exceeded their useful life. Most have gone through various levels of minor renovation to increase their efficiency and some have had major systems repair to keep them functional. Some are in need of major renovation based on the age of their infrastructure.

<u>Small Facilities</u>
At the time in which our community centers and pools were either donated, acquired, or built, they met the community needs for recreation programming. Since that time, Eugene's population has nearly doubled, and the programmability and size of the community centers is not meeting the current and future needs of the community. The national best practice strategy for Parks and Recreation Departments is to build multi-purpose community centers and pools, roughly in the 50,000 square foot size range.

<u>Renovation of Existing Facilities</u>
Recreation staff have recently worked with architects form Robertson-Sherwood to review all community centers and pools to identify the deferred maintenance of each facility, and determine what renovation components are recommended to bring that facility up to its full capacity in providing services within the service area.

<u>Equitable Geographic Access</u>
It is has been clearly identified in Parks & Recreation master plans since the 1989 that there are two geographic areas of Eugene that are not being served with community centers or pools, Southwest Eugene and Santa Clara. These planning areas have seen significant population growth, yet have not seen the creation of community centers and pools to serve that growth.

Recreation Community Centers and Pools – Next Steps

The message that was received from the Eugene community during the last 16 months of extensive public outreach identifies both the need to "*Care for and make the most of what we have", and "Serve the entire community"*. This message is clear, yet it creates a challenging process when prioritizing projects in the next evolution of recreation community centers and pools. There is a need to both take care of all of our aging facilities as well as build new in areas of Eugene that continue to remain unserved.

<u>Priority Criteria</u>
The baseline criteria for prioritizing the renovation of community centers and pools as well as building new community centers and pools is identified in **Attachment C – Capital Project Prioritization Criteria** of this Council Work Session packet. This criteria serves as a foundation for comparing baseline information and triple bottom line thinking, but there are other variables in determining where to prioritize recreation service enhancements, such as services provided by partner agencies and any increase in the ongoing cost of operations.

Community Partner Variables
Since the creation of Eugene Recreation services in the 1920's, the Recreation Division has always maintained a high level of community collaboration and partner relationships in providing recreation services across the Eugene community. The longest standing collaborations exist with both local school districts and how facilities (gyms, fields, pools) have been shared to reduce the cost of operating and maintaining to the local taxpayer.

In prioritizing the next recreational facility investments in our community, one must understand the services that are also being provided by other key organizations within our community. Those organizations include both 4j and Bethel School Districts, the Boys and Girls Club of Emerald Valley, the YMCA, and Kidsports. It also includes the peers within Eugene that include the River Road Park and Recreation District, as well as peers from across the river, Willamalane Park and Recreation District. In addition, the Recreation Division, has relationships with over 150 organizations and agencies that rely on our facilities to provide or enhance their own missions.

It is necessary to understand this network of agencies and services and assess the variables they bring to the table in making priority decisions in the Parks and Recreation System Plan. This is especially important when looking through the access and geographic distribution component of the triple bottom line lens.

Increased Operating and Maintenance Costs
A key variable when considering any capital improvement that provides new facilities, or significantly expanded services, is the need to also identify the increased operating and maintenance cost. In the current financial environment, additional operating costs are a considerable challenge to overcome.

See **Attachment D - Draft Prioritization Capital Project Lists by Planning Area** to identify the initial Recreation Community Center and Pool capital projects after they were reviewed with both the prioritization criteria and the community wide variables.

Draft Priority Projects - Community Centers

The #1 priorities in the *Draft Prioritization Capital List* lean strongly to the "*take care for what you have*" approach. These priorities are based again on variables that include increasing service and efficiency without significant increase in additional O&M costs, and the impact of partnerships or strategic plans by other community organizations.

- Sheldon Community Center/Pool renovation - creates efficiencies by combining both facilities and increase programming amenities
- Campbell Community Center -increases health, fitness and other programming amenities for adult population
- River House Outdoor Center -increases educational space, operating space, and community meeting space

The #2 priorities include:

- Phase 1 of a Multi-purpose community center/pool in one of the unserved areas of town – the potential to create a Community School Service Strategy exists in both SW Eugene and Santa Clara
- Petersen Barn CC renovation – increases programming amenities and capacity to serve the area

Draft Priority Projects - Pools

Again, the #1 priorities in the *Draft Prioritization Capital List* lean strongly to the "take care for what you have" approach for pools. Those choices are also based on minimizing additional operation and maintenance costs while also understanding the impact of partnerships and strategic plans by community partners.

- Sheldon Community Center/Pool renovation - creates efficiencies by combining both facilities and increase programming amenities
- Echo Hollow Pool renovation – has the potential to coordinate with Bethel SD with the future renovation of Cascade MS, strengthening the Community School Service Strategy in this area of Eugene

A 2014 Business Operations Audit by Ballard King and a 2016 Feasibility Study provided by Conventions Sports & Leisure International, clearly indicated the need for increased pool space in Eugene. When identifying priorities, the Ballard King audit identified; *"Future capital dollars should be focused on Echo Hollow Pool and Sheldon to increase the leisure offerings of those facilities."*

Building a seasonal roof over Amazon Pool is a strategy that offers the least cost in capital expense in increasing pool access during the winter months. This capital savings is offset by the additional costs in maintaining and operating Amazon Pool for an additional six months of the year. This strategy also comes into question based on the likelihood of the YMCA building a new indoor pool in close proximity to Amazon Pool. There is more analysis yet to be completed in fully determining this particular strategy.

The #2 priorities include:

- Phase 1 of a Multi-purpose community center / pool in one of the unserved areas of town – the potential to create a Community School Service Strategy exists in both SW Eugene and Santa Clara

Sports Complex

The partnerships with both local school districts have led to the creation of an inventory of outdoor sports fields that are, for the most part, proportionately distributed throughout Eugene, and we collaborate to make those facilities equitably available to community and school use. These sports fields include approximately 47 grass rectangle fields and diamond fields as well as 11 synthetic turf rectangle fields.

In partnership with Travel Lane County and Willamalane PRD, the City of Eugene just completed Phase 1 of a Feasibility Study for Potential New Multi-Use Sports Facilities in Eugene, conducted by Conventions Sports & Leisure International. Phase 1 of the study did indicate; "*High demand for an outdoor field complex – The results of the market demand analysis conducted for this study suggest that high quality baseball/softball and soccer/multisport fields represent the greatest areas of market need in the Eugene-Springfield area. A single, high quality complex could be designed to deliver these fields to generate sustainable revenues, satisfy unmet local needs, allow for the growth of local sports, and recreation programming, and generate incremental economic impact through the attraction of new non-local tournaments."*

The City of Eugene and Travel Lane County are currently collaborating to complete Phase 2 of the Feasibility Study. Results of Phase 2, completed within the next 90 days, will give clearer information on Site Analysis, Construction Costs, Financial Operations Analysis, and Economic Impact.